



OFFICIAL BULLETIN

1 April 1944

Vol. XXV



	Page
<i>Introductory note</i>	VII
The policy of the International Labour Organisation in the emergency period	1
The International Labour Organisation in time of war — a declaration by the Director of the I.L.O.	7
Second Conference of American States Members of the International Labour Organisation	9
1. Letters of convocation to the Conference addressed to the Governments of the American States Members of the International Labour Organisation	9
2. Letters inviting the Governments of the American States not Members of the International Labour Organisation to be represented at the Conference by observers	13
3. Message from the President of the United States of America addressed to the President of the Conference	15
4. Conclusions adopted by the Conference	16
I. Declaration of Havana	16
II. Resolution concerning the meeting place of the next session of the International Labour Conference	17
III. Resolution concerning membership in the International Labour Organisation of certain American States	17
IV. Resolution concerning a study on economic democracy	18
V. Resolution concerning the establishment of advisory tripartite committees	18
VI. Resolution concerning a study of the social effects of the changes in centres of production	19
VII. Resolution concerning a study of competition due to low wages	20
VIII. Resolution concerning the interchange of technical officials of labour departments	20
IX. Resolution concerning the preparation of a model code of safety regulations for factories	21
X. Resolution concerning freedom of association	21
XI. Resolution concerning the formation of central trade union bodies	22

30604
Cop-5

	Page
XII. Resolution concerning economic and financial co-operation between the nations of the American Continent	23
XIII. Resolution concerning visits abroad of groups of workers	24
XIV. Resolution of homage to Professor Antonio Sánchez de Bustamante	25
XV. Resolution concerning the limitation of weights of loads	25
XVI. Resolution concerning the desirability of uniform labour legislation in the American States	26
XVII. Resolution concerning the abolition of latifundism	27
XVIII. Resolution concerning minimum wage fixing machinery	27
XIX. Resolution concerning the protection of wages against currency depreciation	28
XX. Resolution concerning uniformity in labour statistics	28
XXI. Resolution concerning a study of the conditions of the proletarian masses of America	29
XXII. Resolution concerning the conditions of life of professional workers	30
XXIII. Resolution concerning housing	30
XXIV. Resolution concerning conciliation and arbitration boards	31
XXV. Resolution concerning the publication of legal decisions	32
XXVI. Resolution concerning performers' rights	32
XXVII. Resolution concerning simplification of procedure for ordinary claims by workers	33
XXVIII. Resolution concerning the decisions reached by the Third International Conference on Nutrition	33
XXIX. Resolution concerning the position of refugees in certain European countries	33
XXX. Resolution concerning social insurance	34
XXXI. Resolution concerning the aims and functions of social insurance	35
XXXII. Resolution concerning certain aspects of social insurance of particular importance at the present time	37
XXXIII. Resolution concerning conditions of work of women	41
XXXIV. Resolution concerning home work	45
XXXV. Resolution concerning the protection of women employed in domestic service and agriculture	45
XXXVI. Resolution concerning the right to work of married women	45
XXXVII. Resolution concerning the preparation of statistics on women's work	46
XXXVIII. Resolution concerning women's right to representation	46
XXXIX. Resolution concerning women's general rights	47
XL. Resolution concerning conditions of employment of juveniles	47
XLI. Resolution concerning the work of juveniles in street trading and similar occupations	49

	Page
XLII. Resolution concerning apprenticeship	50
XLIII. Resolution concerning administration relating to the work of women and juveniles	51
XLIV. Resolution concerning immigration	52
XLV. Resolution inviting immigration and emigration countries to establish permanent bodies to study their respective requirements	55
5. Letter communicating to Governments the resolutions adopted by the Conference	55
89th Session of the Governing Body of the International Labour Office (Geneva, 3-5 February 1940)	57
Convocation of the 26th Session (1940) of the International Labour Conference	64
1. Letter of convocation to the 26th Session of the Conference .	64
2. Consultation of the Emergency Committee and telegram informing the Governments of the States Members of the adjournment of the 26th Session of the Conference	66
Transfer to Canada of the working centre of the International Labour Office	67
I. Communications addressed to the Governments of States Members	67
II. Communication addressed to the members of the Governing Body	68
III. Correspondence exchanged between the Swiss Federal Govern- ment and the Director of the International Labour Office .	69
IV. Correspondence exchanged between the French Government and the International Labour Office	71
V. Declaration by the Director of the International Labour Office	73
Status and facilities accorded to the International Labour Office by the Canadian Government	74
Resignation of Mr. John G. Winant, Director of the International Labour Office	79
A report to the Governments, Employers and Workers of Member States of the International Labour Organisation, by John G. Winant	82
90th Session of the Governing Body of the International Labour Office (New York, October-November 1941)	96
Conference of the International Labour Organisation (New York- Washington, 1941)	104
1. Communications concerning the convocation of the Conference	104
2. Extract from the Report by the Acting Director of the Interna- tional Labour Office to the Conference	106
The emergence of the social objective	107
The I.L.O. as a part of reconstruction machinery	111
A social mandate	112
The economic aspects of social reconstruction	115
The government of world industries	117
Regional co-operation within a world framework	119
A challenge and an opportunity	119

	Page
3. Address by the President of the United States of America to the delegates of the Conference	122
4. Resolutions adopted by the Conference	126
I. Resolution concerning post-war emergency and reconstruction measures	126
II. Resolution endorsing the Atlantic Charter	128
III. Resolution concerning the war and peace	129
IV. Resolution concerning the war and trade between American countries	130
V. Resolution concerning collaboration between Governments, workers and employers in the planning and application of public policies	130
VI. Resolution concerning living wages and agrarian reform	131
VII. Resolution concerning the establishment of a World Textile Office	131
VIII. Resolution concerning planning for the regulation of economic and social conditions in the mercantile marine	132
IX. Resolution concerning collaboration with the River Plate Regional Office of Economic Information and Studies	132
X. Resolution concerning the place of meeting of the next session of the International Labour Conference	132
XI. Resolution thanking Mr. Winant for his services as Director of the International Labour Office	133
XII. Resolution concerning collaboration between public authorities and workers' and employers' organisations	133
5. Resolutions referred by the Conference to the Governing Body for consideration	135
I. Draft resolution concerning the protection of children	135
II. Draft resolution concerning the creation of merchant navies	137
III. Draft resolution concerning immigration facilities for Spanish refugees	137
IV. Draft resolution concerning the extension of social legislation to agricultural workers	138
V. Draft resolution concerning the regulation of trade relations between American countries	138
VI. Draft resolution concerning trade policy in respect of tobacco	139
VII. Draft resolution concerning trade and economic problems of American countries	140
6. Communication to the Governments of States Members of resolutions adopted by or submitted to the Conference	143
5th Session of the Emergency Committee of the Governing Body	153
Appendix : Address by the Rt. Hon. Ernest Bevin, Minister of Labour and National Service of the United Kingdom	164
12th Session of the Joint Maritime Commission	168
Resolutions adopted by the Commission :	
I. Resolution concerning the ratification of international labour Conventions	168
II. Resolutions concerning safety measures for seamen	168
III. Resolution concerning organisation for seamen's welfare	170
IV. Resolution concerning equality of treatment of seafarers	171

	Page
V. Resolution concerning the shipping industry and the Peace Conference	171
VI. Resolution concerning an International Maritime Charter	172
VII. Resolution concerning the conditions of service of seafarers	172
VIII. Resolution concerning the organisation of merchant fleets	172
IX. Resolution concerning international agreements on the utilisation of merchant shipping	172
Note by the Acting Director for the information of Members of the Governing Body	173
I. Decisions involving action by Governments including liaison with international agencies	174
1. Liaison with international agencies	175
A. Relations with the Inter-Allied Post-War Requirements Committee	175
B. Relations with the Economic and Financial Organisation of the League of Nations	177
C. Relations with other international agencies	178
2. Other communications addressed to Governments	178
II. Decisions concerning activities or studies to be undertaken by the Office	180
III. Meetings	185
1. 12th Session of the Joint Maritime Commission (London, June 1942)	186
2. 6th Canada-United States Tripartite Meeting (Montreal, August 1942)	190
3. Inter-American Conference on Social Security (Santiago de Chile, September 1942)	192
IV. Finance	194
V. Participation of Costa Rica in the International Labour Organisation	198
Inter-American Committee on Social Security	201
Resolutions and Declarations of Lima meeting	201
The Declaration of Santiago de Chile	204
Resolutions adopted by the First Inter-American Conference on Social Security	206
Statute of the Inter-American Conference on Social Security	212
26th Session of the International Labour Conference (Philadelphia, 1944)	214
Extract from the Report of the Director of the International Labour Office to the Conference	214
Extract from Report I to the Conference	226
Decisions on financial and budgetary questions	242
Resolution adopted by the 19th Assembly of the League of Nations	242
Budgets of the International Labour Organisation :	
1940	242
1941	247
1942	249
1943	251
1944	253
1945	256
1946	257
Resolution adopted on the report of the Second (Finance) Committee by the 21st Assembly of the League of Nations	258

	Page
Peru and the International Labour Organisation	259
Rumania and the International Labour Organisation	260
Costa Rica and the International Labour Organisation	261
France and the International Labour Organisation	262
Czechoslovakia and the International Labour Organisation	263
Haiti and the International Labour Organisation	266
Interpretation of the decisions of the International Labour Conference	268
I. Convention concerning the compulsory medical examination of children and young persons employed at sea	268
II. Convention concerning the recruitment, placing and conditions of labour of migrants for employment	269
Official action on the decisions of the International Labour Conference	
Conventions	274
China : Ratification of the Minimum Age (Industry) Convention (Revised)	274
Egypt : Ratification of the Statistics of Wages and Hours of Work Convention	275
Iraq : Ratification of the following Conventions : Equality of Treatment (Accident Compensation) ; Workmen's Compensa- tion (Occupational Diseases) (Revised) ; and Minimum Age (Sea) (Revised)	277
Mexico : Ratification of the following Conventions : Holidays with Pay (Sea) ; Safety Provisions (Building) ; Statistics of Wages and Hours of Work	280
Netherlands : Ratification of the following Conventions : White Lead (Painting) ; Statistics of Wages and Hours of Work	282
New Zealand : Ratification of the Statistics of Wages and Hours of Work Convention	284
Norway : Ratification of the following Conventions : Seamen's Articles of Agreement ; Statistics of Wages and Hours of Work	285
Sweden : Ratification of the Night Work (Bakeries) Convention	287
Switzerland : Ratification of the following Conventions : Right of Association (Agriculture) ; Forced Labour ; Underground Work (Women) ; Statistics of Wages and Hours of Work	288
United Kingdom of Great Britain and Northern Ireland : Ratifi- cation of the following Conventions : Contracts of Employ- ment (Indigenous Workers) ; Penal Sanctions (Indigenous Workers)	290
Letter drawing the attention of the Governments of States Mem- bers to the decisions of the 25th Session of the International Labour Conference	294
Recommendations :	
Recommendations adopted by the International Labour Con- ference at its 25th Session	295
Action taken by the following Governments : Bolivia, Denmark, Egypt, India, Mexico, Poland, Switzerland, Union of South Africa	295
<i>Index</i>	299

INTRODUCTORY NOTE

Publication of the Official Bulletin was interrupted by events at the end of 1939. When publication was resumed, the Office gave priority to issues which met an urgent need, for instance those including the texts adopted by the International Labour Conference or by regional conferences.

Later the Office endeavoured to bring up to date the publication of issues covering other matters which are normally included in the Official Bulletin, while the material relating to the period from the end of 1939 to the end of 1943 was reserved for a retrospective volume.

This volume is now issued to complete the series.

OFFICIAL BULLETIN

1 April 1944

Vol. XXV

The Policy of the International Labour Organisation in the Emergency Period¹

On 4 February 1939 the Governing Body of the International Labour Office unanimously approved a report submitted by its Officers, which contained the following passage :

The Governing Body will remember that at its London Session it asked the Officers to study the problems which would arise in connection with the International Labour Organisation in a time of acute international crisis.

The Officers began their examination of these questions at a meeting in Paris on 16 November 1938. They considered that the problems in question should be divided into at least two main categories, namely, those which concern the Governing Body and those which concern questions of international administration within the Office.

As regards the second category of problems, questions of detail will require consideration. The Officers have, however, thought it possible to put forward the present preliminary report without waiting until they could complete their examination of the problems in the second category.

It seemed to be the general sentiment of the Governing Body when the matter was discussed at London that the International Labour Organisation should attempt to function as completely and efficiently as possible if an international crisis should intervene and even if such a crisis should unfortunately develop into war. This seemed to be the unanimous opinion of all groups in the Governing Body and the Officers therefore assume that they are entitled to consider it as the basis of their work. It would seem desirable, however, that this principle should be affirmed by a formal vote of the Governing Body after examination of the present report.

In making this suggestion the Officers wish to draw attention to the fact that it is only after such a principle has been definitely agreed to that it is possible to make detailed suggestions as to what would be appropriate measures in a time of crisis. They are convinced that the continuance of the Office's activities in such measure as the circumstances may permit will depend in the main upon the attitude of Governments. It is therefore of the greatest importance that Governments should take a definite decision

¹ This definition of the policy of the International Labour Organisation during the emergency period has been published in a previous number of the *Official Bulletin* under the title : " The Policy of the International Labour Organisation in the Present International Situation " (Vol. XXIV, No. 4, 27 December 1939). It has, however, seemed appropriate to include it here since it outlines the general framework of the activities of the I.L.O. during the years covered by the present volume.

in this respect at a time when they can examine the problem calmly and free from the preoccupations which the occurrence of a crisis would involve. In support of the above principle, the Officers would only recall that during the great war of 1914-1918 the International Institute of Agriculture at Rome maintained its activities. Moreover, it must not be forgotten that even though a war should take on an extensive character, the great majority of the Members of the Organisation would not, at all events in its early stages, be actively engaged in hostilities. The Organisation owes a duty to its Members to maintain the services for which it was created to the largest possible extent, and it would therefore be wrong in principle to assume that those services must necessarily cease, even though a number of Members who take a leading part in its working were involved in hostilities.

It is, of course, impossible to ignore the financial aspect of the problem. Activities can only be continued if funds are forthcoming to finance them. But it is equally true that the possibility of securing revenue will depend on the services rendered. No one can foresee in what measure financial support will actually be forthcoming for the Organisation in a time of crisis, but it would clearly seem to be the wisest policy to maintain activities and services at their maximum. Adequate financial support is most likely to be secured by rendering services of unmistakable value.

For these reasons the Officers venture to suggest that the Governing Body should take a formal decision that in the event of an international crisis of an acute character, even if an outbreak of war were involved, the Office should endeavour by every means in its power to maintain such measure of its activities as circumstances may render possible.

If this principle be accepted, the next point which arises is that in such a crisis it may be necessary to modify or even suspend certain decisions of the Governing Body itself. For instance, it might be necessary to alter the date of the next meeting of the Governing Body or of Commissions which it had decided should be convened, or to alter the place of such meetings. Similar decisions might be required as regards the meeting of the Conference or of preparatory conferences. The circumstances might be such as to make it difficult, if not impossible, to hold an extraordinary meeting of the Governing Body for this purpose, and it would therefore seem that in a time of crisis the Governing Body should devolve its powers to some smaller body which could meet more rapidly and more easily.

It was suggested that this delegation of powers might be made to the Officers of the Governing Body. Another suggestion was that in view of the importance of the decisions which might have to be taken the Officers might not be sufficiently representative and that therefore it would be desirable to add one or two additional members from each of the three groups.

Undoubtedly there are advantages in having a body as representative and authoritative as possible. On the other hand, the circumstances may be such that a meeting of any numerous body or even effective consultation with its members may not be possible. This would be more particularly the case at the beginning of war when transit and communications would undoubtedly be extremely difficult.

The Officers venture to suggest that the difficulty might be met in the following way. The Governing Body would delegate its authority to a small representative committee consisting of four Government members, two members of the employers' group and two members of the workers' group, including the officers of the Governing Body. If it should prove impossible for the other members to attend, the Officers alone would constitute a quorum and could take any immediate decision required.

The next question which arises is the question as to when these exceptional powers would come into operation. Here again it would seem to be impossible to lay down in advance any strict definition. It would always be conceivable that circumstances not covered by such a definition might arise and if that were to happen there would be a legal deadlock. The only possible solution would appear to be to leave it to the discretion of the Chairman of the Governing Body to call the Committee together after consultation if possible with the two Vice-Chairmen and the Director.

This report was communicated to the Governments of the Members of the Organisation by a letter of 18 March 1939 which was in part as follows :

I have the honour to inform you that the Governing Body of the International Labour Office, as a result of the situation which arose in September 1938, has given consideration to the problems which would arise in connection with the International Labour Organisation at a time of acute international crisis.

This question was submitted for study to its Officers, consisting of the Chairman and the two Vice-Chairmen, and a copy of their report which was unanimously approved by the Governing Body, with one minor amendment, at its 86th Session (February 1939) is enclosed herewith.

It will be noted that the fundamental principle underlying this report was that "the International Labour Organisation should attempt to function as completely and efficiently as possible if an international crisis should intervene and even if such a crisis should unfortunately develop into war".

In adopting the report the Governing Body unanimously approved this principle, and it is hoped that similar approval will be forthcoming from those States Members of the International Labour Organisation, which are not represented on the Governing Body, in response to the present communication.

On 30 November 1939 favourable replies to this communication had been received from the Governments of the following 34 Members of the Organisation :

United States of America ; Argentine Republic ; Australia ; Belgium ; Bulgaria ; Brazil ; Canada ; Chile ; China ; Colombia ; Denmark ; Egypt ; Estonia ; Finland ; France ; Great Britain ; Hungary ; India ; Ireland ; Iran ; Latvia ; Lithuania ; Luxembourg ; Mexico ; Netherlands ; New Zealand ; Norway ; Poland ; Portugal ; Rumania ; Sweden ; Switzerland ; Uruguay ; Venezuela.

On 14 June 1939, in the course of the 25th Session of the International Labour Conference, the following statement further defining the policy of the Organisation was issued on behalf of the Governing Body :

The Policy of the International Labour Organisation in the Event of an Acute International Crisis

The Governing Body of the International Labour Office, which has had under consideration since October 1938 the question of the policy of the International Labour Organisation in the event of any future international crisis, has adopted unanimously certain proposals upon this subject submitted to it by its Emergency Committee. The following passages from the reports of this Committee, which were adopted by the Governing Body on 22 April and 13 June respectively, relate to matters of general interest.

The Emergency Committee took cognisance of the replies from a certain number of Governments to the communication addressed to them by the Office, forwarding the report which the Governing Body had adopted on some of the problems which would arise as regards the International Labour Organisation at a time of grave international crisis. It noted with particular satisfaction that a number of these replies, including those from Great Britain, Rumania and Sweden, reaffirmed the principle that the International Labour Organisation should endeavour to function as completely as possible if an international crisis should intervene and even if such a crisis should unfortunately develop into war. The Committee also received with great

satisfaction similar declarations made on behalf of their Governments by the representatives of France and the United States of America.¹

Before proceeding to the detailed consideration of certain administrative questions, the Committee thought it useful to indicate that the decision of the Governing Body clearly implied that the Office should continue to function in its present premises until this proves impossible. This view would not, of course, exclude the possibility of such a distribution of its activities as would assure the maintenance of the work of the Office and facilitate collaboration between the Office and the Members of the Organisation.

It is impossible to foresee the conditions which may supervene in time of an acute international crisis and the Committee considers that it will be its duty to examine these conditions from time to time as they arise and to decide what would be the best policy to be pursued.

.

As regards the functions of the Organisation, the Governing Body has already laid down certain principles which may serve as a guide to what the Office should attempt.

In deciding that the Office should endeavour to maintain the fullest possible activity that circumstances would allow, the Governing Body had in mind that, even though a war should take on an extensive character, the great majority of the Members of the Organisation would not, at all events in its early stages, be engaged in hostilities and that therefore so far as they are concerned the Office should maintain its functions and services so far as it might prove practicable. In these countries ordinary industrial life will continue, possibly with a greater or lesser degree of disturbance. These countries will be entitled to expect that the Organisation will continue its normal services to them, particularly if they amount in number to a substantial proportion of the Members of the Organisation. If a large-scale war should, as it well might, involve a widespread disorganisation of economic life, all countries will probably have to face social problems of great gravity. More particularly, war in Europe is likely to produce a sharp intensification of the present tendency towards the industrialisation of extra-European countries, chiefly as the outcome of attempts by such countries to meet requirements which can no longer be met from Europe, but perhaps also as a result of efforts by States engaged in hostilities to furnish themselves with new manufacturing centres out of reach of air attack. Such an intensification of extra-European industrialisation will inevitably bring in its train social and labour problems in the solution of which the International Labour Organisation could play a useful part.

There are also a number of important general considerations which should be taken into account. The continued participation of as many States as possible in an active International Labour Organisation would serve to preserve and perhaps to develop the technique and habit of international collaboration which might otherwise be lost and which would appear to furnish the only possible basis on which to build up a solid and enduring peace.

Judging from past experience, the existence of a state of war would give a new acuteness to labour problems and lead to a great intensification of social legislation, in belligerent countries as well as in those not engaged in hostilities.

The fundamental problem of real wages, *i.e.*, of the relation between wages and the cost of living, would be of added importance. Adaptations in the light of the best available information would have to be made far more deliberately than in normal times. It was pointed out, for instance, by a member of the Committee that many of the industrial disputes which occurred during the war of 1914-1918 were the outcome of a futile chase of wages after prices, and might have been avoided if there had been a better understanding of the problems and processes involved.

¹ At the meeting of the Governing Body held on 13 June 1939, Mr. Lobo, Brazilian Government representative, stated that Brazil should be added to the list of countries making such declarations.

Moreover, it may be regarded as certain that the new distribution of economic activities which war would necessarily produce would lead to problems of labour supply, certain industries experiencing shortage and others possibly unemployment. In order to avoid these difficulties, measures of different kinds, such as the extension of the functions of employment exchanges, the development of training institutions, substitution, etc., may have to be taken. The problems of fatigue resulting from increased hours of labour and intensification of effort, night work, etc., would also necessarily preoccupy the administrations dealing with labour and social questions.

Problems of a more technical character would also be likely to arise upon a large scale. In the sphere of industrial medicine, for instance, the experience of the war of 1914-1918 was that occupational diseases which had previously been unknown as such became of urgent importance owing to the use for the first time on a large scale of products and processes previously only utilised on an experimental scale. Thus, numerous cases of dinitrophenol and trinitrotoluene (T.N.T.) poisoning occurred in munition factories; and dope poisoning (tetrachlorethane poisoning) developed in aviation factories in processes connected with the varnishing of aeroplane wings. Other diseases occurred with much greater frequency than before the war, especially among women employed in unhealthy processes. Among illustrations may be mentioned cases of eczema in munition factories, of oil acne (by cutting-oil), at times on the scale of an epidemic, in munition factories; of mercury poisoning in the soldering of accumulators; and of benzene poisoning among women employed upon the manufacture of balloon envelopes. Another war would certainly bring with it a similar crop of industrial medicine problems. What these problems would be can hardly be foreseen in advance, but the Organisation must be ready to make its contribution towards their solution when they arise. A similar position is likely to exist as regards safety problems. During the war of 1914-1918 the employment of unskilled labour, increases in hours of work, poor nutrition and similar factors led in many cases to a marked increase in accident rates, and to meet this situation new welfare arrangements were introduced in certain countries. There is thus suggested a wide range of problems as regards which international studies would be of great value.

Numerous questions are likely to arise in connection with the position of social insurance institutions in time of war. The vocational rehabilitation of wounded persons would be of first-rate importance, and the importance of the vocational rehabilitation work already undertaken by social insurance institutions in peacetime would probably lead to their playing a leading role in this connection. Likewise, the medical and other specialised services of social insurance institutions would doubtless be used in time of war for the maintenance of health standards under war conditions. More technical questions would also arise in connection with contributions, the maintenance of rights, benefits, the relation between social insurance and war pensions, and methods of readjusting the financial position of insurance funds. The Organisation would be the natural agency through which the social insurance institutions could pool their experience in dealing with these problems. Such a pooling of experience would naturally be of special value to the weaker and less experienced institutions.

The foregoing are, of course, merely illustrative examples of possible fields of work. It has already been sufficiently emphasised that it is not possible at this stage to foresee the conditions which would arise with any greater degree of precision.

Even assuming, however, that the Organisation were not in a position to discharge concrete tasks such as those referred to above, its continued existence as an instrument of co-operation between Governments, employers and workers would, in the Committee's judgment, be of the highest value. The degree of co-operation which is achieved today has not come into existence automatically. It is the outcome of the uphill work of twenty years, which has created a tradition which will die unless it continues to grow. If that tradition were now allowed to perish, it might well take an equal period to re-establish the degree of influence which the Organisation enjoys today. No one who is conscious of the acuteness of the social prob-

lems which another war, whatever its result, would inevitably bring in its train, can contemplate without the gravest disquiet any diminution in the influence of the Organisation as an instrument of co-operation between Governments, employers and employed during the difficult period that is likely to follow immediately upon the termination of hostilities.

On the other hand, the Committee did not overlook the fact that certain practical difficulties may be encountered. Communications may be obstructed and information may be less freely communicated. Difficulties of this kind will need to be dealt with as they arise and it will be for the Governing Body or the Committee to decide how they should be met. Certain of the ordinary procedures of the Organisation may prove inappropriate under war conditions, whereas others may acquire added importance. It might be particularly desirable in time of crisis to hold regional conferences in certain parts of the world. There might be considerable scope for meetings of experts in particularly urgent branches of labour policy. There might be important calls upon the Office for missions of a technical character.

Thus, although it is possible to foresee a considerable field of activity for the Organisation in time of crisis, it is difficult to lay down in advance any precise and detailed programme.

At the beginning of this report, the Committee recalled the particular satisfaction with which in its last report it noted certain reaffirmations by Governments of the principle that the Organisation should endeavour to function as completely as possible if an international crisis should intervene. The practical steps which Governments have indicated their willingness to take to avoid undue disorganisation of the work of the Office are equivalent to reaffirmations on their part of the same principle. The Committee feels certain that the Governing Body will derive the greatest encouragement from these renewed pledges of support from so many Governments.

On 19 September 1939 the Chairman of the Governing Body signed the following declaration :

Declaration by the Chairman of the Governing Body of the International Labour Office concerning the Existence of a State of Emergency

I, Paal Berg, Chairman of the Governing Body of the International Labour Office, hereby declare that, after consultation with the two Vice-Chairmen of the Governing Body and the Director of the International Labour Office, I am satisfied that the state of emergency contemplated in the Report of the Officers of the Governing Body adopted by the Governing Body on 4 February 1939 now exists, and that the Emergency Committee is accordingly entitled, until such time as the Governing Body decides that a state of emergency no longer exists, to exercise the powers delegated to it by the Governing Body in accordance with the terms of that Report, it being understood that meetings of the Governing Body will be held whenever circumstances permit.

(Signed) Paal BERG.

19 September 1939.

The International Labour Organisation in Time of War¹

The following declaration was made by Mr. J. G. Winant, Director of the International Labour Office, on 4 September 1939 :

After a brief interval of 20 years since the authors of the Constitution of the International Labour Organisation proclaimed their faith that the permanent peace of the world can be established only if it is based upon social justice, the world is again at war. It is perhaps natural that many should be tempted to feel that until peace is re-established, and established upon a securer basis than hitherto, the International Labour Organisation can make no further contribution to the attainment of the high ends for which it was created.

That is not the view of the representatives of the States Members. In February 1939 the Governing Body of the International Labour Office unanimously decided that in the event of an international crisis, and even in the event of the outbreak of war, the Office should endeavour by every means in its power to maintain such measure of its activities as circumstances may render possible. That decision was taken with the full concurrence of the representatives of Governments, employers, and workers, both from countries which are now belligerents and from countries which are at present neutral. Over 25 different Governments have since indicated in varying forms their approval of the policy upon which that decision was based. This volume of support for the policy adopted by the Governing Body affords eloquent proof that the belief that the Organisation has an essential part to play at this critical juncture in the fortunes of civilisation is widely shared throughout the world.

What is that part to be ? It has already been defined in general outline in a statement issued on behalf of the Governing Body during the 25th Session of the International Labour Conference in June 1939. As occasion may require, it will be defined in greater detail by the Governing Body or by the Emergency Committee to which the Governing Body has delegated full powers to act upon its behalf if at any time a meeting of the Governing Body cannot be held. In the Governing Body and the Emergency Committee alike, Members of the Organisation which are now belligerents and those which remain neutral are both represented. The Members of the Organisation have therefore a solid guarantee that neither the interests of its belligerent Members nor those of its neutral Members will be able to shape its policy in a manner unacceptable to either group. Nor is the nature of the work which the Organisation is likely to do of such a character that there is any reason to expect that the interests of its belligerent Members and those of its neutral Members will be in conflict. The function of the Organisation in this unprecedented crisis in the destiny of man is to contribute to the preservation of the common heritage of civilisation. The future of humanity depends upon the type of civilisation which emerges from this war, upon the kind of world institutions which are constructed after it and the intensity of the allegiance which they command from the common man, upon the nature of its impact upon political ideals and upon economic and social practice, upon the manner in which it affects the crisis in social evolution which dominates our time.

¹ Previously printed in *International Labour Review*, Vol. XL, No. 4, October 1939.

At this juncture the International Labour Organisation is simultaneously a symbol, a centre of information and of study, and an organ for action. It is a symbol of man's efforts to establish that lasting peace based upon social justice which remains the goal of all civilised thinking. It is a centre of information and of study : a centre which will continue to supply countries not engaged in hostilities, where ordinary industrial life continues with a greater or lesser degree of disturbance, with the information and other services which they have come to expect from it ; a centre for the comparative study of the new labour problems which war will force to the forefront in both belligerent and neutral countries ; a centre where the problems of the peace settlement can be studied with the participation of belligerents and neutrals alike, and by employers and workers as well as by Governments. It is an organ for action : an agency through which disinterested technical assistance can continue to be placed at the disposal of countries, especially those whose social problems were acute even before the outbreak of war and are likely to be still more acute if war in Europe forces the pace at which they are becoming industrialised ; an agency through which practical measures can be concerted to limit, both in and outside the war zone, the moral and material havoc with which war and its far-reaching social and economic repercussions threaten a civilisation so complex as ours ; an agency for maintaining the degree of co-operation between Governments, employers, and workers, which is achieved in the Organisation today as the result of the unremitting work of twenty years and which, as the Governing Body has pointed out, it will be so important to maintain during the difficult period that is likely to follow immediately upon the termination of hostilities, if we are to look forward to an orderly world.

Geneva, 4 September 1939.

John G. WINANT.

Second Conference of American States Members of the International Labour Organisation

Havana, 21 November-2 December 1939

1. Letters of Convocation to the Conference addressed to the Governments of the American States Members of the International Labour Organisation

1. On 27 October 1938 the Director of the International Labour Office sent the following letter to the Governments of the American States Members of the Organisation :

(Translation)

Geneva, 27 October 1938.

Sir,

I have the honour to inform you that the Governing Body of the International Labour Office, at its Eighty-fifth Session held in London in October 1938, decided that a Second Regional Conference of the American States which are Members of the International Labour Organisation should be held next year.

This decision was taken in order to give effect to a Resolution adopted by the International Labour Conference at its Twenty-fourth Session (June 1938). In that Resolution the Conference recognised the valuable results which had followed the work of the First Regional Conference of American States, held at Santiago de Chile in January 1936, and invited the Governing Body to examine the possibility of convening a Second Regional Conference of the same kind in 1939.

I accordingly have the honour to invite your Government to take part in this Conference, the agenda of which is given as an appendix¹ to the present letter.

As the Cuban Government has generously offered to hold the Conference on its territory, the Governing Body has decided that the Conference shall take place at Havana. You will be informed as soon as possible of the exact date on which the Conference will meet.

It is nevertheless thought desirable at the present stage to give you some particulars concerning the composition and working of the Conference.

Composition of the Conference.

The Governing Body decided that all the American States which are Members of the International Labour Organisation should be invited to take part in this Conference and to send tripartite delegations consisting of two Government delegates, one Employers' delegate and one Workers' delegate, assisted by such advisers as are considered necessary. Only delegates will be entitled to vote.

Representation of the Governing Body of the International Labour Office.

With a view to affirming the universal character of the International Labour Organisation, the Governing Body decided to be represented at

¹ Not reproduced.

the Conference by a delegation consisting of a certain number of its members.

Expenses of the Conference.

The travelling expenses and subsistence allowances of the delegates and their advisers will be borne by the Governments. The remainder of the cost of organising the Conference will be shared between the Government which has issued an invitation for the Conference to be held on its territory and the International Labour Organisation.

Languages used at the Conference.

The languages used at the Conference will be English, French, Portuguese and Spanish.

Results of the Conference.

The conclusions reached by the Conference will be in the form of resolutions or reports addressed to the International Labour Organisation, which will give effect to them in the most suitable manner.

I shall be grateful if you will be good enough to inform me at your earliest convenience of the arrangements which your Government proposes to make with a view to taking part in the proposed Conference and to furnish me in due course with full particulars as to the persons of which its delegation will be composed.

I have the honour to be, etc.,

(Signed) John G. WINANT,
Director.

2. On 5 July 1939 a further letter was addressed to the Governments fixing the date of the Conference and giving details of the agenda.

(Translation)

Geneva, 5 July 1939.

Sir,

I had the honour to inform you in my letter No. 2086/000 of 27 October 1938 that the Governing Body of the International Labour Office had decided that a Second Labour Conference of American States which are Members of the International Labour Organisation should be held during 1939 and that, as the Cuban Government had generously offered to hold the Conference on its territory, it would take place at Havana.

Date and Place.

It has now been decided that the Conference shall open at Havana on Tuesday, 21 November 1939. The exact place at which the Conference will be held and the time of the opening of first sitting will be indicated in a subsequent communication. The day preceding the opening of the Conference, namely, Monday, 20 November, will be reserved for meetings of the groups (Government, Employers and Workers) and rooms will be available at the place at which the Conference will be held for any such meetings which it may be desired to arrange.

Agenda.

The agenda of the Conference will be as follows :

1. The Director's Report.
2. Examination of the effect given to the resolutions of the Conference held at Santiago de Chile (particularly as regards the work of women and children, and social insurance).

3. Organisation of official institutions dealing with immigration and settlement.

It will be open to delegations to lay draft resolutions before the Conference, dealing among other things with questions which appear suitable to be discussed by a future Conference of the American States which are Members of the Organisation.

Reports prepared by the Office.

The International Labour Office is preparing (1) the Director's Report; (2) a report on the effect given to the resolutions adopted at the first Labour Conference of American States (particularly as regards the work of women and children, and social insurance); and (3) a report on the organisation of official institutions dealing with immigration and settlement.

Work of women and children. As regards (2) the report, in dealing with the work of women, will give a short account of the new developments which appear to have resulted from the resolutions adopted by the Conference at Santiago, in particular as regards the increase in maternity protection, and will call special attention, with a view to future work, to the problems concerning women's wages, with particular reference to the methods which have been applied in certain States in order to find a solution for this question, especially in regard to homework. In connection with the work of children, the report will give special prominence to an account of the developments in social legislation and administrative measures concerning the work of adolescents which have been introduced as a result of the Santiago Conference, with a view to future work on the institution and working of special bodies for the protection of young workers or for the protection of children during the period in which they are being prepared to enter an occupation, as well as to measures to judge the individual capacity of the adolescent for the work for which he is intended or in which he is engaged.

Social insurance. As regards social insurance, the report will refer to the most recent developments in the legislation of the American States, in order to enable the Conference to continue with the elaboration of the programme of social insurance the general lines of which were laid down at the Santiago Conference and, in the light of international experience, to consider what solutions can be found for the technical and administrative problems involved in the organisation of social insurance (health benefits, old-age, disability and survivors' pensions, workmen's compensation).

Immigration and settlement. The report on item (3), namely, the organisation of official institutions dealing with immigration and settlement, will give an account of the experience gained as regards the principles of the organisation and working of such institutions. The attention of the Office was called to this important aspect of the general question of the organisation of migration for settlement by the Conference of Experts which met at Geneva in March 1938 and in which ten American States took part. It will be remembered that the interest of the question of migration for the American States was emphasised by the Santiago Conference and also by the Pan-American Conferences of Buenos Aires and of Lima.

Committees to be set up.

It is proposed to set up three special committees to consider the three problems of a technical nature which are dealt with more fully in the reports, namely, the work of women and children, social insurance, and the organisation of official institutions dealing with immigration and settlement.

In addition to the three special committees, it will be necessary to set up a general committee to deal with other questions, namely, the general questions raised in the Director's Report, the effect given to the resolutions of the Conference held at Santiago other than those concerning the work of women and children and social insurance, and any draft resolutions which may be submitted by the delegations as provided for in the agenda of the Conference.

Resolutions.

In regard to such draft resolutions, as the agenda of the Conference is a heavy one, it would be desirable that they should be confined as far as possible to questions which appear suitable to be discussed by a future Conference of the American States which are Members of the Organisation and, in so far as may be possible, should not deal with questions in regard to which resolutions were adopted at Santiago. By analogy with the procedure followed at the International Labour Conference, it is requested that delegates who desire to submit draft resolutions should address them to the International Labour Office, care of Mr. José Enrique de Sandoval, Edificio "la Metropolitana", No. 422 Calle Presidente Zayas, Havana, so as to arrive at least seven days before the opening of the Conference.

Composition of Delegations.

As was stated in my previous letter, the States are invited to send tripartite delegations consisting of two Government delegates, one Employers' delegate and one Workers' delegate, assisted by such advisers as are considered necessary. The information given above as regards the four Committees will, it is hoped, enable the Governments to take into account when composing their delegations the various questions which are to be discussed, so as to include advisers with technical knowledge of these particular subjects. In this connection, I would draw your attention to paragraph 2 of Article 3 of the Constitution of the International Labour Organisation, which provides that when questions specially affecting women are to be considered by the Conference one at least of the advisers accompanying each delegate should be a woman, and I venture to express the hope that in so far as may be possible you will take this point into consideration in composing your delegation.

In reply to my previous letter a number of countries have already signified their intention to take part in the Conference. Now that the date has been definitely fixed I should be grateful if you would be so good as to inform me as soon as possible whether the Office can count on your participation, and, if so, to furnish me with full particulars as to the persons of whom your delegation will be composed.

I have the honour to be, etc.,

For the Director :
(Signed) A. TIXIER,
Assistant Director.

3. On 16 September 1939 a third letter was addressed to the Governments, confirming the convocation of the Havana Conference.

(Translation)

Geneva, 16 September 1939.

Sir,

After consultation with the Cuban Government, I have the honour to confirm my letter of 5 July 1939 and to inform you that the Second Labour Conference of American States which are Members of the International Labour Organisation will open at Havana on Tuesday, 21 November 1939.

As you are aware, the Governing Body of the International Labour Office has decided that the International Labour Organisation should continue to function as completely and efficiently as possible even in time of war. The International Labour Office is taking all necessary steps to give effect to this decision and in particular to secure that the preparation of the Havana Conference is not adversely affected by any of the difficulties which are inevitable in present circumstances.

Reports on the various items on the agenda of the Conference have been completed and will be forwarded to you shortly. As in the case of the Santiago Conference, the International Labour Office will provide the secretariat of the Conference, which will undertake the usual secretarial duties and will arrange for translations, interpretations, a stenographic record of the proceedings, etc.

I should be obliged if you would let me know as soon as possible the names of your delegates and of their advisers. In view of the present difficulties of communication I should greatly appreciate it if you would inform me by cable of the names of your delegates.

The International Labour Office attaches special importance to the Havana Conference, not only because, in addition to the treatment of the questions on its agenda, it will provide an opportunity for considering further the services which the Organisation can render to the Americas, but also because it provides an opportunity for the reaffirmation of those principles of social justice which the International Labour Office was set up to promote, to which the countries of the Americas are so deeply attached, and which remain the only secure basis upon which the peace of the world can be re-established.

I feel confident that I can count on the active co-operation of your Government with a view to ensuring that the Havana Conference affords at this difficult time an outstanding proof of the vitality of these principles.

I have the honour to be, etc.,

(Signed) John G. WINANT,
Director.

2. Letters inviting the Governments of the American States not Members of the International Labour Organisation to be Represented at the Conference by Observers

1. On 27 October 1938 the Director of the International Labour Office sent the following letter to the Governments of the American States not Members of the Organisation :

(Translation)

Geneva, 27 October 1938.

Sir,

I have the honour to enclose herewith the copy of a letter of convocation to a Second Regional Conference of American States Members of the International Labour Organisation, which I am addressing under this date to the Governments of these States.

This Conference will, as in the case of the first Conference of this kind, be called upon to examine various questions which have a special interest for all the countries of the American Continent.

In these circumstances, the Governing Body felt that your Government would wish to be associated in some way with the work of the Conference. In this connection, I feel confident that I can give you an assurance that the Conference would be happy that a delegation of observers from your country should attend, and that for its part, the Cuban Government, which is offering hospitality to the Conference, would congratulate itself on the presence of such a delegation.

I should be glad if you would be good enough to inform me, in the event of this invitation being accepted, what arrangements your Government would propose to make in the matter.

You will be informed of the precise date of the opening of the Conference as soon as this has been fixed, and the documents on the various items on the agenda prepared by the Office will be sent to you.

I have the honour to be, etc.,

(Signed) John G. WINANT,
Director.

2. On 17 July 1939 a further letter was addressed to the Governments of the States not Members of the International Labour Organisation.

(Translation)

Geneva, 17 July 1939.

Sir,

On 27 October 1938 I had the honour to send you a copy of the letter of convocation to the Second Regional Conference of American States Members of the International Labour Organisation addressed to the Governments of these States. It was stated in this letter that the Conference would be called upon, as was the first Conference of this kind held in Santiago de Chile in January 1936, to examine various questions which have a special interest for all the countries of the American Continent. For this reason, the Governing Body felt that your Government might wish to be associated with the work of this Conference, for example, by sending a delegation of observers. In order to enable you to take a decision on this matter with full knowledge of the facts, I think it would be useful to indicate briefly the stage reached as regards the preparations for the Conference.

Date and Place.

It has now been decided that the Conference will open at Havana on Tuesday, 21 November 1939. The exact place at which the Conference will be held and the time of the opening of the first sitting will be communicated to you in a subsequent communication.

Agenda.

As stated in the first letter of convocation, the agenda of the Conference will include the following points :

1. Director's Report.
2. Examination of the effect given to the resolutions of the Conference held at Santiago de Chile (particularly as regards the work of women and children, and social insurance).
3. Organisation of official institutions dealing with immigration and settlement.

Office Reports.

The International Labour Office is preparing reports on these three points and in these reports will deal specifically with the following technical problems :

- Work of women and children.* . . .¹
Social insurance. . . .¹
Immigration and settlement. . . .¹

¹ This paragraph reproduces the corresponding paragraph of the letter addressed to the Governments of the American States Members of the Organisation on 5 July 1939; see p. 11.

These reports will be sent to you for information as soon as they are ready.

Delegations. As stated in my letter of 27 October 1938, you can be assured that the Conference would be happy to count on the presence of a delegation of observers from your country, and that, for its part, the Cuban Government, which is offering hospitality to the Conference, would welcome the presence of such a delegation. This delegation might have the same composition as that of the delegations of States Members of the International Labour Organisation, that is, two Government observers, one employers' observer and one workers' observer.

I should be grateful if you would let me know whether your Government intends to send such a delegation of observers to the Conference and in this case to indicate the names and functions of the members of this delegation.

I have the honour to be, etc.,

For the Director :
(Signed) A. TIXIER,
Assistant Director.

3. On 21 September 1939 a third letter was addressed to the same Governments confirming the convocation of the Havana Conference.¹

3. Message from the President of the United States of America addressed to the President of the Conference

The White House, Washington,
November 15, 1939.

My dear Mr. Chairman,

It is extremely fitting that the sister States of the Western Hemisphere who are members of the International Labour Organisation should assemble at this time to consider those fundamental problems of human living that concern every citizen of every nation. This Conference is another significant example of the effectiveness of an agency like the International Labour Organisation, which even in times like these can serve the people of various nations without regard to boundary lines or battlefronts.

The twenty years of the I.L.O.'s existence have proven the usefulness of such an organisation in time of peace. I am confident that it can and will be of service to its members, indeed to society as a whole, in time of war. Its many activities make it the focal point from which should come the constant reminder, in these tragic times, that a human civilisation can flourish only under conditions of just human relationships.

May I express the sincere hope of the Government of the United States of America that there will be no lessening of the activities of the International Labour Organisation during the existing world emergency. We pledge ourselves to continue our full part in its constructive, non-political, international effort for the betterment of living standards.

Very sincerely yours,

(Signed) Franklin D. ROOSEVELT.

¹ This letter is similar to that sent on 16 September 1939 to the American States Members of the Organisation ; see p. 12.

4. Conclusions adopted by the Conference

I

Declaration of Havana

(Adopted on 30 November 1939)

The representatives of the Governments, employers and workpeople of the American Continent,

Having met at Havana on 21 November 1939 in accordance with the generous invitation of the Cuban Government at the Second Labour Conference of American States which are Members of the International Labour Organisation ;

Adopt, this thirtieth day of November 1939, the following solemn declaration, which may be cited as the Declaration of Havana, 1939 :

Whereas, as is declared by the Preamble to the Constitution of the International Labour Organisation, lasting peace can be established only if it is based on social justice ; and

Whereas the existence of conditions of labour involving injustice, hardship and privation to large numbers of people is calculated to produce unrest so great that the peace and harmony of the world are imperilled ; and

Whereas the International Labour Organisation has determined to continue the quest for social justice in peace and in war ; and

Whereas these efforts of the International Labour Organisation are completely compatible with the spirit of the Declaration of Lima of 24 December 1938 and the Declaration of Continental Solidarity adopted at Panama on 3 October 1939, and with the desire to set the world an example of a whole continent determined to resolve its differences without recourse to violence ; and

Whereas, in view of the constructive policy which it has adopted, the International Labour Organisation has an essential part to play in building up a stable international peace based upon co-operation in pursuit of social justice for all peoples everywhere ;

The representatives of the Governments, employers and workpeople of the American Continent :

Proclaim their unshaken faith in the promotion of international co-operation and in the imperative need for achieving international peace and security by the elimination of war as an instrument of national policy, by the prescription of open, just and honourable relations between nations, by the firm establishment of the understandings of international law as the actual rule of conduct among Governments, and by the maintenance of justice and the scrupulous respect for treaty

obligations in the dealings of organised peoples with one another ; and

Pledge the unwavering support of the Governments and peoples of the American Continent for the continuance with unimpaired vigour of the efforts of the International Labour Organisation to accomplish its high purpose of achieving social justice.

II

Resolution concerning the Meeting Place of the Next Session of the International Labour Conference

(Adopted on 30 November 1939)

Whereas the lamentable armed conflict in which some of the principal countries of Europe are at present involved may make it impossible to hold the next general Session of the International Labour Conference in Geneva in normal and satisfactory conditions ;

The Second Labour Conference of American States which are Members of the International Labour Organisation :

Resolves to suggest to the Governing Body of the International Labour Office that it consider the possibility that the said general meeting of the Conference be held in the capital of some American country, if the present state of war should continue.

III

Resolution concerning Membership in the International Labour Organisation of Certain American States

(Adopted on 30 November 1939)

Whereas certain American States have ceased to be active Members of the International Labour Organisation ; and

Whereas it is desirable, in order to achieve continental solidarity in the effort to promote social justice by co-operation between Governments, employers and workers, that all the States of the American Continent should be active Members of the Organisation ; and

Whereas certain American States which are not at present active Members of the Organisation are represented at the present Conference by observers ;

The Second Labour Conference of American States which are Members of the International Labour Organisation :

1. Expresses its great satisfaction that Costa Rica, Guatemala, and Nicaragua are represented at the present Conference by observers ;

2. Requests the Governing Body of the International Labour Office to consider, in consultation with the States concerned, how the resumption of active membership of the Organisation by all the States of the American Continent could best be achieved ; and
3. Formulates the earnest hope that all the States of the American Continent will be represented by tripartite delegations at the next Labour Conference of American States as Members of the International Labour Organisation.

IV

Resolution concerning a Study on Economic Democracy

(Adopted on 30 November 1939)

In the effort to push forward the frontiers of world democracy in a time when the concepts of political and social democracy are being extended to include economic democracy ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body to instruct the Office to study and to report to the International Labour Conference upon the extent to which the free exercise of civil liberties, within the nations and in the areas in which wage earners live and work, is a necessary condition to improvement in the economic status of the worker.

V

Resolution concerning the Establishment of Advisory Tripartite Committees

(Adopted on 30 November 1939)

Whereas it is an essential feature of the International Labour Organisation that representatives of employers and workers take part in its deliberations upon the same footing as the representatives of Governments ; and

Whereas the co-operation between Governments, employers and workers which has been stimulated by the existence and work of the Organisation has proved to be of the highest value in promoting a constructive, sane and realistic approach to the solution of social and labour problems ; and

Whereas the intensification of such co-operation in pursuit of sustained progress has become of greater importance than

ever before in view of the destructive forces which now menace civilisation ; and

Whereas effective international co-operation on a tripartite basis is possible only if adequate arrangements for systematic co-operation between Governments, employers and workers exist within each country ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to take steps to have established in each of the American countries a representative tripartite committee to keep under regular review conditions of employment, to serve as a link between the Governments, employers and workers of the country concerned and the International Labour Organisation, and to act as an advisory body upon labour questions available for consultation both by the Government of the country concerned and by the Governing Body of the International Labour Office in respect of questions within their competence.

VI

Resolution concerning a Study of the Social Effects of the Changes in Centres of Production

(Adopted on 30 November 1939)

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Realising that present developments are increasing the rate at which changes are taking place in the relative importance of different centres of production of agriculture and industry ;

Considering that these situations create serious problems of adjustment which increase difficulties in the social and labour field ;

Believing it to be desirable that the International Labour Organisation should attempt to make a contribution towards securing a wider understanding of these problems arising from changing centres of production in agriculture and industry within nations and as between nations as these changes affect investment and employment ;

Requests the Governing Body of the International Labour Office to instruct the Office to undertake a comprehensive study of the social effects of the changing centres of production, with special emphasis on industrial relations in growing centres of production, and such problems of readjustment as arise in already established centres of production.

VII

**Resolution concerning a Study of Competition
due to Low Wages**

(Adopted on 30 November 1939)

Whereas a number of semi-manufactured products and raw materials of American origin are successfully competed with by products produced on a low wage basis ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to undertake a preliminary investigation into competition effected on the basis of the payment of low wages to workers with a view to being able to decide on the basis of the results of this investigation whether this question should be included in the agenda of an early session of the International Labour Conference.

VIII

**Resolution concerning the Interchange of Technical
Officials of Labour Departments**

(Adopted on 30 November 1939)

Whereas the meetings held by the countries of America which are Members of the International Labour Organisation have signified a noticeable advance in the progress of labour legislation and in mutual acquaintance between the officials of the competent technical bodies ;

Whereas there are great advantages in encouraging such mutual acquaintance in so far as possible and in creating more permanent bonds of unity by creating more effective and direct contacts between the officials responsible for the application of social legislation ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body to undertake negotiations with the American States which are Members of the International Labour Organisation with a view to establishing interchange arrangements between the technical officials in each country who are responsible for the application of labour and social welfare legislation.

IX

**Resolution concerning the Preparation of a Model
Code of Safety Regulations for Factories**

(Adopted on 30 November 1939)

Whereas the growth of industrialisation has given an added importance to the question of safety provisions for factories in the American countries ; and

Whereas the International Labour Conference has already adopted a model code of safety regulations for the building industry and work upon a model code of safety regulations for coal mines has reached an advanced stage ;

Whereas it would be useful for the States Members of the Organisation to have at their disposal a model code of safety regulations for factories ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to consider the possibility of instructing the Office to start work upon the preparation of such a model code as soon as circumstances permit.

X

Resolution concerning Freedom of Association

(Adopted on 30 November 1939)

Whereas the experience of nations and industries in which the right of association of workers in unions of their own choosing has been recognised and effectively applied demonstrates that the effect of such association is to protect the workers from exploitation, to temper the violence of industrial struggle, to promote voluntary collaboration between employers and workers in the improvement of industry and to protect property values as well as human values by giving to industry a degree of stability that cannot otherwise be secured without the danger of undue Government interference or control ; and

Whereas the mere affirmation of the principle of the right of association is not a sufficient guarantee against its violation by some employers ; and

Whereas the International Labour Organisation has been founded upon the principle of freedom of association, and its functioning is itself a proof of the value of voluntary industrial democracy, yet nevertheless inadequate attention has been given by Governments to the development of the practical measures for ensuring the enforcement of the right of freedom of association in various countries ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body to instruct the International Labour Office to undertake a study of the measures for ensuring the effective application of freedom of association ; and

Asks the Governing Body to provide an opportunity for the discussion of the results of such a study at an early Session of the International Labour Conference.

XI

Resolution concerning the Formation of Central Trade Union Bodies

(Adopted on 30 November 1939)

Whereas the Constitution of the International Labour Organisation recognises the principle of freedom of association for the workers and employers of all Members of the Organisation ; and

Whereas the First Labour Conference of the American States which are Members of the International Labour Organisation, held in Santiago de Chile in January 1936, decided to request the Governing Body of the International Labour Office to direct an appeal to the Governments of all countries where such organisations do not exist, asking them to place no obstacles in the way of efforts to create such organisations, since their legal existence would facilitate and encourage the participation of workers' and employers' organisations in the activities of the International Labour Organisation, the more so because Article 41 of the Constitution of the International Labour Organisation recognises the right of association for all lawful purposes of workers as well as employers ; and

Whereas the Governing Body of the International Labour Office specifically called the attention of the Governments of the American countries to this resolution ; and

Whereas the freedom of trade union organisation is nevertheless still limited in certain countries and the legal existence of central trade union bodies is precarious ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to call once more upon the Governments of all the Member States of the International Labour Organisation asking them to permit the free functioning of trade union organisations in all industries and to grant them legal status in accordance with the principle of trade union association recognised in Article 41 of the Constitution of the International Labour Organisation.

XII

**Resolution concerning Economic and Financial
Co-operation between the Nations of the
American Continent**

(Adopted on 30 November 1939)

Whereas in view of present circumstances it is today more desirable and necessary than ever to establish a close and sincere economic and financial co-operation between the nations of the American Continent; and

Whereas it is increasingly recognised that stable prosperity cannot be achieved without building up standards of life adequate to ensure reasonable conditions of health and well-being for the masses of the population;

The Second Labour Conference of American States which are Members of the International Labour Organisation:

1. Affirms, in view of the importance of the closest economic and financial co-operation between the nations of the American Continent, its conviction that such co-operation cannot bring about any stable prosperity unless it takes the form of a sustained effort to raise the standard of life of the masses throughout the Western Hemisphere;

2. Considers that, in view of the relation between the volume of international trade and levels of employment and of wages, an increase in international trade activity is calculated to promote an improvement in standards of life by increasing the volume of trade and so increasing employment and wages;

3. Urges that one of the essential objects of economic and financial co-operation between the nations of the American Continent should be to establish and maintain fair labour standards for the Western Hemisphere, which might be based in large measure upon the principles proclaimed by the Constitution of the International Labour Organisation, upon the International Labour Code consisting of the Conventions and Recommendations adopted by the International Labour Conference, and upon the resolutions adopted by the First and Second Labour Conferences of American States;

4. Emphasises the special importance for the above purpose of—

- (a) the establishment by Governments of adequate machinery to protect the right of association for all lawful purposes by the employed as well as by the employers;
- (b) the establishment of legal minimum rates of wages adequate to enable all classes of workers to maintain a reasonable standard of life;
- (c) the establishment of legal maxima for hours of work, which should in no case be based upon a standard working

- week longer than forty-eight hours, and should wherever possible, and in such cases as may be possible, be based upon the conception that the standard to be aimed at, where it has not already been attained, is that of the principle of the forty-hour week, applied in such a manner that the standard of living is not reduced in consequence ;
- (d) the abolition of child labour, the fixing of an age, which should in no case be lower than 14, and should where possible be 16, as the minimum age for admission to employment, the imposition of such limitations on the labour of young persons as shall permit the continuation of their education and ensure their proper physical development, and the organisation of adequate social provision for the welfare of children and young persons ; and
- (e) the provision of an adequate and effective system of inspection in order to ensure the enforcement of the laws and regulations for the protection of the employed ;

5. Considers it to be desirable that all credit agreements concluded between the nations of the American Continent should make provision for the effective enforcement of fair labour standards upon all work financed in virtue of such agreements ;

6. Places it on record that it would welcome the participation in the effort to achieve closer economic and financial co-operation among the nations of the American Continent of the accredited representatives of employers and workpeople who participate in the Labour Conferences of American States ; and

7. Requests the Governing Body of the International Labour Office to communicate this resolution to the Governments of all the American States and to the Inter-American Financial and Economic Advisory Committee.

XIII

Resolution concerning Visits Abroad of Groups of Workers

(Adopted on 30 November 1939)

Whereas international relations between the workers are unquestionably an important element in securing peace ; and

Whereas such direct relations can be established by means of visits of groups of workers from one country to an adjoining country ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to suggest to the States Members of the Organisation the appointment of appropriate bodies to organise excursions of workers from one country to another, especially between neighbouring countries.

XIV

Resolution of Homage to Professor Antonio Sánchez de Bustamante

(Adopted on 1 December 1939)

Whereas the Peace Conference of Versailles which terminated the war of 1914-1918 decided at its meeting of 25 January 1919 to create a commission for the study of international labour legislation; and

Whereas the only representative in this commission of the Latin-American countries was the eminent Cuban internationalist, Professor Antonio Sánchez de Bustamante; and

Whereas the contribution of this eminent master was of special importance in the framing of Part XIII of the Treaty of Versailles which established the International Labour Organisation; and

Whereas the present Conference is a Conference of American States meeting in the country of the said internationalist;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Resolves to submit its respectful homage to the eminent juriconsult, Professor Antonio Sánchez de Bustamante.

XV

Resolution concerning the Limitation of Weights of Loads

(Adopted on 1 December 1939)

Whereas the International Labour Conference at its Eleventh Session (Geneva, 30 May 1929) took cognisance of a resolution submitted by the International Transport Workers' Federation to the effect that, in the course of the discussion concerning the prevention of industrial accidents, attention should also be devoted to the question of limiting the weight of loads to be handled or carried by men without the assistance of mechanical apparatus; and

Whereas this question has not been included in the agenda of the International Labour Conference with a view to the adoption of international regulations upon the subject; and

Whereas the transport of excessive loads, lifted or carried by a single individual, has been the cause of deformities and internal injuries to a considerable proportion of workers, and particularly to stevedores and dock workers ; and

Whereas it is necessary and urgent to appreciate the full importance of the deformities and injuries caused to the stevedores by the handling of excessive weights which are the chief cause of the numerous illnesses and ailments from which stevedores and dock workers suffer ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office :

- (a) to address an immediate appeal to the Governments of the American States to take measures to prohibit the handling without the assistance of mechanical apparatus of any weight so great as to be dangerous to the physical wellbeing of the workers concerned ; and
- (b) to consider the inclusion of this question in the agenda of an early session of the International Labour Conference with a view to the adoption of a draft Convention or Recommendation.

XVI

Resolution concerning the Desirability of Uniform Labour Legislation in the American States

(Adopted on 1 December 1939)

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Considering that the American countries, and more particularly the countries of Latin America, have common interests in respect of economic and social matters, and are closely united in the effort to improve the conditions of life and labour of their toiling masses ;

Convinced that the ground has been prepared for laying the bases for common rules of labour regulation for America ;

Desiring to demonstrate to the world that the solidarity and community of interest of the New World is not a fiction of protocolary acts but a shining and tangible reality ; and

Considering that this end can be achieved by the framing of a draft American Labour Code regulating the principal and most important topics of labour law and based upon the international Conventions approved at Geneva ;

Requests the Governing Body of the International Labour Office to take appropriate measures in order that this question may be one of the main problems to be considered by the Third Labour Conference of American States which are Members of the International Labour Organisation.

XVII

Resolution concerning the Abolition of Latifundism*(Adopted on 2 December 1939)*

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to investigate the conditions arising from latifundism in the American Continent and to propose the manner—

- (a) in which latifundism will be abolished ;
- (b) in which there will be prohibited the payment of wages in any other form than money which is legal tender in the country concerned ; and
- (c) in which the free exercise and enjoyment of personal liberty and civil rights will be guaranteed.

XVIII

Resolution concerning Minimum Wage Fixing Machinery*(Adopted on 2 December 1939)*

The Second Labour Conference of the American States which are Members of the International Labour Organisation,

Recalling that the principle of the payment to the employed of a wage adequate to maintain a reasonable standard of life, as this is understood in their time and country, is laid down in the Constitution of the International Labour Organisation ;

Noting that most of the American States which are Members of the Organisation, in addition to accepting this principle as a part of the Constitution of the Organisation, have given it special recognition in their own constitutions or legislation ; and

Believing that the effective application of this principle can be assured only by the establishment of appropriate methods of fixing and enforcing adequate minimum rates of wages ; and that the designing and perfecting of minimum wage fixing machinery appropriate to the special needs and opportunities of each country will be facilitated by studies of the experience of other countries with similar problems ;

Requests the Governing Body to invite those American States which have not already done so to ratify the Convention concerning the creation of minimum wage fixing machinery adopted by the International Labour Conference in 1928 and to suggest to them that in giving effect to the provisions of this Convention they should follow the general principles laid

down in the Recommendation concerning the application of minimum wage fixing machinery adopted by the same Conference; and

Requests the Governing Body to instruct the International Labour Office to continue and complete its international survey of the methods and problems of minimum wage fixing and in doing so to give special attention to the experience and problems of the countries of America.

XIX

Resolution concerning the Protection of Wages against Currency Depreciation

(Adopted on 2 December 1939)

Whereas currency depreciation has deep repercussions on the working classes; and

Whereas minimum wages can only be fixed for periods which do not coincide with constant currency depreciation; and

Whereas such fluctuations endanger the fundamental principle of a minimum wage for the working classes; and

Whereas efforts were made during the Monetary Conference at London to deal with this matter; and

Whereas the Santiago Conference also dealt with the same matter in a resolution on the co-ordination of the economic policies of the various countries for the purpose of counter-acting the harmful effects of those policies on the beneficial results of labour legislation; and

Whereas the working classes of America suffer to a greater extent than those of other continents from monetary fluctuations;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to consider the desirability of including in the agenda of a future conference a discussion of measures aiming to protect the workers from the result of currency fluctuations.

XX

Resolution concerning Uniformity in Labour Statistics

(Adopted on 2 December 1939)

Whereas the International Labour Organisation has always maintained the importance of establishing uniformity in labour statistics as the only manner of giving statistical data an international significance and value; and

Whereas the five International Conferences of Labour Statisticians already convened by the International Labour Office have achieved very important results in fixing general bases for the formulation of labour statistics ; and

Whereas uniformity is still lacking in respect of the collection of data for the exposition of statistical phenomena ; and

Whereas it is of particular interest to the countries of America to have at their disposal uniform statistics in order to facilitate comparisons between the labour conditions of the different countries ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body to instruct the International Labour Office to prepare forms and instructions for the purpose of securing uniformity in all labour statistics both as regards their structure and as regards methods of collection of data, and urge upon the countries of America the desirability of their taking action at the earliest possible date to ratify and give full effect to the Statistics of Wages and Hours of Work Convention, 1938 (No. 63), and the suggestions relating to statistics made by the International Labour Office itself.

XXI

Resolution concerning a Study of the Conditions of the Proletarian Masses of America

(Adopted on 2 December 1939)

Whereas the majority of the Spanish American countries, when achieving their national unity, passed through similar conditions in virtue of common factors ; and

Whereas the social and cultural state of the proletarian masses of America has, in spite of the varying characteristics which distinguish them, common features resulting from the oppression of which they have been victims and from the particular cultural state in which they have been maintained ; and

Whereas the special studies made in particular States relating to the social conditions of these proletarian masses may and should be co-ordinated in order to seek specific measures of general protection for the proletarian masses of America ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office—

(1) to propose to the Governments of America that they should make a special study of the conditions of these

- proletarian masses and particularly of those among which the descendants of aborigines play a prominent role ; and
- (2) to arrange for the experts of the International Labour Office to take part in these studies in order to frame afterwards or to suggest, either in a Convention or in another form, special measures of protection which the above-mentioned conditions call for.

XXII

Resolution concerning the Conditions of Life of Professional Workers

(Adopted on 2 December 1939)

Whereas the professional workers of America, and especially university-trained workers, are passing through a serious crisis in their standard of living which unquestionably results from the lack of adequate legislation for their protection ; and

Whereas the Governing Body of the International Labour Office has an Advisory Committee on Professional Workers which studies the problems of such workers in close co-operation with the International Institute of Intellectual Co-operation ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body to instruct the International Labour Office to give special attention in its studies to the conditions of life of professional workers, and especially of university-trained workers, in the American countries, and to take problems of special interest to the American countries into consideration when fixing the agenda for sessions of this Advisory Committee.

XXIII

Resolution concerning Housing

(Adopted on 2 December 1939)

Whereas the provision of satisfactory housing conditions is of the highest importance for the political and moral well-being of the people of the Americas ; and

Whereas this problem is of special importance for working-class families whose reduced economic circumstances often compel them to live under conditions which do not have the most elementary hygienic standards ; and

Whereas the International Labour Office has been engaged in the study of working-class housing ; and

Whereas the first Pan-American Congress on Popular Housing held at Buenos Aires from 2 to 7 October 1939 proposed the establishment by means of a special diplomatic convention of an Inter-American Institute of Popular Housing intended to act as a liaison body between national committees on popular housing, the Pan-American Union, the International Labour Office, the competent services of the League of Nations and any other worldwide or inter-American bodies dealing with questions of housing and town planning ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office

- (a) to instruct the International Labour Office to continue its studies of the problem of working-class housing and give special attention to the question of the responsibilities of employers in this connection, an aspect of the problem with which it is particularly competent to deal ;
- (b) to give the fullest co-operation to the suggested Inter-American Institute of Popular Housing when it is established ; and
- (c) to consider the inclusion of the question of working-class housing in the agenda of an early Session of the International Labour Conference with a view to the adoption of a draft Convention or Recommendation upon the subject.

XXIV

Resolution concerning Conciliation and Arbitration Boards

(Adopted on 2 December 1939)

Whereas the maintenance of social peace, which is the main objective of all groups participating in the Conference, must be guaranteed in every possible way ; and

Whereas the establishment of boards of conciliation and arbitration for the prevention and settlement of labour conflicts provides for the peaceful settlement of unavoidable conflicts between workers and employers and is, therefore, a valuable instrument for the maintenance of social peace ;

The Second Labour Conference of the American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to appeal to the Governments of those countries where no conciliation and arbitration boards exist, and direct their attention to the advantages of establishing such bodies and placing them at the disposal of all for the prevention and solution of collective labour conflicts.

XXV

Resolution concerning the Publication of Legal Decisions*(Adopted on 2 December 1939)*

Whereas judicial decisions are of special importance in the legal systems of the American countries ; and

Whereas the International Labour Office has published for many years a valuable compilation of legal decisions of certain countries which are Members of the International Labour Organisation, including the United States but not the other American countries ; and

Whereas the publication of this compilation has recently been suspended as a measure of economy ;

The Second Labour Conference of the American States which are Members of the International Labour Organisation,

1. Expresses the hope that the publication of this valuable compilation will be resumed as soon as circumstances permit ;
2. Reiterates the desire of the American States that the legal decisions of the American countries should be included in such a compilation ; and
3. Stresses the desirability of publishing this compilation in Spanish and in Portuguese.

XXVI

Resolution concerning Performers' Rights*(Adopted on 2 December 1939)*

Whereas the International Labour Organisation has for some time been studying the problem of performers' rights in respect of broadcasting, television and the mechanical reproduction of sounds ; and

Whereas at the present time the question is included in the agenda of the International Labour Conference and submitted to Governments for study and it is more necessary than ever that the question should receive due attention ;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Draws the attention of the Governing Body of the International Labour Office to the desirability of this question being finally dealt with as soon as possible.

XXVII

**Resolution concerning Simplification of Procedure
for Ordinary Claims by Workers***(Adopted on 2 December 1939)*

Whereas substantive legal provisions are without value unless they are accompanied by adequate procedural laws making it possible to secure their effective enforcement; and

Whereas while this is true as regards all law it is particularly true as regards labour law in view of the urgency of the worker's needs; and

Whereas labour legislation has developed into a distinct branch of law and this has led to the development of special organs responsible for its application; and

Whereas experience has proved the advantages of suppressing in so far as possible the intervention of professional litigants in labour conflicts and of seeking to make the procedure accessible to the interested parties;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office to study the possibility of inserting in the agenda of an early session of the International Labour Conference the question of simplification of procedure for ordinary claims by workers, with a view to the simplification of this procedure and the suppression of useless formulæ and technicalities in labour legislation.

XXVIII

**Resolution concerning the Decisions reached by the
Third International Conference on Nutrition***(Adopted on 2 December 1939)*

The Second Labour Conference of the American States which are Members of the International Labour Organisation,

Expresses the hope that the Governments of this Continent, the League of Nations and the International Labour Office will render full support to the decisions reached by the Third International Conference on Nutrition, held in Buenos Aires in October 1939.

XXIX

**Resolution concerning the Position of Refugees
in Certain European Countries***(Adopted on 1 December 1939)*

Whereas there at are the present time in certain European countries a large number of refugees whose position in present

circumstances has been greatly aggravated by the European war; and

Whereas the position of these refugees, in view of their special circumstances, merits the very serious attention of the American peoples;

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Recommends the International Labour Organisation to give special attention to this humanitarian problem with a view to its solution.

XXX

Resolution concerning Social Insurance

(Adopted on 30 November 1939)

The Second Labour Conference of the American States which are Members of the International Labour Organisation,

Considering that the resolution adopted in Santiago de Chile at the First Labour Conference of the American States which are Members of the International Labour Organisation, which laid down the fundamental principles of specific branches of social insurance, is to be maintained unchanged in that its principles are for the time being sufficient to facilitate a just and expeditious organisation of social insurance;

Considering that, in order to assure peace and social justice, reliance must be largely placed on the adoption of a complete system of compulsory social insurance as the most rational and efficient means of giving to the workers the social security to which they are entitled;

Considering that this work of creating security and stability can only succeed if the principles which are adopted possess a high degree of permanency, since States would hesitate to introduce measures which seem too subject to variation and amendment in the course of the various studies which would be made of such measures, provided that it is understood that the guiding principles of social justice are not to be considered as fixed once for all:

Affirms its adherence to the fundamental principles of social insurance as agreed upon at the First Labour Conference of American States which are Members of the International Labour Organisation; and

Requests the Governing Body of the International Labour Office to urge upon the American States the adoption of these principles when establishing or revising their social insurance policy.

XXXI

**Resolution concerning the Aims and Functions
of Social Insurance**

(Adopted on 30 November 1939)

The Second Labour Conference of the American States which are Members of the International Labour Organisation,

Considering that the moral and material welfare of national communities and the full development of their economic resources and of their physical and mental potentialities cannot be attained unless the security of health and livelihood of the workers is organised ;

Convinced that compulsory social insurance is the most rational and efficient means of providing the workers with the security of health and livelihood to which they are entitled ;

Desiring to contribute to the development and general extension of social insurance in the American States, which are all concerned to increase their production and to raise the standard of living and biological value of their workers in town and country ;

Expressing the common will of the American States to achieve justice and social progress, and inspired by the social insurance regulations established by the International Labour Organisation on the basis of an experience already lengthy and carefully tested ;

Adopts the following resolution, in order to give expression to the needs and aspirations of the American States and to promote the rapid and sound development of a well-directed system of social insurance :

Aims and Functions of Social Insurance

(1) Social insurance schemes, which must make the most rational and economical use of the resources at their disposal, are called upon—

- (a) to organise the prevention of such contingencies as sickness, invalidity and industrial accidents, the occurrence of which deprives the worker of his earning capacity and means of subsistence, causes suffering and loss to the worker and his family, and diminishes the productivity of the community ;
- (b) to restore as quickly and fully as possible the working capacity lost or reduced by reason of sickness or accident, and to facilitate the accomplishment of the function of maternity, essential both biologically and socially ;
- (c) to supply the means of subsistence necessary in case of cessation or interruption of gainful activity as the result of sickness or accident, temporary or permanent invalidity, unemployment, old age, and premature death of the breadwinner.

(2) As against other methods of collective provision such as social assistance or schemes of non-contributory pensions, financed entirely out of public funds (which may, however, be the only feasible way of caring for existing cases of need), compulsory social insurance offers substantial advantages :

- (a) it associates the workers concerned, from whom a contribution is required, both materially and morally in the protection of their health and their working capacity ;
- (b) it implies the establishment of autonomous insurance institutions dedicated solely to the organisation of prevention and of the service of medical and cash benefits ;
- (c) it grants benefits in virtue of definite rights, and thus preserves the self-respect of the beneficiary, who is secured against arbitrary decisions on the part of the body responsible for awarding benefits ;
- (d) it guarantees the payment of benefits by the assignment of specific resources, and by distributing the cost over long periods in accordance with the rules of actuarial science.

(3) Health security calls for the application of a co-ordinated system of benefits in kind, designed to make available to insured persons and their families the resources of modern medicine for the preservation of their health, and for the detection and treatment of disease in its earliest stages. For this purpose, the insurance scheme must grant the following benefits, in so far as they are not provided by a public medical service which is generally accessible : general medical care ; supply of medicines and curative appliances ; necessary surgical operations and services of specialists ; assistance at confinement ; dental treatment ; necessary facilities for treatment in hospitals and curative establishments.

While providing efficient care for the individual, insurance schemes must, in the interests of the group which they serve, share in the campaign against diseases which are particularly frequent in the insured population and which cannot be combated or prevented by medical treatment alone but call for systematic preventive action combined with medical and social measures. Insurance schemes participate likewise in general preventive measures and contribute to the improvement of the housing conditions of the insured population.

(4) The cash benefits of insurance schemes secure the maintenance of the insured person and his family in case of incapacity for work resulting from sickness or accident, and in case of unemployment. In order to increase the economic security of the workers, it is necessary to institute, for the invalid and aged, and for widows and orphans, pensions which take account of the ordinary standard of living and of the family responsibilities of the pensioner and which may not, in any case, fall below a prescribed minimum.

XXXII

Resolution concerning Certain Aspects of Social Insurance of Particular Importance at the Present Time*(Adopted on 2 December 1939)*

The Second Labour Conference of American States which are Members of the International Labour Organisation :

Having confirmed, by a resolution based on the First Report of the Committee on Social Insurance, its adherence to the fundamental principles of social insurance adopted by the First Labour Conference of American States which are Members of the International Labour Organisation ;

Having examined the Second Report of the Committee on Social Insurance, which deals with certain aspects of particular importance at the present time, concerning which fresh progress is desirable in national legislation ;

Considering that it is desirable that the American States should develop their social insurance systems as far as possible in conformity with the principles adopted by common agreement in order to secure the uniformity of such systems with respect to the aims and functions of social insurance, without prejudice, however, to variations necessitated by differences in regional conditions :

- (i) decides to formulate the supplementary principles, hereinafter enumerated, which deal with certain aspects of social insurance of particular importance at the present time ;
- (ii) requests the Governing Body of the International Labour Office to bring these principles to the notice of the American States so that they may be followed when social insurance policy is being established or revised ; and
- (iii) further invites the Governing Body to consider the proposals mentioned in the Second Report of the Committee on Social Insurance, and to take appropriate action on them after they have been examined by the competent services of the International Labour Office, assisted by the committees of experts set up in connection with the Office.

PRINCIPLES ADOPTED

I. WORKMEN'S COMPENSATION

1. *Scope*

Workmen's compensation should apply to all employed persons, including agricultural workers, as soon as the conditions prevailing in the rural areas of each country permit.

2. *Benefits in Kind*

For the purpose of restoring as quickly and fully as possible the earning capacity of injured workmen, the system of benefits in kind to be provided should comprise the following : medical and surgical aid ; supply of medicines ; orthopaedic and prosthetic assistance ; vocational rehabilitation ; facilities for treatment in hospitals or other establishments specialising in accident cases and orthopaedics.

3. *Payment of Pensions in case of Permanent Incapacity and Death*

Where the accident results in permanent incapacity or death, compensation should be paid in the form of a pension. Nevertheless, in special cases, the pension may be commuted to a lump sum if the competent authority to which the case has been referred considers that the proper utilisation of the lump sum, in conformity with the purposes of social insurance, will be secured.

4. *Dependants Entitled to Benefit in case of Fatal Accident*

Among the dependants entitled to benefit in case of fatal accident should be included the unmarried woman with whom the deceased has cohabited as man and wife, and his illegitimate children, the conditions of recognition and of economic dependency being determined by national legislation.

5. *Principle of Compulsory Insurance*

The compulsory insurance of employers' liability for occupational risks is the only method of guaranteeing permanently the payment of cash benefits and an adequate and economical organisation of benefits in kind.

It is recommended that insurance against occupational risks should be entrusted to social insurance institutions not carried on for profit, and dedicated solely to the prevention of occupational risks, to the organisation of benefits in kind and the administration of cash benefits.

6. *Equality of Treatment for National and Foreign Workers*

In determining the conditions of award and the amount of the compensation payable to victims of occupational risks and to their survivors, national laws should provide for equality of treatment for national foreign workers.

Where national law does not make the payment of a pension conditional upon residence in the country in which the worker was injured, foreign workers should receive equality of treatment with nationals, subject to reciprocity.

In order to facilitate the establishment of direct contact between social insurance institutions which have to effect payments to beneficiaries residing abroad, special agreements should be arranged between the central departments of the countries to which the institutions concerned belong.

7. *Occupational Diseases*

National laws should provide for compensation in respect of all occupational diseases, in accordance with the general principles of workmen's compensation for accidents.

In the case of employments which are dangerous to health and may cause occupational diseases, only persons whose physique is compatible with the employment should be admitted to it. In any case where such employments are concerned, the workman should undergo a proper medical examination, under appropriate Government regulation, in order to ascertain his fitness to enter the employment; such examination should be repeated periodically in order to ascertain whether he can continue his work without injuring his health.

II. SICKNESS AND MATERNITY INSURANCE

8. *Scope*

Compulsory sickness insurance should apply to all employed persons, including agricultural workers as soon as the conditions prevailing in the rural areas of each country allow.

The scope of compulsory insurance should also comprise persons working on their own account whose income is not such that they may reasonably be expected to make their own provision against sickness.

9. *Sickness Prevention*

Great importance should be attached to the preventive action of insurance institutions which should, wherever possible, organise periodical preventive examinations and establish a register of the results of such examinations.

10. *Maternity Benefits*

It is recommended that provision be made within the framework of sickness insurance for maternity benefits on behalf of employed women and the wives of insured men.

11. *Retention of Job during Illness*

Provision should be made to enable the worker, in case of sickness, to return to his job within a reasonable period.

III. INVALIDITY, OLD-AGE AND WIDOWS' AND ORPHANS' INSURANCE

12. *Scope*

Compulsory insurance covering the risks of invalidity, old age and death should apply to all employed persons, including agricultural workers as soon as the conditions prevailing in the rural areas of each country allow.

The scope of compulsory insurance should also comprise persons working on their own account whose income is not such as that they may reasonably be expected to make their own provision against invalidity, old age and death.

13. *Measures on Behalf of Workers Excluded from Insurance on the Ground of Age*

In order to preserve the actuarial soundness of pension insurance schemes, it is desirable that the funds required to provide for the necessary maintenance of workers excluded from insurance because they are too old should be obtained from general tax revenue.

14. *Investment of Insurance Funds*

Regulations should be laid down for the investment of social insurance funds, determining the conditions of safety, yield and mobility to be complied with. Where these fundamental conditions are satisfied, it is desirable to give special consideration, in choosing investments, to their social and economic utility, with special reference to the improvement of living conditions of the insured population.

15. *Calculation of Basic Wage*

For the purpose of calculating the wage on which contributions are based, account should be taken of all elements of remuneration, including bonuses, commissions and payments in kind.

16. *Categories of Survivors Entitled to Pensions*

Among the persons entitled to survivors' pensions should be included the unmarried woman with whom the deceased has cohabited as man and wife, and the illegitimate children, the conditions of recognition and of economic dependency being determined by national legislation.

IV. UNEMPLOYMENT INSURANCE

17. *Principle of Compulsory Insurance*

Every country should establish and maintain a general system of compulsory unemployment insurance applying to all employed persons exposed to the risk of unemployment.

In countries where it is not possible to establish immediately a general system of compulsory unemployment insurance, such a system should be introduced by stages, beginning with those classes of workers for whom insurance is most urgent and most practicable.

XXXIII

Resolution concerning Conditions of Work of Women

(Adopted on 1 December 1939)

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Having appointed a Committee on the Work of Women and Juveniles to take cognisance of the report submitted by the International Labour Office on the steps taken to give effect to the resolutions adopted on this subject by the Conference at Santiago de Chile; and

Taking into account the efforts made since that Conference, as well as the experience acquired in the States represented, and wishing to stimulate further progress;

Decides to formulate a number of principles, furnishing a basis for policy with regard to certain problems of women's work which are of special importance and which are a matter of great concern at the present time; and

Requests the Governing Body of the International Labour Office to call the attention of the American States to these principles.

I. MATERNITY PROTECTION

Regulation of Relations under the Contract of Employment

1. A woman worker who is pregnant should not be dismissed for that reason or for any other reason unless there exists a sufficient ground for her dismissal, provided for by law.

2. If the work performed by a pregnant woman is prejudicial to her health, she should be allowed every possible facility for a change of work. Where a change of work is impossible, the woman should be entitled to an allowance at

the expense of the insurance or maternity fund so long as she cannot obtain or is not offered by her original employer, or another employer, work compatible with her physical condition.

3. A pregnant woman should be entitled to terminate her contract of employment at any time and without notice.

4. Leave should be allowed for six weeks before, and six weeks after, confinement. This leave should be extended in cases where, owing to sickness arising out of pregnancy or confinement, the woman is unable to resume work.

5. Dismissal should be prohibited during the whole of the above-mentioned leave, and on the expiry of such leave, the woman should be reinstated in her position, or in an equivalent position.

6. During the whole period of nursing, two breaks a day, of half an hour each, should be allowed so that the mother may nurse her child ; no reduction in her wages should be made on account of these breaks.

Benefits during Maternity Leave

7. An allowance sufficient for the full and healthy maintenance of the mother and her child, and at least equivalent to her full regular wage, should be paid during the leave of six weeks before and six weeks after confinement. The maternity allowance should be paid during the compulsory period of leave without a waiting period and independently of the amount of contributions already paid to the insurance fund by the woman concerned. An allowance should also be paid during any additional incapacity for work due to pregnancy or confinement.

8. The maternity allowance should be provided by means of a social insurance scheme. Failing such a scheme, it should be paid out of public funds.

9. If maternity allowances are financed out of public funds, any tax levied on undertakings should be at a rate based upon the total working force, male and female, so as to avoid establishing a direct relation between the engagement of a woman worker and the payment of contributions for maternity benefit.

Care and Supervision in respect of Health

10. Medical supervision should be exercised during pregnancy. Where the maternity allowances are provided by means of an insurance scheme, this supervision should be organised by the insurance institution. Failing such a scheme, the supervision should be organised by a public maternity service.

11. Attendance by a doctor or certified midwife should be provided free of charge during confinement. The expense should be borne by the insurance scheme or by a public maternity service, according to the choice made with regard to provision of the maternity allowance.

12. Treatment should be continued until complete recovery of the mother, and medical supervision should extend over the whole period of nursing.

Social Aid for Wage-earning Mothers

13. A sufficient number of children's crèches and day nurseries should be established so that women workers may be able to have their children (children in arms or under school age) looked after during working hours in healthy and safe conditions. Such crèches and day nurseries should be located in the larger towns in such a manner as to avoid having to take the children long distances and with due regard for the convenience of the mother and her child.

14. The establishment, upkeep and management of these crèches and day nurseries should be entrusted to the bodies responsible for maternity assistance. The activities of these bodies should be co-ordinated and placed under a single management. The maternity protection institution should work in close touch with, or be attached to, the social insurance scheme, where such exists.

15. Services of social workers and certified nurses should be established for the purpose of teaching the principles of hygiene and child care and of assisting and looking after the children of women wage earners.

II. PROTECTION OF WOMEN'S WAGES

Fixing of Statutory Minimum Wage Rates

16. In all cases where minimum (living) wage rates are being fixed, the same principles should be applied in determining the rates for workers of the two sexes. In occupations where female labour is employed, care should be taken that, in estimating the value of the work, the skill which it requires is assessed on the same basis as in the case of work done by men.

17. When deciding the scope of minimum wage-fixing machinery, particular attention should be given to home industries, in which a large volume of female labour is engaged, and the conditions obtaining in these industries should be borne in mind when determining the methods of applying such machinery.

18. Minimum piece rates for home industries should be calculated on the basis of the rate which would be obtained for identical or similar work, of equal quality and finish, by women workers employed in a factory or workshop and using the same or a similar process.

19. The rates fixed for home work should be applied throughout the region in which work can in practice be distributed, and a system of strict supervision should be introduced to ensure—by means of work registers, work books, wage vouchers or equivalent methods—an exact agreement between the number of articles distributed for processing and the amount paid in wages. In order to facilitate supervision of conditions of production, the affixing of a mark on objects to show that they are made by home industry should be rendered compulsory.

Application of the Principle of Equal Wages for Equal Work

20. Supervision of a particularly strict character should be exercised with a view to ensuring that the wages actually paid to women workers are not lower than the statutory minimum rates fixed for workers in the occupational groups to which these women workers belong. In the countries where an official body has been established which is specially responsible for research into and supervision of women's conditions of work, this body should undertake the necessary investigations with the above object. It should also assist women workers to recover the amount of wage discrepancy.

21. Apart from application of the statutory minimum rates, thorough investigation should be conducted in each country, in occupations where persons of both sexes are employed, with a view to ascertaining the extent to which the principle of equal wages for equal work is applied. Cases in which men and women do the same jobs, or similar jobs requiring equivalent qualifications, should be chosen for the investigation, and the value of the work and the equivalence of qualifications should be thoroughly studied with the object of establishing standards sufficiently precise to permit comparison of the jobs and the corresponding wages.

22. When, in the course of such investigations, it is found that a wage difference reflects a corresponding difference, qualitative or quantitative, between the respective average outputs of men and women, the services responsible for the investigations should consider whether steps could be taken to improve women's output by more advanced vocational training, the adaptation of tools and machines, or any other means.

XXXIV

Resolution concerning Home Work*(Adopted on 1 December 1939)*

The Committee on the Work of Women and Juveniles, having approved a number of principles concerning the protection of the wages of women employed in home work, and wishing at the same time to indicate what are, in its opinion, the general lines for a social policy with regard to home work with the object of improving the position of the workers employed in it, most of whom are women ;

Decides to formulate its opinion in the following terms :

1. Industrial home work on behalf of an outside employer should be abolished in the American countries as a form of production as being against the interests of the workers and of the national economic system.

2. So long as industrial home work continues to exist, the necessary legal measures should be adopted to prevent it from being a means of defrauding the interests of the State or of slowing down the development of technical progress in industry, and also to ensure to home workers effective protection, extending to them social legislation and the benefit of social insurance schemes. Investigations should be carried out to determine a policy for the regulation of home work, and a sufficiently energetic system of supervision should be established to prevent breaches of the law.

XXXV

Resolution concerning the Protection of Women Employed in Domestic Service and Agriculture*(Adopted on 1 December 1939)*

The employment of women in domestic service and in agriculture, cattle and dairy farming should be regulated by adequate social legislation prescribing standards of hours, wages and other working conditions, etc.

XXXVI

Resolution concerning the Right to Work of Married Women*(Adopted on 1 December 1939)*

Whereas the right to work is a fundamental right of every individual, irrespective of sex or marital conditions, and whereas in many countries there is an increasing tendency to deny this right to married women :

The Conference commends the action of those American States that have already enacted legislation to prohibit the dismissal of a woman because of marriage, and urges that such legislative action be taken by the other States.

XXXVII

Resolution concerning the Preparation of Statistics on Women's Work

(Adopted on 1 December 1939)

The Second Labour Conference of American States which are Members of the International Labour Organisation invites the Governing Body to recommend the Governments of the American States to have statistics compiled concerning the various aspects of women's work, so as to obtain the information necessary to facilitate the examination of the measures intended to improve the conditions of such work.

XXXVIII

Resolution concerning Women's Right to Representation

(Adopted on 1 December 1939)

Because it is essential that women have full opportunity to share in the responsibility of carrying out the principles adopted by this Conference,

The Conference recommends that the Governing Body again call to the attention of the American States the resolution of the Santiago Conference expressing the hope that "they will bear in mind the provisions of Article 3, paragraph 2, of the Constitution of the International Labour Organisation, to the effect that when questions specially affecting women are to be considered by the Conference, one at least of the advisers should be a woman, it being understood that women are always entitled equally with men to be appointed as delegates or advisers, irrespective of the items on the agenda of the session", and to the further resolution of the Santiago Conference expressing the hope that "the American States will give effect to paragraph 12 of the Labour Inspection Recommendation of 1923, which states that the inspectorate 'should include women as well as men inspectors' and that the women inspectors should, if they possess the same qualifications, 'have the same powers and duties and exercise the same authority as men inspectors' and 'have equal opportunity of promotion to the higher ranks'; and '... that the inspection of the work of women should be carried out by properly qualified women'".

XXXIX

Resolution concerning Women's General Rights*(Adopted on 1 December 1939)*

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Considering that the establishment of fair labour standards for women and children and the provision of adequate maternity protection are of fundamental importance for the social wellbeing of every country; and

Considering that attempts to regulate such conditions cannot be completely successful unless women are recognised as individuals fully capable of the responsibilities of citizenship, whose assistance is needed in putting into effect any programme that aims to secure social justice for all;

Requests the Governing Body of the International Labour Office to draw the attention of those American States in which women do not already enjoy such rights to the need of granting women the right to organise for purposes of collective bargaining, to be fully represented in all bodies responsible for the preparation and application of social and labour legislation, including the right to vote and hold office.

XL

Resolution concerning Conditions of Employment of Juveniles*(Adopted on 2 December 1939)*

The Second Labour Conference of American States which are Members of the International Labour Organisation,

Having appointed a Committee on the Work of Women and Juveniles to take cognisance of the report submitted by the International Labour Office on the steps taken to give effect to the resolutions adopted on this subject by the Conference at Santiago de Chile; and

Taking into account the efforts made since that Conference, as well as the experience acquired in the States represented, and wishing to stimulate further progress;

Decides to formulate a number of principles furnishing a basis for policy with regard to certain important problems of juveniles; and

Requests the Governing Body of the International Labour Office to call the attention of the American States to these principles.

Age for Admission to Employment

1. The Conference expresses the hope that the American States that have not yet done so will ratify the revised Conventions on minimum age: Minimum Age (Sea) (Revised), 1936; Minimum Age (Industry) (Revised), 1937; Minimum Age (Non-Industrial Employment) (Revised), 1937; and at the same time will give due recognition to the need for providing for educational opportunity and social protection of all children below the age for admission to employment.

2. Apart from the general raising of the age for admission to wage-paid employment to more than 14 years, provision should be made for higher age for admission of young persons to occupations which, owing to their nature or to the circumstances in which they are performed, involve special dangers for the life, health or morals of the adolescent.

The age limit should be fixed having regard in each case to the degree of danger and the qualities required to overcome it, and, in order to keep pace with the constantly changing processes and development of modern industry, authority should be given to the appropriate administrative agency to find and determine occupations which present particular hazards to young workers.

Fitness for Work

3. The engagement of a young person in any wage-paid employment should be made subject to the issuance by the competent authority of an employment certificate testifying that such young person is legally qualified to work. Such certificates should also be required of children and young persons engaged in street-trading on their own account.

4. The issue of the employment certificate should be made dependent on the result of a previous medical examination. As regards admission to employments involving a high degree of danger (to be determined by a competent authority), a previous medical examination should be required, the results of which should be specified in a certificate of fitness. The medical examination should be renewed periodically.

5. Employment certificates should be issued without cost by or under the supervision of the agency responsible for the administration of legislation relating to the employment of young persons. Such agencies might delegate certain powers in this connection to competent local authorities.

Special Services

6. Special services should be established for the protection of young persons who are destitute or inadequately supported.

7. These services should include :

- (a) the maintenance of young persons who lack support until they have reached the legal age for admission to employment, so as to prevent their premature employment ;
- (b) the education of the young persons in question during this pre-occupational period and their preparation for an occupation ;
- (c) the placing of these young persons in suitable occupations under conditions calculated to give them opportunity for advancement and development ;
- (d) continued supervision of these young persons as long as they are not capable of looking after themselves.

Night Work

8. The employment of young persons at night, particularly in industry, should be prohibited by law in every country, even those not yet highly industrialised. (In the latter case this will be a preventive measure against any introduction of such a practice when the country becomes industrially developed.)

9. The prohibition should cover the employment of young persons under 18 years of age.

10. The obligation should be established to grant to young persons a consecutive rest of 11 hours in every 24. (The value of such a provision increases with the development of industry, which frequently leads to the organisation of work in two daytime shifts, this in its turn involving the risk of bringing two working periods close together at the change-over from one shift to another.)

XLI

Resolution concerning the Work of Juveniles in Street Trading and Similar Occupations

(Adopted on 2 December 1939)

Whereas the International Labour Conference at its Sixteenth Session (1932) adopted Recommendation No. 41 in connection with Convention No. 33 of the same year, both dealing with the minimum age for admission of children to non-industrial occupations and laying down specific rules for employment in street trading and similar occupations ;

Whereas this problem assumes special importance for the States of America and the Governments of these States find themselves repeatedly obliged to adopt legal measures based

on the principles contained in the said Convention and Recommendation ; and

Whereas it is a common occurrence that juveniles engaged in the distribution and sale of newspapers, as messengers, in selling fruit, flowers, lottery tickets, as pageboys in clubs, athletic societies, etc., not only are not included in the lists of persons employed in such undertakings but do not enjoy the effective protection afforded by the legislation in respect of social insurance, hours of work, etc. ;

The Second Labour Conference of American States Members of the International Labour Organisation,

While expressing its preference for the total abolition of street trading by juveniles, recommends to American States which have not yet ratified Convention No. 33 or accepted Recommendation No. 41 concerning the employment of juveniles in street trading and other non-industrial work, that they should, pending abolition, adopt legislation applying the principles laid down in the said Convention and Recommendation, extending their protective legislation and legislation concerning social insurance to juveniles engaged in occupations such as the following: messengers, errand-boys, sale of newspapers and lottery tickets, services in connection with games and athletics, collection and sale of fruit and flowers, and other similar occupations.

XLII

Resolution concerning Apprenticeship

(Adopted on 2 December 1939)

Whereas the International Labour Conference at its Twenty-fifth Session adopted a Recommendation concerning vocational training and a Recommendation concerning apprenticeship ;

Whereas the Recommendation concerning vocational training lays down in particular that in countries in which a sufficient number of vocational and technical schools has not yet been established, it would be desirable that undertakings of such a size as to make such arrangements practical should meet the cost of training a certain number of young workers determined according to the number of workers employed by the undertaking ; and

Whereas the Recommendation concerning apprenticeship lays down in particular that measures should be taken for the control of the number of apprentices and the duration of apprenticeship ;

Whereas the lack of a full and careful system of regulation concerning the work of juveniles gives rise to serious obstacles for the normal development of industry and is clearly prejudicial to the juvenile workers themselves as well as to the organised workers covered by collective labour agreements ;

The Second Conference of American States which are Members of the International Labour Organisation :

Calls the attention of the American countries to the importance of the provisions of the above-mentioned Recommendations and recommends them to include in their legislation provisions laying down :

- (a) that the employers should admit a number of apprentices to be fixed by law in proportion to the number of craftsmen whom they employ, and that the law should lay down, either directly or indirectly by means of bodies formed for the purpose, the duration of apprenticeship in technical work with due regard for the nature of the work and the aptitude of the apprentice ;
- (b) that persons under 15 years of age should not be admitted as apprentices, except where, for special reasons, under the strict control of the authorities, admission may be allowed at a lower age ;
- (c) that apprentices should not be employed without remuneration ;
- (d) that the length of apprenticeship should be fixed so as to prevent heads of undertakings from employing apprentices as workers, to the prejudice of the rights of the workers and of the apprentices alike ;
- (e) that a system based on the constitution of tripartite boards should be instituted for the supervision of the regular promotion of apprentices in proportion as their skill increases and to insure that trained apprentices receive preferential treatment in the filling of vacancies among the skilled workers ; these boards should be composed of an equal number of Government, employers' and workers' representatives ;
- (f) that an investigation should be carried on in each country to determine the industries or activities to which apprentices should be admitted, with the fundamental object of making apprenticeship a means of raising the level of the workers' skill ;
- (g) that for every foreign technician employed in any new industry at least one native-born or naturalised apprentice should be admitted to that industry.

XLIII

Resolution concerning Administration relating to the Work of Women and Juveniles

(Adopted on 2 December 1939)

Recognising the fact that legislative enactment of the principles suggested for the regulation of conditions of work for women and juveniles is only the first step in the successful

application of these principles, and that the next and most essential step is to provide for their competent administration and enforcement :

The Conference recommends to the Governing Body that it urge the American States that have not already done so to carry out the principles adopted at the Santiago Conference and set up Women's and Children's Bureaux in their Labour Ministries or other appropriate body so that legal codes and standards may be fully and competently enforced.

The Conference further recommends that in order to ensure sympathetic understanding and treatment of the needs and problems of the workers, representatives of the workers be included among the administrators of these bureaux.

XLIV

Resolution concerning Immigration

(Adopted on 1 December 1939)

Whereas immigration, if adapted to the requirements and the interests of each country, constitutes an important factor in developing the economic resources of the American countries, raising the standard of living, and bringing about general progress ; and

Whereas in order to achieve such adaptation and to assure to the immigrants reasonable prospects of success, it is essential that every country disposed to develop immigration should set up an adequate organisation for the purpose ; and

Whereas national measures of organisation should be completed by international co-operation in order to make them fully effective ; and

Whereas the probability of an increase in the emigration requirements of many countries after the war, and the attraction which will then be exercised by the American Continent make it urgent to adopt measures of organisation which will enable the American countries to receive a greater volume of useful immigration ;

The Second Labour Conference of the American States Members of the International Labour Organisation adopts the following resolution :

I

Having reviewed the work accomplished by the International Labour Organisation to give effect to the resolution on immigration adopted at the First Labour Conference of American States Members of the International Labour Organisation, held at Santiago de Chile in 1936 ;

The Conference :

1. Notes with satisfaction that the question of the recruiting, placing and conditions of work of migrant workers was included in the agenda of the Twenty-fourth and Twenty-fifth Sessions of the International Labour Conference, and that the Conference adopted without opposition a Convention and two Recommendations which are now before the Members of the Organisation for approval, expresses the hope that the Members of the Organisation will give effect to the said Convention and Recommendations and directs special attention to the provisions relating to the conditions of employment of immigrants for employment ;

2. Notes that the question of migration for settlement was studied by a Conference of Experts from European emigration countries and American immigration countries which was held at Geneva from 29 February to 8 March 1938, and considers that the findings of the said Conference, which have been forwarded to all Members of the International Labour Organisation, will be of assistance to countries desiring to stimulate immigration in the solution of the relevant technical and financial problems ;

3. Draws particular attention to the proposal made by the said Conference of Experts to establish a permanent international committee on migration for settlement, is gratified that the Eighth International Conference of American States, which was held at Lima in December 1938, invited all American States to support the endeavours of the Office to establish such a Committee, notes with satisfaction that a number of American States have already announced their intention to participate in the Committee and that they have made it possible for the Governing Body to decide to establish the Committee ; and

4. Requests the Governing Body to hasten the commencement of the work of the Committee which has a constructive part to play in the methodical and rational resumption of migratory movements after the war.

II

Whereas the 1938 Conference of Experts recommended the development, or in immigration countries in which they do not already exist the creation, of official institutions responsible for immigration and settlement, and requested that the organisation of such bodies be studied ; and

Whereas the question of the organisation of official institutions for immigration and settlement constitutes the third item on the agenda of the present Conference : and

Whereas, in its study of this question, the Committee on Immigration has arrived at the conclusions set out in its report to the Conference ;

The Conference :

Requests the Governing Body of the International Labour Office to communicate these conclusions to all Members of the International Labour Organisation in order that the Members which consider it expedient to stimulate immigration for settlement can take as a basis for the organisation of the institutions responsible for immigration for settlement the principles set out in the said conclusions.

III

Whereas the organisation of official institutions of immigration and settlement, to which reference is made in the conclusions set out in the report of the Committee on Immigration, does not preclude other measures to facilitate settlement ;

The Conference :

Requests the Governing Body of the International Labour Office to instruct the International Labour Office to study, more particularly, when necessary, in consultation with the Permanent International Committee on Migration for Settlement, the following subjects :

- (a) the organisation of committees of experts to consider the feasibility of settlement in given areas, the numbers and classes of immigrants who might be settled there, and the costs of such settlements projects ;
- (b) the most appropriate composition for such committees ; the inclusion therein of specialists on soils, irrigation and forests, on sanitation and agricultural technique and economics, and on settlement and other subjects ; and the possibility of the participation of the International Labour Office in the organisation of such committees and in the selection of experts on the invitation of such countries as may desire to supplement the services of their own experts ;
- (c) the bases upon which there might be organised an international body for the financing of settlement and the nature and sources of its capital ;
- (d) the principles upon which non-official settlement bodies should be organised ;
- (e) the organisation of the technical selection of settlers, with special reference to the adaptability of settlers to particular conditions of soils and climate, and to the type of production required by the potential markets ; and the

- manner in which institutions in emigration countries might collaborate in such selection ;
- (f) any measures of a social character which might facilitate the adaptation of immigrants to the special conditions of the region of immigration.

XLV

Resolution inviting Immigration and Emigration Countries to Establish Permanent Bodies to Study their Respective Requirements

(Adopted on 1 December 1939)

Whereas by the Migration Statistics Recommendation, 1922, the International Labour Conference recommended that each Member of the International Labour Organisation should communicate to the International Labour Office all available information concerning emigration and immigration ; and

Whereas the Eighth International Conference of American States which was held at Lima in 1938, by its Resolution XLVII recommended to the American countries that, with a view to co-ordinating the internal needs of countries with the conditions and qualifications of immigrants, they should collect the necessary data for an American Classified Register of Immigration Absorptive Capacity ;

The Second Labour Conference of American States Members of the International Labour Organisation,

Requests the Governing Body of the International Labour Office :

- (a) to invite immigration countries to establish permanent bodies for the continuous study, with the collaboration of employers and workers, of migration and settlement requirements and to inform the International Labour Office of the findings ; and
- (b) to invite emigration countries to inform the Office regularly of their emigration requirements, specifying the activities, trades and occupations.

5. Letter communicating to Governments the Resolutions adopted by the Conference

Geneva, 16 March 1940.

Sir,

I have the honour to inform you that the Governing Body of the International Labour Organisation had before it, at its recent Eighty-ninth Session, a preliminary report on the results of the Second Labour Conference

of the American States Members of the Organisation held at Havana, Cuba, from 21 November to 2 December 1939.

On this occasion representatives of the three groups in the Governing Body expressed their sincere gratification at the success of the Conference, which carried forward the work begun at Santiago de Chile, and at the vital support given to the Organisation by the American States. This support was evidenced by the full part taken by the American States in the Conference itself, and was affirmed in a resolution adopted by the Conference and known as the "Declaration of Havana". The attention of the Governing Body was particularly directed to this Declaration, whereby the representatives of the Governments, employers and workpeople of the American membership of the Organisation "pledged the unwavering support of the Governments and peoples of the American Continent for the continuance with unimpaired vigour of the efforts of the International Labour Organisation to accomplish its high purpose of achieving social justice". This important statement of the loyalty of the American States to the Organisation, and their acceptance of their full share of responsibility, have strengthened the Organisation as a whole, and were deeply appreciated by all three groups.

Owing to difficulties of communication and the short interval between the close of the Conference and the opening of the last meeting of the Governing Body, it was not possible for the Office to submit at that meeting a full report on the work of the Havana Conference. The next meeting, however, will have a full report before it, and the Governing Body will then be in a position to decide on the practical steps to be taken to give effect to the resolutions adopted and the proposals made as to future work.

I am sending you, under separate cover, copies of the reports of the Committees of the Conference, as well as a complete set of the resolutions adopted by the Conference.

I am sure that, in accordance with the spirit of the Declaration of Havana, every effort will be made to give full effect to the programme which the Conference outlined for the future.

I have the honour to be, etc.,

(Signed) J. G. WINANT,
Director.

89th Session of the Governing Body of the International Labour Office

The 89th Session of the Governing Body of the International Labour Office was held at the International Labour Office, Geneva, from 3 to 5 February 1940, under the chairmanship of Mr. Goodrich.

The agenda was as follows :

1. Approval of the minutes of the Third and Fourth Sessions of the Emergency Committee.
2. Record of the Second Labour Conference of American States Members of the International Labour Organisation (Havana, 21 November 1939).
3. Record of the meeting of the American Members of the Permanent Agricultural Committee.
4. Programme and date of the 1940 Session of the International Labour Conference.
5. Programme of studies, technical consultations and publications in 1940.
6. Decisions of the Assembly of the League of Nations which concern the International Labour Organisation.
7. Report of the Finance Committee.
8. Director's Report.
9. Report of the Officers of the Governing Body on the questions arising out of the list of the eight States of chief industrial importance.
10. Composition of the Government Group of the Governing Body.
11. Date and place of the next session.

The Governing Body was composed as follows :

Government group :

United States of America : Mr. GOODRICH, Chairman.
Brazil : Mr. LOBO.
Canada : Mr. RIVE.
Chile : Mr. IVONICH.
China : Mr. LI Ping-heng.
France : Mr. Justin GODART.
Great Britain : Mr. MYRDDIN-EVANS.

India : Mr. LALL.
Mexico : Mr. TELLO.
Norway : Mr. BERG.
Poland : Mr. STANCZYK.
Yugoslavia : Mr. YEREMITCH.

Employers' group :

Mr. CURČIN (*Yugoslav*).
 Mr. KELLAR (*Great Britain*).
 Mr. KNOB (*Hungarian*).
 Mr. LECOCQ (*Belgian*).
 Mr. MCDAVITT (*United States*).
 Mr. MOLENAAR (*Netherlands*).
 Mr. OERSTED (*Danish*).
 Mr. TZAUT (*Swiss*).

Workers' group :

Mr. HALLSWORTH (*Great Britain*).
 Mr. JOUHAUX (*French*).
 Mr. KREKITCH (*Yugoslav*).
 Mr. KUPERS (*Netherlands*).
 Mr. MERTENS (*Belgian*).
 Mr. PEYER (*Hungarian*).
 Mr. SCHÜRCH (*Swiss*).
 Mr. WATT (*United States*).

The following deputy members or their substitutes were present :

Government deputy members :

Sweden : Mr. BJÖRCK.
Ireland : Mr. CREMINS.
Czechoslovakia : Mr. NOSEK.

Workers' deputy members :

Mr. BACKLUND (*Swedish*).
 Mr. SCHEVENELS (*Belgian*).
 Mr. SERRARENS (*Netherlands*).

COMPOSITION OF THE GOVERNING BODY

The Governing Body took note of the appointment, as French Government deputy member, of Mr. NOSEK (*Czechoslovakia*), to replace Mr. KOTEK who was a prisoner in his country.

SECOND LABOUR CONFERENCE OF AMERICAN STATES MEMBERS
OF THE INTERNATIONAL LABOUR ORGANISATION (HAVANA,
21 NOVEMBER-2 DECEMBER 1939) AND MEETING OF THE
AMERICAN MEMBERS OF THE PERMANENT AGRICULTURAL
COMMITTEE

The Governing Body took note of the preliminary Record of the Havana Conference and of the Record of the meeting of the American Members of the Permanent Agricultural Committee.

The Governing Body authorised the Director to send a message of thanks to the Cuban Government.

PROGRAMME AND DATE OF THE 1940 SESSION OF THE INTER-
NATIONAL LABOUR CONFERENCE

The Governing Body decided that the next session of the International Labour Conference should be held at Geneva in June 1940, subject to any changes in the arrangements which the Emergency Committee or the Officers of the Governing Body might make if the international situation so required. The Governing Body also agreed that it should be suggested to the Conference that it should postpone to a more favourable moment the discussion of the four items which had already been formally placed upon its agenda: (1) Organisation of labour inspection; (2) Weekly rest in commerce and offices; (3) Safety provisions for underground work in coal mines; (4) Rights of performers in broadcasting, television and the mechanical reproduction of sounds.

The Governing Body agreed that the question of the methods of collaboration between public authorities, employers' organisations and workers' organisations should be included in the programme of that session of the Conference.

Finally, the Governing Body adopted a resolution simplifying the procedure of the Conference with a view to speeding up its work.

PROGRAMME OF STUDIES, TECHNICAL CONSULTATIONS AND
PUBLICATIONS IN 1940

The Governing Body decided that the Permanent Committee on Migration for Settlement should meet immediately after the session of the Conference and that the agenda should be as follows:

- I. Methods of international financing of projects for settlement, and in particular an examination of the basis for the organisation of an international institute for the financing of migration for settlement.

- II. The technical selection of emigrants.
- III. The methods of investigation by which the possibilities of settlement could be determined.

The Governing Body appointed the following as its representatives on the Committee: Government group: Mr. GOODRICH; Employers' group: Mr. OERSTED; Workers' group: Mr. JOUHAUX.

The Governing Body authorised the Director to appoint the Experts on the Committee in agreement with the Officers of the Governing Body.

The Governing Body approved as a whole the programme of studies, technical consultations and publications in 1940.

DECISIONS OF THE ASSEMBLY OF THE LEAGUE OF NATIONS WHICH CONCERN THE INTERNATIONAL LABOUR ORGANISATION, AND REPORT OF THE FINANCE COMMITTEE

The Governing Body took note of the League of Nations report concerning the development of international co-operation in economic and social affairs.

The Governing Body took note of the decisions of the League of Nations concerning financial questions, and approved the plan of expenditure for 1940 based on the assumption that only 6,807,000 Swiss francs would be received.

The Governing Body expressed to the members of the staff with whose services the Office had been obliged to dispense both its regret and its gratitude for the loyal services which they had rendered.

DIRECTOR'S REPORT

The Governing Body took note of the Director's Report, in particular of that part dealing with the attitude of Governments regarding the continuation of the Office's activities in time of emergency and the application of Conventions in time of war.

The Governing Body approved the appointment of Mr. JURKIEWICZ to replace Mr. KOMARNICKI in the following Committees of which he was a member in a personal capacity:

As regular member:

Representative of the Governing Body on the Committee for the Study of Public Works and National Technical Equipment of the Communications and Transit Organisation.

Correspondence Committee on Industrial Hygiene.

Representative of the Governing Body on the Unemployment Committee of the Commission of Enquiry for European Union.

As substitute :

Committee on Agricultural Work.
 Mixed Advisory Agricultural Committee.
 Permanent Agricultural Committee.
 Correspondence Committee on Accident Prevention.
 Correspondence Committee on Migration.
 Representative of the Governing Body on the Preparatory Committee of Co-ordination on Agricultural Education.

The Governing Body made the following appointments to various Committees :

Correspondence Committee on Social Insurance.

Mr. P. RYD (Danish).
 Mr. N. PHOCAS (Greek).
 Dr. L. PRIMANIS (Latvian).
 Mr. J. RETTEL (Luxembourg).
 Mr. N. KUFFER (Luxembourg).
 Mr. G. STÖRVOLD (Norwegian).
 Mr. KRINGLEBOTTEN (Norwegian).
 Miss T. J. GÜNTHER (Netherlands).
 Mr. J. C. SCHRÖDER (Netherlands).
 Mr. E. FRACKOWIAK (Polish).
 Mr. A. SAXER (Swiss).
 Mr. A. MIHALFFY (Hungarian).
 Mr. Paul HORION (Belgian).

Committee of Experts on Native Labour.

Mr. E. Raghavendra RAO (Indian).

Correspondence Committee on Migration.

Dr. V. PINTO (Argentine).
 Mr. D. Pinheiro MACHADO (Brazilian).

Committee of Experts on the Application of Conventions

Mr. Adam CIOLKOSZ (Polish).

Renewal of Appointment of Members of Committees

The Governing Body reappointed for a further period of three years the following members of Committees whose term of office had expired :

Correspondence Committee on Social Insurance.

Mr. AGALLOPOULOS (Greek).
 Mr. BACH (Mexican).

Mr. BIRKMOSE (*Danish*).
 Mr. BORBERG (*Danish*).
 Mr. FERDINAND-DREYFUS (*French*).
 Mr. DUFF (*Great Britain*).
 Mr. EPPS (*Great Britain*).
 Mr. GLASER (*Yugoslav*).
 Mr. HACKFORTH (*Great Britain*).
 Mr. HENDRIE (*Great Britain*).
 Mr. LENGYEL (*Hungarian*).
 Mr. OERMESTAD (*Norwegian*).
 Mr. PAAVILAINEN (*Finnish*).
 Miss STEMBERG (*Netherlands*).

Correspondence Committee on Accident Prevention.

Mr. AINSWORTH (*United States*).
 Mr. SVEN KJAER (*United States*).

Correspondence Committee on Industrial Hygiene.

Dr. LEROY U. GARDNER (*United States*).
 Dr. GLIBERT (*Belgian*).
 Dr. ALICE HAMILTON (*United States*).
 Dr. IRVINE (*South African*).
 Dr. KRANENBURG (*Netherlands*).
 Mr. VAN LIUJT (*Netherlands*).
 Dr. MAVROGORDATO (*South African*).
 Mr. MYERS (*Great Britain*).
 Dr. ORENSTEIN (*South African*).
 Dr. SAYERS (*United States*).

Correspondence Committee on Women's Work.

Mrs. Beresford FOX (*United States*).

Committee of Statistical Experts.

Mr. LUBIN (*United States*).

Committee of Experts on the Application of Conventions.

Sir Atul CHATTERJEE (*Indian*).
 Mr. CHARLONE (*Uruguayan*).

RELATIONS AND VARIOUS ACTIVITIES

Permanent Court of International Justice

The Governing Body noted that the Chamber for Labour Disputes, mentioned in Article 26 of the Statute of the Permanent Court, would continue to be composed as follows :

Members :

Sir Cecil HURST, *President*.
 Mr. ALTAMIRA.
 Mr. HUDSON.
 Mr. NEGULESCO.
 Mr. URRUTIA.

Substitute members :

Jonkheer VAN EYSINGA.
 Mr. NAGAOKA.

REPORT OF THE OFFICERS OF THE GOVERNING BODY ON THE
 QUESTIONS ARISING OUT OF THE LIST OF THE EIGHT STATES
 OF CHIEF INDUSTRIAL IMPORTANCE

The Governing Body approved the report of its Officers on the questions arising out of the list of the eight States of chief industrial importance; it noted that the seats previously occupied by Italy and the Union of Soviet Socialist Republics were vacant, and decided, in accordance with its ordinary procedure, that the seats in question should be occupied by Belgium and the Netherlands.

COMPOSITION OF THE GOVERNMENT GROUP OF THE
 GOVERNING BODY

The Governing Body approved the suggestion made that the Office should be instructed to communicate the report which it had drawn up to Governments before any decision was taken.

DATE AND PLACE OF THE NEXT SESSION

The Governing Body decided to leave it to the Director, in consultation with the Officers of the Governing Body, to fix the date of the next session.

Convocation of the 26th Session (1940) of the International Labour Conference

1. Letter of Convocation to the 26th Session of the International Labour Conference

On 7 March 1940 the following letter of convocation was sent to the Governments of the States Members of the Organisation :

Geneva, 7 March 1940.

Sir,

1. I have the honour to inform you that the Governing Body of the International Labour Office at its Eighty-ninth Session (3-5 February 1940) decided that the Twenty-sixth Session of the International Labour Conference should open at Geneva on Wednesday, 5 June 1940, in the Main Assembly Hall at 3 p.m. At the same time the Governing Body came to a number of other decisions, designed to take account of present circumstances.

2. *Programme of work.* Since it might be difficult this year for delegations to the Conference to include many technical advisers and since many delegates would no doubt find it impossible to give up as much time as usual to attend the Conference, the Governing Body considered it desirable to make certain changes in the programme of work of the Session. It decided to recommend to the Conference that it should defer to a later Session consideration of the four items already placed on the agenda and to inform Governments of this decision forthwith.

The four questions which it is proposed should be adjourned are :

- I. Organisation of labour inspection.
- II. Weekly rest in commerce and offices.
- III. Safety provisions for underground work in coal mines.
- IV. Rights of performers in broadcasting, television and the mechanical reproduction of sounds.

3. Further, the Governing Body unanimously agreed that the following question should be submitted to the Conference for discussion :

Methods of collaboration between public authorities, workers' organisations and employers' organisations.

This question, which all three groups on the Governing Body recognised to be of very great importance, will come before the Conference, not with a view to the adoption of a Draft Convention or Recommendation, but for the purpose of a general survey and interchange of views and experiences from which the Members might be able to draw useful conclusions. The Office is now preparing a report designed to provide material for such a discussion and copies of it will be despatched to Governments in due course.

4. The Conference will also have to consider :

- (a) The Report of the Director of the International Labour Office.
- (b) The summary of the annual reports by Members on the measures taken to give effect to Conventions they have ratified.

(c) The report of the Governing Body on the working of the Minimum Wage-Fixing Machinery Convention, 1928 (No. 26), presented in accordance with Article 10 of that Convention.

5. *Election of the Governing Body.* In accordance with Article 7 of the Constitution of the Organisation, it will be necessary to hold an election, during this Session, of members and deputy members of the Governing Body of the International Labour Office to hold office for a period of three years.

6. *Duration of the Session.* It is expected that the Session of the Conference will last about ten days.

7. *Preliminary meetings of delegates.* The morning of Wednesday, 5 June, will be reserved for meetings of Government, Employers' and Workers' delegates respectively, at which preliminary arrangements in regard to officers, committees, etc., will be made in order to enable the Conference to proceed on the same day to constitute the principal committees of the Conference. Governments are therefore requested to be good enough to arrange for delegates to reach Geneva in time to attend these meetings, which will be held in the Committee Rooms adjoining the Assembly Hall and will open at 10.30 a.m.

8. *Credentials of delegations.* To comply with the Standing Orders, the credentials of delegates and their advisers should reach this Office not later than 22 May 1940. Governments are asked to furnish, in addition to the credentials, the following particulars for each delegate and adviser: (a) full name; (b) description; (c) address in Geneva (if known); (d) language in which Conference documents should be supplied; (e) permanent address in the home country to which correspondence should be sent after the Conference.

9. In this connection, I would remind you of the various decisions of the Conference and the Governing Body concerning the obligation to send full delegations representing employers and workers as well as Governments. As you are aware, Governments are entitled to send with each of the four delegates (two Government delegates, one Employers' delegate and one Workers' delegate) two technical advisers for each question on the agenda. Until the Conference itself has approved the proposal of the Governing Body to defer consideration of the four questions referred to in paragraph 2 of this letter, those four questions remain formally on the agenda. Governments are therefore at liberty to take advantage of this situation in regard to the inclusion of technical advisers in their delegations, both for the representation of the Governments themselves and for the representation of the employers and workers. This latitude will enable Governments to provide for a sufficient number of persons in the three groups composing their delegations to ensure not only broad and authoritative treatment—whether by a committee or the Conference itself—of the important problem mentioned in paragraph 3 of this letter, but also adequate participation in the work of committees on other matters, which will no doubt include a Selection Committee, a Committee on the Application of Conventions and a Resolutions Committee.

In connection with this question of the composition of delegations, I may also remind you of the observations made in previous letters of convocation concerning the appointment of women as delegates or technical advisers.

10. *Resolutions.* To comply with the Standing Orders, resolutions intended for consideration by the Conference should reach this Office not later than 29 May 1940.

11. In conclusion, I venture to express the hope that, in view of the gravity of the international situation, Governments, by sending fully representative delegations to the Conference, will demonstrate once again their faith in the International Labour Organisation as they have done on several occasions since the outbreak of the crisis. The Governing Body and the Office, for their part, have done all that seemed possible to simplify and facilitate the work of the Conference. Some Governments will no doubt

encounter practical difficulties in arranging for the sending of delegations to the Conference in present circumstances, but I feel sure that they will appreciate to the full the importance of this meeting of the International Labour Conference for the maintenance and continuance of social progress.

I have the honour to be, etc.,

(Signed) John G. WINANT,
Director.

2. Consultation of the Emergency Committee and Telegram informing the Governments of the States Members of the Adjournment of the 26th Session of the International Labour Conference

On 9 May 1940 the Officers of the Governing Body, meeting in Geneva, decided to send the following telegram to the members of the Emergency Committee :

Officers of the Governing Body decided vote of Emergency Committee should be taken by telegram on question of postponement Conference until later in the year. Therefore asking you wire immediately your formal position in order to make official record. In view urgency to inform Governments decision will be made on replies received up to 6 p.m. Friday May tenth. Meeting Governing Body maintained.

WINANT.

Certain members of the Emergency Committee having replied in the affirmative and no negative reply having been received within the period of time indicated, the following telegram was sent to the Governments of the States Members on 11 May 1940 :

In view uncertainty of situation Emergency Committee of Governing Body in the exercise of its special powers has decided postponement of International Labour Conference till later in the year date to be fixed by Governing Body.

WINANT.

Transfer to Canada of the Working Centre of the International Labour Office

I. Communications addressed to the Governments of States Members

1. Telegram dated 17 August 1940 from the Director of the International Labour Office to the Governments of States Members of the International Labour Organisation :

In accordance with policy established by the Governing Body the International Labour Office continued to maintain its essential activities despite the war, but since my last message lack of communication and transportation have isolated Geneva Office more and more from the extra-European Member States. In this situation the Canadian Government has given its agreement to the temporary transfer to Canada of the Office staff indispensable for the continuance of its work. Acting under the emergency powers vested in me I have authorised the transfer of essential staff, subject to final decision of the competent authority of the International Labour Organisation. The address for the staff transferred is " International Labour Office, McGill University, Montreal, Canada " ; telegraphic address, " Interlab Montreal ". In communicating to you this message, which is due to the exceptional situation, I venture to count on the support of your Government.

WINANT, *Director,*
International Labour Office.

2. On 16 November 1940 the Director of the International Labour Office sent a further cable to the States Members of the Organisation confirming that of 17 August, and indicating the programme of activities and of publications which the Office proposed to carry out at Montreal. This cable was as follows :

By telegram 17 August had honour inform your Government that in accordance with policy established by Governing Body to maintain its essential activities despite the war I decided to transfer temporarily to Canada large part of key personnel of Office. Developments since have shown this decision right and timely. After some inevitable interruption during transfer work is now steadily being resumed with necessary adjustment to new circumstances. In view of loss of contributions certain countries expenditure has been curtailed to meet income, and with the continued contribution your Government Office can maintain a balanced budget. As before International Labour Office which still maintains network correspondents in different countries is equipped and ready render technical advice and assistance either in response enquiries or by lending its experts to Member

States on all main social problems including social insurance, safety, employment, labour legislation and inspection and industrial relations, co-operation. Programme publications includes monthly International Labour Review incorporating Industrial and Labour Information, next issue in few days. Information Bulletin I.L.O. Month by Month. I.L.O. and Statistical Year Books. Studies and Reports in all main fields social problems. Study on effects war on social policies to appear December. Am certain International Labour Office can give increasing service and am confident I can rely upon continuation your support. This message sent all Governments.

WINANT, *Director,*
International Labour Office.

II. Communication addressed to the Members of the Governing Body

On 16 November 1940 the Director also sent a telegram to all the members of the Governing Body, as follows :

In 1939 Governing Body unanimously decided International Labour Office should continue function even if war should break out. While it was also decided Office should maintain its activities at Geneva so long as possible, transfer to another centre was also envisaged if necessity should arise. These decisions were confirmed unanimously by Governing Body last February after war had been in progress five months. In May increasing gravity of situation led me envisage practical steps to give effect Governing Body's policy. Circumstances were such that it was impossible hold meeting of Governing Body or of Emergency Committee or even carry out a general consultation of the members of Governing Body. In these circumstances, after such consultations as were possible, I decided to transfer temporarily to Canada with cordial approval Canadian Government large part of key personnel of Office. Developments since have shown this decision right and timely and I hope it will have full approval of members of Governing Body. After some inevitable interruption during transfer, work is now steadily being resumed in premises generously placed at disposal of Office by McGill University, Montreal. In view of loss of contributions certain countries, expenditure has been curtailed to meet income, and with the continued contribution your Government Office can maintain a balanced budget, details of which will be submitted later. As before, International Labour Office which still maintains network correspondents in different countries is equipped and ready render technical advice and assistance, either in response enquiries or by lending its experts to Member States, on all main social problems, including social insurance, safety, employment, labour legislation and inspection, industrial relations, co-operation. Hope consult you shortly concerning possibilities meeting. Programme publications includes monthly International Labour Review incorporating Industrial and Labour Information, next issue in few days. Safety Survey bi-monthly. Legislative Series. I.L.O. and Statistical Year Books. Havana Conference Record. Information Bulletin I.L.O. Month by Month. Studies and Reports in all main fields social problems. Study on effects war on social policies to appear December. Am certain International Labour Office can give increasing service and am confident I can rely upon continuation your support. This message sent all members Governing Body.

WINANT, *Director,*
International Labour Office.

III. Correspondence exchanged between the Swiss Federal Government and the Director of the International Labour Office

1. *Letter from the Swiss Federal Government to the Director of the International Labour Office* (transmitted through the International Labour Office, Geneva).

(Translation)

Berne, 21 August 1940.

Sir,

We have the honour to acknowledge the receipt of your message of 18 August informing us of the temporary transfer to Canada of the staff of the International Labour Office indispensable for the working of the Office.

In taking note of this communication we observe that it effects an appreciable alteration in the arrangements explained to us on 31 July.¹ We shall therefore have to consider whether or not these changes necessitate any action on our part.

We have the honour to be, etc.,

(Signed) Illegible.

2. *Letter from the Head of the Federal Political Department of the Swiss Government to the Director of the International Labour Office* (transmitted through the International Labour Office, Geneva).

(Translation)

Berne, 3 October 1940.

Sir,

On 31 July you were good enough to inform us of the decision you had taken to transfer to the United States certain activities of the International Labour Office.¹

It was understood that this transfer was temporary in character and that it did not involve the question of the seat of the Office, which would continue to have in its service in Geneva a limited number of officials for administrative purposes.

By your telegram of 18 August you informed us that a change had been made in your original plan and that the proposed transfer would be to Canada.

We replied, on 21 August, that your message effected an appreciable change in the plan as it had been explained to us and that we reserved the right to consider whether the changes thus made would require any action on our part.

As we understand that you would not object to assembling the whole staff of the Office in Montreal, with the exception of an agent who would remain in Geneva to maintain relations with the League of Nations and with the Swiss authorities, we think it well to inform you that the carrying out of this intention would encounter no objection from us, since it seems difficult to admit that the responsible heads of the Office should be resident in Canada, a State which is at war, while certain administrative officials remained in Switzerland. Difficulties would be bound to arise and, if we are correctly informed, have already arisen.

¹ *Office note* : This refers to a communication made verbally.

In asking you to assemble the whole staff in Canada we are not raising any question either as to the seat of the International Labour Organisation or as to the membership of Switzerland in the Organisation. The measure suggested would be of a purely practical nature.

We are entirely at your service to facilitate this transfer and to take any measures you might consider desirable to safeguard the buildings and the other interests of the Office in Switzerland during your absence.

Trusting that the proposal we have made will meet with your approval,

We have the honour to be, etc.,

Federal Political Department,
(Signed) PILET-GOLAZ.

3. *Letter from the Director of the International Labour Office to the Head of the Federal Political Department of the Swiss Government.*

(Translation)

Washington, 2 November 1940.

Sir,

I have the honour to acknowledge the receipt on 23 October of your letter of 3 October regarding the position of the officials of the International Labour Office who are at present in Geneva.

Your request that I reassemble in Montreal the entire staff of the Office, with the exception of an agent who would remain in Geneva in order to assure liaison with the League of Nations as well as with the Swiss authorities, raises complex problems of a political and administrative character concerning which, in normal times, the Governing Body would certainly have to be consulted. The French Government asked me, when I informed them of the transfer to Montreal, to maintain the officials of French nationality at the Geneva Office. Aside from this, some arrangements of a permanent nature ought to be made to enable the Office to utilise, so far as possible, the archives and library in Geneva. The suggested change makes necessary, therefore, careful thought as well as consultations.

In the meantime, may I bring to your attention certain practical aspects of this problem. The transfer of a part of the personnel to America, of which Mr. Secretan informed you on 31 July, was carried out in a relatively short time, taking into account the difficulties of transfer and other obstacles which had to be overcome. It was not possible to adjust as promptly all services in Geneva to the new situation. Steps must still be taken by the financial service, staff branch, the distribution of publications and periodical services, for example, in order to complete the series of readjustment measures. This will naturally require time. However, the greater part of the personnel employed in liquidation tasks have been placed on a temporary basis and are no longer a part of the permanent staff.

Moreover, owing to the financial position of the Office, I have recently had to discharge permanent officials of the First Division who were still at the Geneva Office at the time of my departure. There remains in the Office only a small group of officials charged with administrative questions and a liquidation staff composed of temporary officials of lower grade. Several members of the staff who are still in Geneva have been assigned to relations work in their own countries. Some of these have already left; others will leave Switzerland as soon as circumstances permit.

I am therefore happy to inform you that even before I received your communication I had already taken a series of decisions which, as they are carried out, will tend to accomplish the result which you suggest.

I wish to thank you sincerely for your kind offer to take all the steps which seem to me advisable for the safeguarding of the property and other

interests of the Office in Switzerland during my absence. I gratefully note this offer, which will greatly help the representative of the Office, Mr. Jacques Secretan, in the fulfilment of his task.

I am also very grateful for your willingness to facilitate the departure to other countries of members of the staff, and I shall be glad to take advantage of your kind offer if occasion should arise.

Please be assured that I shall do my best to meet the problems that you have brought to my attention.

I have the honour to be, etc.,

(Signed) John G. WINANT.
Director.

IV. Correspondence exchanged between the French Government and the International Labour Office

1. *Telegram addressed by the Minister of Labour, Vichy, to the Director of the International Labour Office (transmitted through the French Consulate General, Geneva, and the International Labour Office, Geneva).*¹

(Translation)

26 August 1940.

Many thanks for your kind communication. I must however make every reservation concerning your decision to transfer a part of the International Labour Office to a belligerent country. In the circumstances I should be obliged if you would consider sending officials of French nationality back to Geneva. Pending their return I should be grateful if you would call their attention to the necessity of abstaining from any manifestation of a public character.

2. *Verbal Communication from the Deputy Director of the International Labour Office to the Minister of Labour, Vichy.*

In accordance with instructions telegraphed by the Deputy Director of the International Labour Office, the following communication was made verbally by Mr. Marius Viple, Chief of the Press and Information Service of the Office, to the Minister of Labour at Vichy, on 13 September 1940:

(Translation)

In reply to your communication of 26 August, Mr. Winant, Director of the International Labour Office, asks me to inform you that officials of French nationality still in service will be attached to the group of the staff maintained in Geneva and will not be asked to go to a belligerent country.

¹ Reply to the cable sent by the Director of the International Labour Office to the Governments of the States Members of the International Labour Organisation mentioned above.

3. *Letter addressed by the Director of the International Labour Office to the Minister of Labour, Vichy.*

Washington, 2 November 1940.

Sir,

By telegram dated 18 August last, I had the honour to communicate to you a message which had been sent the evening before to extra-European Member Governments of the International Labour Organisation concerning the temporary transfer to Canada of a large part of the staff of the Office.

In your answer of 26 August formulating reservations regarding any transfer to the territory of a belligerent country, you requested me to envisage sending back to Geneva the members of the staff of French nationality and, pending their return, to call their attention to the necessity for abstaining from manifestations of a public character.

On 13 September, at Vichy, Mr. Marius Viple transmitted to you on my behalf a verbal communication which I have the honour to confirm as follows :

No official of French nationality on the staff of the International Labour Office has been transferred to Canada. I have therefore not had to consider any recall. Those officials of French nationality whom in spite of budgetary reductions it is possible to retain will be utilised in Europe and outside of Europe in accordance with the needs of our Office. Now, as in the past, they can naturally be sent on missions of long or short duration, detached temporarily for services with our national offices, or entrusted with technical collaboration with Governments which ask the Office for assistance in framing their social legislation.

However, in existing conditions and in order to defer to your wishes, I have decided not to ask them to carry on their work in any belligerent country.

I would also inform you that no official of the staff of French nationality has taken part in any public demonstration.

You will note that the measures which I have adopted give full recognition to your requests and that they have been taken solely with the aim to maintain collaboration with all Member countries and to assure, as far as possible under existing difficulties, the effective functioning of the International Labour Office.

Furthermore, to clarify the position of the French members of the staff as above outlined, I considered having them remain administratively attached to the Geneva Office. A recent proposal of the Swiss Government may, however, affect the situation. By a note of 3 October, received by me 23 October, the Federal Political Department requested that I reassemble in Montreal the entire staff of the Office, with the exception of an agent who would remain in Geneva to assure liaison with the League of Nations as well as with the Swiss authorities. This proposal, which would involve the complete closure of the Geneva Office, naturally raises complex political and administrative problems concerning which, in normal times, the Governing Body would certainly have to be consulted. It necessitates, therefore, careful thought as well as certain consultations.

I have the honour to be, etc.,

(Signed) JOHN G. WINANT,
Director.

V. Declaration by the Director of the International Labour Office

The following declaration ¹ was made by the Director of the International Labour Office, Mr. J. G. Winant, upon the transfer to Canada of the working centre of the I.L.O. :

The International Labour Office has transferred a large part of its key personnel to Montreal for the purpose of rendering better service to its member countries at this time. The work of the Organisation has retained its full importance, and it is essential that the activities of the Office be carried on in a place where communications are assured and where the staff can direct its entire energies to the problems which lie ahead.

Without social justice there is no lasting peace. The I.L.O. is continuing with this conviction in mind. The work of the Organisation has always been based upon the belief that accurate knowledge and informed discussion are essential preliminaries to the formulation of wise social policies. The Organisation is the only official international agency through which Governments, organised labour, and organised employers, work in this way for the realisation of social justice. Its primary objectives remain—

(1) to attain a higher standard of living for the entire working population, with increased production and enlarged and adequately distributed purchasing power ;

(2) to assure employment and to realise a greater degree of social security for the men and women of all countries ;

(3) to perfect a concept of economic and social democracy as a necessary supplement to political democracy.

Today the defence of every country rests ultimately upon the strength of its social structure. It is the duty of the I.L.O. to help to formulate a practical social programme that will assure to the people recognition of their needs and to each member country sound social and economic institutions. The Office will attempt to assemble as complete a documentation as possible for the peoples who will rebuild the social order. The publications of the Office are being resumed ; the research programme is again under way ; plans for conferences, committees, and more general meetings, are being scheduled ; and experts from the Office are rendering services to member Governments. Countries which are at war and countries which are at peace are drawn together in the I.L.O. in the accomplishment of its tasks. We look to the future with determination and undiminished faith.

October 1940.

John G. WINANT.

¹ Previously printed in *International Labour Review*, Vol. XLII, October-November 1940, under the title "The I.L.O. Looks Ahead".

Status and Facilities Accorded to the International Labour Office by the Canadian Government

The Treaties of Peace (Status of the International Labour Office) Order, 1941

The text of this Order, which defines in certain respects the status in Canada of the International Labour Office and its staff, is as follows :

ORDER IN COUNCIL

AT THE GOVERNMENT HOUSE AT OTTAWA

Thursday, the 14th day of August, 1941

Present :

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

Whereas the Secretary of State for External Affairs, with the concurrence of the Minister of Labour, reports,

(1) That by Article 7 of the Covenant of the League of Nations and Article 6 of the Constitution of the International Labour Organisation, the International Labour Office as part of the organisation of the League enjoys diplomatic privileges and immunities ;

(2) That by reason of the ratification of the Treaties of Peace, the provisions of the Covenant of the League of Nations and of the Constitution of the International Labour Organisation constitute obligations of Canada as part of the British Empire towards foreign countries within the meaning of Section 132 of the British North America Act, 1867 ;

(3) That Section 1 of The Treaties of Peace Act, 1919 (10 George V, Chap. 30), empowers the Governor in Council to make such Orders in Council and do such things as appear to him to be necessary for carrying out these Treaties and for giving effect to any of their provisions ;

(4) That with the approval of the Canadian Government, the Director of the International Labour Office has transferred a part of the staff of the International Labour Office to Montreal in order to permit of the continuation of the work of the International Labour Office in present circumstances ; and

(5) That it is therefore desirable to define in certain respects the status in Canada of the International Labour Office and its staff.

Therefore, His Excellency the Governor General in Council, on the recommendation of the Secretary of State for External Affairs, and under and by virtue of The Treaties of Peace Act, 1919, is pleased to order and doth hereby order as follows :

1. This Order may be cited as "The Treaties of Peace (Status of the International Labour Office) Order, 1941".

2. The International Labour Office shall have legal capacity to conclude contracts and to assume and discharge obligations.

3. The International Labour Office shall have the right to sue and be sued, but no suit or other proceeding (other than a proceeding by way of set-off, counter-claim or cross-action) against the International Labour Office shall be entertained by any court without the express consent in writing of the Director of the International Labour Office.

4. The premises occupied by the International Labour Office are inviolable, that is to say, no peace officer, sheriff, bailiff, member of the armed forces, or other public authority of like nature, may enter them, in the exercises of his duties, without the consent of the Director of the International Labour Office.

5. The archives of the International Labour Office are inviolable.

6. (1) The members of the international administrative staff of the International Labour Office shall enjoy immunity from civil and criminal jurisdiction in Canada unless such immunity is waived by the Director of the International Labour Office.

(2) The list of the members of the international administrative staff shall be published from time to time in the *Canada Gazette* by the Secretary of State for External Affairs.

(3) The other members of the staff of the International Labour Office shall enjoy exemption from civil and criminal jurisdiction in Canada in respect of acts performed by them in their official capacity and within the limits of their functions unless such immunity is waived by the Director of the International Labour Office; but they shall be subject to the jurisdiction of the Canadian Courts in respect of acts performed by them in their private capacity.

7. The International Labour Office and all salaries paid by the International Labour Office to permanent members of its staff shall be exempt from all direct taxes imposed by the Parliament or Government of Canada, such as income tax and National Defence Tax.

Provided that this exemption shall not apply to salaries paid to temporary members of the staff, that is to say, members whose contracts of employment with the International Labour Office were made for a period of less than one year.

(Signed) A. D. P. HEENEY,
Clerk of the Privy Council.

Banking and Exchange Transactions

The position of the Office bank accounts in Canada has been defined in formal correspondence between the Secretary of State for External Affairs of Canada and the Acting Director.

The Secretary of State's letter is in the following terms :

Ottawa, 10 October 1941.

Sir,

I have the honour to inform you that the Chairman of the Foreign Exchange Control Board has submitted to me a draft understanding covering the operation of the bank accounts in Canada of the International Labour Office, Montreal, which it is understood has been drawn up by a representative of the Foreign Exchange Control Board, in collaboration with Mr. Wilfred Jenks, Legal Adviser of the International Labour Organisation. This understanding, as submitted by the Chairman of the Foreign Exchange Control Board, is in the following terms :

The Canadian Bank selected by the Director of the International Labour Office is authorised to open, in the name of the International Labour Office, U.S. dollar accounts. No restrictions will be placed on the operation of such accounts. In respect of such accounts, the International Labour Office will be granted all facilities which are or may be enjoyed by non-residents of Canada.

The Canadian Bank selected by the Director of the International Labour Office is authorised to open, in the name of the International Labour Office, Canadian dollar accounts having international status. Credits to such accounts must result from remittances, from the Canadian Government or from the sale of U.S. funds or other currencies freely convertible thereto, to an authorised dealer of the Foreign Exchange Control Board of Canada. The International Labour Office may at any time purchase foreign exchange with sums standing to its credit in such accounts. No restrictions will be placed upon the remittance of such foreign exchange outside Canada.

The funds of the International Labour Organisation in Canada shall not be subject to any embargo or similar restriction.

The International Labour Office undertakes that all transactions involving the purchase or sale of Canadian dollars by the International Labour Office will be handled through an authorised dealer of the Foreign Exchange Control Board of Canada.

The text, as it appears above, is acceptable to the Canadian Government. I should be grateful, therefore, if you would accept this as official notification. If it is acceptable also to the International Labour Organisation, your formal acknowledgment will be taken to constitute an understanding between the Canadian Government and the International Labour Office.

I have the honour to be, etc.,

(Signed) W. L. MACKENZIE KING,
Secretary of State for External Affairs.

The Acting Director's reply is in the following terms :

Montreal, 13 October 1941.

Sir,

I have the honour to acknowledge receipt of your communication of 10 October 1941, stating that the Chairman of the Foreign Exchange Control Board has submitted to you a draft understanding covering the operation of the bank accounts in Canada of the International Labour Office, which was drawn up by a representative of the Foreign Exchange Control Board in collaboration with the Legal Adviser of the International Labour Office. This understanding, as submitted to you by the Chairman of the Foreign Exchange Control Board, is in the following terms :

The Canadian Bank selected by the Director of the International Labour Office is authorised to open, in the name of the International Labour Office, U.S. dollar accounts. No restrictions will be placed on the operation of such accounts. In respect of such accounts, the International Labour Office will be granted all facilities which are or may be enjoyed by non-residents of Canada.

The Canadian Bank selected by the Director of the International Labour Office is authorised to open, in the name of the International Labour Office, Canadian dollar accounts having international status. Credits to such accounts must result from remittances from the Canadian Government or from the sale of U.S. funds or other currencies freely convertible thereto, to an authorised dealer of the Foreign Exchange Control Board of Canada. The International Labour Office may at any time purchase foreign exchange with sums standing to its credit in such accounts. No restrictions will be placed upon the remittance of such foreign exchange outside Canada.

The funds of the International Labour Organisation in Canada shall not be subject to any embargo or similar restriction.

The International Labour Office undertakes that all transactions involving the purchase or sale of Canadian dollars by the International Labour Office will be handled through an authorised dealer of the Foreign Exchange Control Board of Canada.

In your communication of 10 October you indicate that the text, as it appears above, is acceptable to the Canadian Government, and state that, if it is acceptable to the International Labour Organisation, my formal acknowledgment will be taken to constitute an understanding between the Canadian Government and the International Labour Office.

I have the honour to convey to you herewith the requested formal acknowledgment, in virtue whereof, as proposed in your communication of 10 October, the text, as it appears above, constitutes an understanding between the Canadian Government and the International Labour Office.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

Postal and Telegraphic Facilities

The postal facilities which have been accorded are indicated in correspondence from Dr. O. D. Skelton, Under-Secretary of State for External Affairs, which is in the following terms :

Ottawa, 26 September 1940.

I wish to state that I am informed by the Deputy Postmaster General that he has given instructions for the exemption from examination of mail addressed to, or sent by, the International Labour Office or the Director, in Montreal, provided this mail is enclosed in official covers. You will understand that these are the usual instructions given in the case of Foreign Legations in Canada.

(Signed) O. D. SKELTON,
*Under-Secretary of State
for External Affairs.*

Ottawa, 3 October 1940.

It is understood that the official envelopes and wrappings of the International Labour Office will not be used by members of the staff for personal mail, as such mail remains liable to censorship, and that all due precautions will be taken to prevent International Labour Office stationery, envelopes and wrappings from falling into unauthorised hands.

(Signed) O. D. SKELTON,
*Under-Secretary of State
for External Affairs.*

The telegraphic facilities which have been accorded are indicated in the following letter from the Under-Secretary of State for External Affairs :

Ottawa, 19 August 1940.

Dear Mr. Winant,

I wish to inform you that authorisation has been given for the use of the cable and telegraphic address "Interlab Montreal" by the International Labour Office for official communications. Arrangements for the registration of this address have been made and the competent authorities in Canada and in the United Kingdom are being informed.

Arrangements are also being made for the passage through the Canadian Censorship of official telegrams of the International Labour Office, whether in clear or in code. The Censor is being instructed to pass all incoming telegrams. With regard to outgoing, the same privileges will be allowed yourself, as Director, as are accorded to the heads of diplomatic missions in Canada. For the exercise of these privileges you should name one or more franking officers, presumably yourself and an officer of senior rank as your deputy. The signature of each outgoing telegram by a franking officer is taken as certification that the message may properly be sent out by the telegraph company without reference to the Censor.

If you will kindly supply me with three specimen signatures (on separate sheets of paper) of your franking officers, I shall forward them to the Chief Telegraph Censor and the above arrangement will be put into effect at once....

Yours faithfully,

(Signed) O. D. SKELTON,
Under-Secretary of State
for External Affairs.

Passport Facilities

The Canadian Government has made arrangements regarding passports which enable the members of the staff to enter and leave Canada freely in the discharge of their duties. Senior officers have been granted permanent diplomatic visas good for all journeys to Canada so long as they retain in Canada their positions as senior officers of the Organisation. Other members of the staff have been granted permanent special visas good for all journeys to Canada so long as they retain in Canada their positions on the staff.

Customs Facilities

The Director was informed by letter of 10 September 1940 from the Under-Secretary of State for External Affairs that it had been decided that "as regards matters of customs and customs duties, the position of the International Labour Office in Canada is analogous to that of a foreign legation". Under the item of the Canadian Customs Tariff (Item 706) which is applicable in virtue of this decision, articles for official use may be imported free of duty and taxes.

Resignation of Mr. John G. Winant, Director of the International Labour Office

In February 1941, Mr. Winant, having decided to accept the post of Ambassador of the United States of America in London, addressed the following letter to the Chairman of the Governing Body :

Montreal, 13 February 1941.

Dear Mr. Chairman,

This is to tender you my resignation, effective as from 15 February 1941. When I accepted the directorship of the International Labour Office the Western World was at peace. The working centre of the Office was in Geneva, Switzerland.

Since then war has spread over Europe. In order to continue useful service to Member States, it was necessary to transfer a large part of Office activities to the Americas.

The Office has been effectively established in Montreal, Canada. The Canadian Government has granted us diplomatic status and McGill University has offered facilities for the new quarters. Work has been resumed. The reserve funds of the Organisation have been protected. The budget for the present year has been approved by a majority of the Governing Body. The decisions which have been taken have been endorsed by the supporting States. From a practical standpoint the transfer has been completed.

In the situation which confronts us today, the future of the Organisation is involved in the maintenance of the free nations. The achievement of the objectives of the Organisation depends upon the success of these nations in preserving their institutions and their way of life.

The services of the Director, as well as of many members of the staff, have necessarily been affected by this situation. I have been asked by the President of the United States to accept the Ambassadorship to Great Britain. Believing this to be my duty, I must leave the Office which for more than two years has engaged my time and loyalty and in which I have the deepest interest. My confidence in the Organisation and its ability to serve mankind has been deepened in this critical period. I hope that I may continue to be useful to it.

I wish to thank you and the other members of the Governing Body, as well as my co-workers of the staff of the Office, for your extraordinary efforts in these years of crisis and to thank you and them personally for your tireless energy and for your devoted support in promoting the objectives of the International Labour Organisation.

For your kindness to me personally I shall always be grateful.

Sincerely,

(Signed) John G. WINANT.

The reply of the Chairman was as follows :

New York City, 15 February 1941.

Dear Mr. Winant,

I have your letter of February 13th tendering your resignation as Director of the International Labour Office, effective February 15th, in order to permit your acceptance of the United States Ambassadorship to Great Britain. I communicated the substance of your letter to the members of the Governing Body by telegram on February 14th.

I received your resignation with a deep sense of the loss it brings to the Office and to all those who have had the privilege of working with you. When you first spoke to us after your election as Director, you said that you believed with those who built the Organisation that social justice was essential to peace, and that to prove this faith by work was the highest statesmanship. A week ago, in your last public address as Director, you said it was the duty of every citizen to see to it that no opportunity should be lost for enlarging the social content of democracy. Everything you have done in the service of the Organisation has been true to this spirit and this tradition. All who have worked with you, therefore, know that it is to serve these same purposes—at a time of challenge to the democratic principles on which the Organisation's work is based—that you feel it your duty to undertake the new responsibilities to which you have been called by the President of the United States.

In accepting your resignation on behalf of the Governing Body, I am sure that all its members wish me to express to you their warm appreciation of the courage, foresight and devotion with which you have carried the Office through the most difficult period in its history. They will welcome the expression of your continuing interest. They share your "confidence in the Organisation and its ability to serve mankind".

May I add my best wishes as you go. I shall miss you personally more than I can easily say.

Sincerely,

(Signed) Carter GOODRICH,
Chairman of the Governing Body of
the International Labour Office.

Mr. Winant's resignation was announced to members of the Governing Body and to the Governments of Members of the Organisation by the Chairman in the following letter :

New York City, 19 February 1941.

Sir,

I have the honour to transmit to you a letter from Mr. John G. Winant, dated February 13, 1941, tendering his resignation as Director of the International Labour Office, and my reply dated February 15, 1941, accepting that resignation.

As from February 16, Mr. E. J. Phelan has taken over the responsibility of directing the continued functioning of the Office as Acting Director until such time as the Governing Body appoints a Director under Article 8 of the Constitution of the International Labour Organisation. For him, and for the Organisation, I ask your fullest co-operation and support.

I have the honour to be, etc.,

(Signed) Carter GOODRICH,
Chairman of the Governing Body of
the International Labour Office.

On 15 February 1941, Mr. Phelan addressed to the Governments of the Members of the Organisation the following telegram :

Chairman Governing Body has accepted Winant's resignation from position Director International Labour Office with effect from fifteenth February 1941. In letter of resignation Winant who has been appointed American Ambassador London reaffirms faith in continued ability of Organisation to serve mankind. In assuming responsibilities Directorship I.L.O. until Governing Body appoints new Director in accordance Article 8 of Constitution am confident will receive assurance full support yourself and your Government in maintaining activities and prestige of Organisation in accordance with Constitution and fulfilment policy laid down by Governing Body and applied by Winant and predecessors. This telegram sent all Governments.

PHELAN.

A telegram in similar terms was despatched to the members of the Governing Body.

Acknowledgments of this telegram were received from 33 Governments. The following Governments took the occasion to reaffirm officially their support of the Organisation and their intention to collaborate with it :

Argentine	China	India	Poland
Republic	Cuba	Iraq	Turkey
Australia	Dominican	Ireland	Union of
Belgium	Republic	Luxembourg	South Africa
Bolivia	Ecuador	Mexico	United States
Brazil	Egypt	Netherlands	of America
Canada	Great Britain	New Zealand	Venezuela
Chile	Greece	Panama	

Similar messages were received from members and deputy members of the Governing Body.

A Report to the Governments, Employers and Workers of Member States of the International Labour Organisation

by

John G. Winant

Montreal, 14 February 1941.

I

When I accepted the Directorship of the International Labour Office, I stated that I had once expected to serve peoples nearer home. I undertook the responsibilities of Directorship because I believed that peace was the paramount issue before the peoples of the world and that no peace could endure unless it had its roots in social justice. Today, with the Office established on the American Continent, I find myself obliged to relinquish this charge and to cross the ocean once again, this time in order to serve as ambassador, at the request of the President of the United States, in a country where the age-old struggle for democracy has reached a climax.

I offer my resignation with regret. I still believe that social and economic policy must be shaped by the friendly co-operation of the peoples of all free nations. I believe that any peace must be based upon social justice. I believe that the International Labour Organisation remains a powerful weapon in the present juncture of world history and an indispensable weapon in preparing for the future.

Before I leave the Organisation, I should like to give to you—to the Governments, employers and workers of the countries which make up its membership—an account of my Directorship. The I.L.O. is your Organisation. Its record during the war period is of direct interest to you; its welfare is your concern. This statement is in no way complete. Its purpose is to place before you briefly some of the more important aspects of emergency planning in the International Labour Organisation.

II

The outbreak of war found the International Labour Organisation prepared to continue its work and to carry out its constitutional obligations. The Governing Body of the

International Labour Office had carefully planned ahead to assure the continuance of the Organisation in the event of war. Decisions which had to be made, however, far exceeded in gravity eventualities which had been foreseen. Many decisions had to be made quickly without all the formal consultations which would have been customary in more normal times, and they have had to be based primarily upon the practical necessities of a rapidly changing European situation. For these reasons a short account of what has been done is both necessary and useful.

Before the outbreak of war in September 1939, considerable discussion had taken place as to the future of the International Labour Organisation in case of actual hostilities and plans had been made which became effective after war was declared. In October 1938, the Governing Body, meeting under the threat of a war postponed by Munich, discussed the policies and functions of the International Labour Organisation in a period of prolonged crisis or war. An Emergency Committee of the Governing Body, appointed in February 1939, made plans for emergency operation. Finally, an official statement regarding the policy of the Organisation in the event of war, prepared by the Emergency Committee, was adopted unanimously by the Governing Body in June 1939, and was distributed to delegates at the 1939 Session of the International Labour Conference¹; many of the speakers accepted this policy in the course of the Conference debates. The statement was also communicated to Member States and approved in replies received from 37 Governments. The statement in question set forth two principles of far-reaching significance: first, that the International Labour Organisation must continue to function as effectively and as completely as possible in case of war; and second, that the continued existence of the Organisation as an instrument of co-operation between Governments, employers and workers would be of unusual importance in such circumstances. As a result, when war actually occurred, this major decision of policy had been taken, and in addition a number of the practical steps necessary for its execution had been considered in some detail.

The question of the exercise of the powers of the Governing Body in time of emergency was referred (in October 1938) to the Officers of the Governing Body.² On the basis of a report

¹ See above p. 3: The Policy of the International Labour Organisation in the Event of an Acute International Crisis.

² The Assembly of the League of Nations had passed a resolution in September 1938 providing that "until the next ordinary session of the Assembly, the Secretary-General and, as regards the International Labour Organisation, the Director of the International Labour Office, acting with the approval of the Supervisory Commission, which may take all decisions by a majority vote, shall have power in their discretion to take any exceptional administrative or financial measures or decisions which appear necessary (including the amendment of administrative or financial regula-

[Footnote continued overleaf.]

by them, the Governing Body decided unanimously, in February 1939, to appoint an Emergency Committee from its membership¹, which, while maintaining the tripartite and representative character of the Governing Body, could meet more rapidly and more easily in time of crisis than the larger group with a more scattered membership. If even this Committee could not meet, it was decided that the Officers of the Governing Body could take any immediately necessary decisions.

Three meetings of the Emergency Committee were held before the outbreak of war to discuss practical arrangements for the functioning of the International Labour Office in case of war. On the recommendation of the Committee, the Governing Body decided in June 1939 that the Office must remain in Geneva until operation there proved impossible, although this "would not, of course, exclude the possibility of such a distribution of its activities as would assure the maintenance of the work of the Office and facilitate collaboration between the Office and the Members of the Organisation". The Emergency Committee also gave consideration to what should be done if it proved impossible for the Office to continue to operate effectively from Geneva. Various hypotheses were put forward on which it would be advisable to establish a working centre of the Office outside Geneva. After discussion, it was decided unanimously to authorise the Director to accept, in case of an emergency forcing evacuation from Geneva at short notice, an invitation of the French Government to move into French territory, where the Government would provide necessary facilities. The Committee decided, however, not to make any public announcement of this decision at that time.

Finally, the Emergency Committee summarised the purposes for which the International Labour Organisation was to maintain its activities so far as it might prove practicable in wartime. In the first place, "the continued participation of as many States as possible in an active International Labour Organisation would serve to preserve and perhaps to develop the technique and habit of international collaboration which might otherwise be lost and which would appear to furnish the only possible basis on which to build up a solid and enduring peace". War would bring new and acute problems: it would lead to an intensification of social and labour problems

tions), and such measures and decisions shall have the same force and effect as if they had been taken by the Assembly". This resolution, which was limited to administrative and financial measures, did not affect the constitutional position of the Director *vis-à-vis* the Governing Body. It simply meant that without his consent any financial or administrative measures taken by the League under these emergency powers could not affect the International Labour Organisation.

¹ Consisting of 4 Government representatives, 2 members chosen from the Workers' group, and 2 from the Employers' group.

in some areas, and in some countries it would speed the formulation and application of social legislation. The Organisation must be in a position to work concretely in specific fields and to offer its experience as a guide in such a critical period of social history. Moreover, "its continued existence as an instrument of co-operation between Governments, employers and workers would... be of the highest value.... No one who is conscious of the acuteness of the social problems which another war, whatever its result, would inevitably bring in its train, can contemplate without the gravest disquiet any diminution in the influence of the Organisation as an instrument of co-operation between Governments, employers and employed during the difficult period that is likely to follow immediately upon the termination of hostilities." These purposes, as stated by the Emergency Committee in its second report, were approved by the Governing Body. They are the purposes which I, as Director of the Office, have kept constantly in mind.

War broke out on 1 September 1939. The powers delegated to the Emergency Committee and to the Officers of the Governing Body came into operation by declaration of the Chairman of that Body. A meeting of the Emergency Committee in Geneva on 20 September marked the beginning of the second phase of the Committee's work—namely, the general supervision of the activities of the International Labour Organisation under war conditions.

Adaptation of the programme of work of the Office to war requirements was a gradual and continuous process; it was impossible to lay down a long-term and detailed programme in advance of the actual appearance of the new and rapidly changing social problems of wartime. In September, and more fully in October, the Emergency Committee discussed reports of the Office outlining some of the major questions which the Office proposed to study with particular attention during the first months of war.¹ These discussions were a convincing proof of the living qualities of the International Labour Organisation. Since the Organisation, by bringing together workers', employers' and Government representatives, was, according to Mr. Jouhaux, "the expression of a particular civilisation whose life and continuance were dependent on the result of the present struggle", the Committee considered that it was the duty of the Organisation to help to find new social formulas for the establishment of a lasting peace based on universal wellbeing. The Emergency Committee recommended that the Office, for its part, should continue to serve as a world centre both for the comparison and analysis of

¹ The reports proposed, *inter alia*, analysis of war problems of employment market organisation, wages and hours of work in wartime, living costs and nutritional standards, and the adaptation of social insurance to changed social needs.

wartime experience with social problems and in necessary preparations for eventual readjustment to peace economy.

The Emergency Committee had pointed out, before the war, that in countries relatively distant from the actual scene of conflict, industrial life, although affected by the war, would be carried on more or less as usual, at least in the early stages of the war; and that these countries would be entitled to expect that the International Labour Organisation would continue its normal services to them. Consequently, the second regional Conference of American countries met, as had been planned, in Havana (Cuba) at the end of November 1939.¹ This provided the opportunity for continuing the tripartite collaboration on social problems common to the Americas which had been begun so well at Santiago in 1936. Constructive work was accomplished in the field of social insurance, regarding principles for the employment of women and young people, and in connection with migration problems in the new international situation. Moreover, a meeting of the American members of the Permanent Agricultural Committee of the Office was held at the same time to discuss the effect of the war on American agricultural problems and the extension of social security to agricultural workers of the American countries. The Conference kept regional problems within the framework of international action. The Declaration of Havana emphasised the wish of the delegates that the International Labour Organisation should serve as a social liaison agency between American countries and democratic European nations, and their conviction that the Organisation had "an essential part to play in building up a stable international peace based upon co-operation in pursuit of social justice for all peoples everywhere". To this end delegates pledged "the unwavering support of the Governments and peoples of the American Continent for the continuance with unimpaired vigour of the efforts of the International Labour Organisation...". One of the resolutions of the Conference urged that, if the annual Conference could not be held in Geneva, it should be held somewhere in the American hemisphere; this resolution forms an important link in the chain of decisions which may result in the calling of a session of the International Labour Conference in an American country, as soon as this is practicable.

In February 1940, a meeting of the Governing Body was held in Geneva²—the first since war had occurred and the last which it has been possible to hold there up to the present. The significance of the meeting was threefold: the Governing Body reaffirmed the will of the membership that the Organisation should continue to function effectively in the war situation; it approved a programme of work for the Office; and

¹ See above, pp. 9-56.

² See above, pp. 57-63.

the meeting made possible a substantial interchange of opinion among a tripartite group made up of nationals of both non-aggressor belligerent and neutral countries, and led to the development of a large measure of agreement on social policy and of mutual understanding. The Governing Body decided to replace the previous agenda of the June session of the International Labour Conference by a discussion of "Methods of Collaboration between Public Authorities and Employers' and Workers' Organisations", in addition to the customary debate on the Director's Report to the Conference; and the Office was instructed to prepare the necessary reports as a basis for discussion. It was realised when these decisions were taken that their execution would depend on the future course of the war. A clear reservation to that effect was made by the Governing Body. The Office continued to carry out this mandate, however, as long as it was possible.

Spring brought new tensions in Europe, culminating in the invasion of the Scandinavian countries and, a little later, of the Low Countries and of France. I postponed a visit to various South American countries in order to remain in close touch with European developments. As the crisis became more serious, the Officers of the Governing Body met with me frequently, discussing the many problems presented to the Organisation as a result of the turn of the war.

On the night of 9 May, they decided to send to members of the Emergency Committee a telegram asking their approval by the next day, of the postponement of the Conference until later in the year.¹ On the morning of 10 May, the invasion of the Low Countries began and it was clearly impossible to hold a Conference in Geneva in June. Consequently, and since no unfavourable replies had been received to the communication of the preceding day, a telegram was sent to all Governments announcing the decision of the Emergency Committee to postpone the Conference.¹

The general position became more precarious within the next weeks. The June Governing Body meeting had to be postponed. A meeting of the Migration Committee was cancelled. Plans were made for the immediate evacuation of the Geneva Office in case of necessity. The official policy, however, was that the Office would continue to function from Geneva in accordance with previous decisions of the Governing Body unless and until this became impossible. Even during a period in which it was essential to perfect plans for possible evacuation from Geneva, attention continued to be paid to analysis of ways in which the machinery of the Organisation might be of practical use in the spreading war. Might it not, for example, be able to give technical help in the organisation of refugee re-employment? Might it not be of use to special committees

¹ See above, p. 66.

dealing with war social problems ? Might it not eventually be an instrument through which the social objectives of the democratic countries at war could be discussed and clarified ?

These and similar questions could be answered only after consultation with various members of the Governing Body and with the Governments of France and Great Britain—the two countries most directly concerned. Communication by letter was slow, by telegram unsatisfactory, and by telephone difficult and uncertain. I decided, therefore, to make an official visit to Paris and London. After useful conversations in both capitals, I obtained renewed assurances of support from the two Governments, and from employers and workers of those countries, for the general emergency policies of the International Labour Organisation, and their concrete suggestions for the future activities of the Organisation.

Very soon after my return to Geneva, Swiss territory was almost completely surrounded by German occupation forces, and it became increasingly difficult to envisage the continuance in Geneva of a democratic international organisation which depended for its effectiveness upon regular communications with its Member countries. It was vital that the Organisation should retain complete freedom of speech and action, but it would have been a poor return for the hospitality afforded by the Swiss Government and people during so many years to have added to the difficulties of their position by attempting to exercise these freedoms on Swiss soil.¹ It was obvious that contacts of all kinds with many of the Member States of the Organisation were cut off entirely, while others were so irregular as to be ineffective. It was my clear duty to avoid all danger that the International Labour Organisation, the repository of the traditions of a worldwide effort at tripartite international co-operation to promote social justice, should become the tool of political forces which would have attempted to use it as a mask for policies of domination rather than as a spearhead of social and economic freedom.

It was necessary, therefore, to establish a working centre outside Geneva and to transfer to it the staff required in order to carry out obligations to Member countries and to render useful service.

Consultations were undertaken, in so far as consultations were possible at this time. Some of these were necessarily informal because, even in discussions with the Officers of the Governing Body, all three members could not meet together at the same time. Preliminary negotiations were entered into

¹ As early as the beginning of May, the Swiss Government wrote to the Director as follows : " Having considered the situation created in Switzerland by the convocation of the Labour Conference at the present time, the Federal Council wishes to let you know that in its opinion the discussions should be strictly limited to the questions on the agenda and that any political discussion should be avoided". (Letter of the Swiss Federal Council, 3 May 1940.)

with a view to finding a suitable location for such a working centre. Primarily in order to hasten these negotiations to a successful conclusion, and also in order to consult various Governments in more detail, I left Switzerland early in July. In August, the Canadian Government officially indicated its willingness that the Office should transfer temporarily to the Dominion the personnel necessary to carry on its services. Montreal was chosen as the most suitable and convenient location for the new quarters, and McGill University very generously agreed to provide the necessary office accommodation and library facilities.

The next problem—and one which assumed increasing urgency as the days passed—was the actual transfer of Office staff from Geneva to Montreal. The solution of this question was greatly complicated by general conditions of transport in western Europe and by difficulties in obtaining the necessary visas. But gradually some 40 members of the staff of 18 different nationalities were brought over to America to continue their work ; another group remained in Geneva to complete arrangements there ; and other members returned to their own countries as national correspondents or were attached to Branch Offices to supply from there material on social questions of interest to the Office. The international civil service thus retains a valuable nucleus ; and I cannot pay too high a tribute to the loyalty of the staff to the principles of the Organisation in the face of many complex difficulties.¹

Governments of Member States were immediately notified that the Director, in accordance with emergency powers vested in him, had issued instructions for the temporary transfer of Office personnel to Canada ; and replies from the Governments indicated their consent to the decision, although France and Switzerland made some reservations (the former as to the transfer to belligerent territory of French nationals working on the staff, and the latter as to the future position of services of the Office remaining in Geneva) and one or two Governments, approving the move, requested further details, particularly as regards plans for the future. These details were furnished to all Governments and to members of the Governing Body by cable of a later date.

Work in the Montreal centre is now well begun. The *International Labour Review* (incorporating *Industrial and Labour Information*) is appearing regularly. Other Office publications are in preparation and some have been issued. Research work has been resumed. The Office has already received many requests from the Governments of Member countries for technical assistance in the development of social legislation or in the formulation and application of social policy

¹ Those whom I was not able to retain in the service of the Office were given the choice of suspension or resignation with indemnities.

under present conditions. Regional co-operation among American countries was continued with a meeting in Peru in December 1940 (attended by the heads of social security agencies and specially accredited diplomatic representatives of ten American countries) at which the Inter-American Committee to Forward Social Security was set up under the aegis of the International Labour Office to promote systems of social security for the American peoples. Gradually the various elements of the programme of the Office have been adjusted to new circumstances ; but I do not minimise the difficulties of readjustment or the problems involved in attempting to continue our work with a staff which is but one fifth the size of the former Geneva staff. The budget is planned and reserves, though dangerously small, are adequate to carry the Office through this next year, provided Member States of the Organisation carry out their promises of support.¹

This record is but a brief indication of the extent to which the Organisation has been affected by the cataclysmic year through which we have just passed. It is enough to show the direct dependence of the International Labour Organisation on the world in which it exists and works. This, to me, is the most convincing proof of its vitality. We are not and could not be a cloistered organisation concerned with unworldly and abstract problems. We are and must remain an integral part of the world of today. We take a certain pride in our difficulties of the past year, for we have shared them with the democratic peoples. We take an even greater pride in being able, once again, to serve the democratic peoples who will rebuild the social order of tomorrow.

Although, as Director, I was called upon to take decisions which could not have been foreseen, I feel that I have acted in the spirit in which the Organisation was founded ; and I hope that the decisions which have been taken meet with the approval of the Governments and of the workers' and employers' associations of Member countries. For I believe, as all of you believe, that the future lies with the cause of democracy, that the cause of democracy is the cause of social justice, and that the International Labour Organisation has an essential part to play in building the foundations for a peace based on social and economic freedom.

III

The history of the world has been a chronicle of rapid change since the outbreak of war. Some of this change I have seen ; much of it I have followed closely. I have seen the sudden scourge of war fall upon the peoples of many democratic lands,

¹ Owing to foresight and to the co-operation of Member Governments, no money has been lost or frozen.

unafraid but unprepared. I have seen war strike the humblest homes of democracy. I know the social cost and sacrifice of these last years. Yet I leave my service in the International Labour Office with unshaken conviction that, in the years to come, social justice must exist for all peoples everywhere.

Despite the tragedies which have occurred, interest in social problems and in social objectives has not appreciably slackened. The problems have lost none of their urgency and the objectives none of their ultimate importance. This is true throughout the free countries of the world, and not least in nations now fighting for their independent existence. The war is a war of and for social principles. It is significant for the future that this continued and expanding interest in social advance is the keynote of the social world of today.

Against a rapidly changing background, economic activity throughout the world has become increasingly dominated by actual war and by anticipation of its spread. On the one hand, National-Socialist plans for the "new order" in Europe have taken concrete form, shaping the economies of countries occupied or directly influenced by Germany. Under this order, Germany would be in a privileged position, with the production and trade of the rest of Europe subordinate to those of the Reich in such manner as to maximise Germany's national income. Japan has co-ordinated its policy with that of Germany, proclaiming the inauguration of a generally similar "new order" in the Far East. On the other hand, the war period has witnessed far-reaching efforts by belligerent democracies to mobilise their economic strength for war without sacrificing the essentials of democratic organisation. Problems of plant use and capacity, of labour supply, of production for export, of army and civilian needs, of exchange control, of Government supervision and direct intervention in the interests both of efficiency and of national welfare—these and many other questions had to be faced and solved in the building of an effective war economy. Finally, the adaptation of the economies of neutral countries to the repercussions of war has been a gradual and complicated process, varying greatly from country to country. The United States has steadily been organising its production machinery and its labour supply for war and national defence purposes and is becoming the "arsenal of democracy". In many of the countries of Latin America, the war has caused sharp interruptions in trade and has stimulated national and regional efforts towards industrialisation and increased diversification of the economic structure. The U.S.S.R., though endeavouring to isolate itself from the conflict of fascism and democracy, adapted its economy to war conditions, diverting productive resources to military preparations essential for national defence, with a policy dictated primarily by self-interest. Little by little, the tentacles of war extended into the economic life of every

country, no matter how far distant from areas of active conflict.

This has necessarily affected social advance in all parts of the world ; war has gradually become the dominant factor in social change. In countries far from the centre of disturbance, principles of social welfare which have become an established part of the charter of rights of workers in the overwhelming majority of nations were extended in new directions and on a wider scale despite the fact of war ; but many of these same countries have been grappling with difficult unemployment problems resultant from trade dislocations. In countries nearer to the scene of conflict, the immediate effect of war was largely to reverse the trend of social advance and to suspend many measures intended to protect workers from exploitation and to guarantee them certain minimum standards. Yet there have been, in recent months, encouraging indications of a more widespread recognition of the necessity to preserve and to enforce tried social legislation in order to hold to a minimum the human wear and tear of war. A few countries have returned, after initial periods of adjustment, to standards effective in the near-war period preceding the actual outbreak of hostilities, with modifications only where necessary to meet specific war requirements ; others, although unable to re-attain near-war standards because of urgent war pressure, have managed to avoid the extremes which characterised the early months of war. Efforts are being made, in belligerent and neutral countries alike, to extend health measures, safety precautions and social security legislation, as an integral part of national defence programmes. In some instances, the course of social change has closely paralleled that during the last world war, while in others experience during that period has been used to avoid repetition of errors.

These economic and social developments will be analysed in a report prepared for discussion at the next session of the International Labour Conference. An exchange of views on this report by a tripartite group of delegates from many different countries will be of great value ; for these developments provide the setting in which the International Labour Organisation has carried forward its work and in which achievement must be weighed. Without entering into any detail, since that is not the purpose of the present report, I should like to record several conclusions, drawn from experience during the last years, which seem to me to be of importance for democracy as a whole and for labour.

In the first place, it is clear that the democracies cannot survive unless they can achieve effective co-operation between Governments and organisations of employers and workers. The positive value of such co-operation has been cogently demonstrated in Great Britain, where, with every deepening of national emergency, the principles and practices of res-

possible collaboration have been extended and intensified. In this fact lies much of the strength and unity of purpose of the British people today. In the acceptance and further development of such co-operation lies much of the force of democracy everywhere.

In the second place, it is equally clear that divisions within the ranks of the workers greatly aided the spread of fascism over Europe. A labour movement torn by internal strife is in no condition to meet effectively the carefully organised and unified attacks of fascism, whether from within or from without.

Finally, it may not seem amiss for me to urge caution upon the many who have already claimed the authority to attribute causes and responsibility for events which have swept us in untoward directions. Many people blame the social policy of recent years for the disasters which overtook France. These people have sometimes mixed cause and effect. They have not paused to measure the havoc and confusion wrought by the reversal of that policy before the outbreak of war. I wish to bear testimony from close observation to the fact that the Government and workers of France were as quick as any of us to see the necessity to sacrifice social progress in a nation of 40,000,000 while a neighbour nation of 80,000,000 aggressively armed itself for war. But more important still, I wish to sound a warning of the danger in this tendency to blame workers' organisations for inefficiencies of national economic organisation and for military failures. To do this is to read the past incorrectly and to discourage the very groups which must play an increasingly responsible part in stabilising a disturbed economy. To do this is to blind ourselves to the necessity of a sound social structure and a united and alert citizenry as essentials in the defence of democracy.

We know today very little of what the future holds ; but the course of events so far during the war shows that we are living in a period not only of tragedy but also of opportunity. The door has closed on the pre-war world. When war is done, the peoples of all free nations, working together, will rebuild democracy more in their own likeness than it has been in the past. This much we know, for arms shall not be laid down in vain. What, then, is to be the foundation of the stronger democracy of the future ? How can we help to draft a charter of social rights in a radically changed and rapidly changing world ?

It is wise, in thinking towards the future, to look briefly towards the past. In the interval between world wars, amid mounting economic and social unrest, a conviction became more widespread that the world belongs to the common people. Groups, national organisations and even Governments came into being to translate this conviction into practical action and to render service in the interests of the general welfare.

The industrial worker, in his trade union, came nearer to the farmer, the farm tenant, and the farm labourer, to the white-collar worker, to the professional technician and manager, to the student, to the civil servant, with a steady interlocking of social interest and an ever-widening area of social concern.

These people have realised to how small an extent the plain men of the world have had a share in national and international responsibilities and in the practices of free collaboration which are essential to a democratic way of life. They have seen, particularly during the last decade, the unbelievable gap between the world's capacity to produce and to consume and actual standards of production and consumption. They have seen that this wastage of much-needed resources was the inevitable result of inefficient economic and social organisation, international as well as national. Many have known hunger, want and insecurity in a land of plenty.

The cornerstone of the future, at least, is already apparent from the mistakes of the past. Political democracy must be broadened to include economic stability and social security. The waste of resources which has been effectively eliminated in time of war must not be allowed to return once peace has come. An unemployed or poorly employed citizenry is no basis for winning the peace. Even though, at a moment when the survival of democracy is in the balance, priority of production, energy and will must be granted to the waging of the war itself, we must not lose sight of this conclusion from the past. No opportunity to enlarge the social content of democracy must be lost. No opportunity to strengthen the fundamental social and civil rights of the great majority of citizens must be neglected. No opportunity to wipe out the want and the hopelessness of the pre-war period must be ignored. This is not only prudent national defence, it is the tradition of democratic freedom. Let us work together to make it the practice of freedom in all walks of life and in all fields of work.

Within the limits of its competence and because of its co-ordination of world experience in the social field, the International Labour Organisation can help to strengthen the fabric of democracy. Today, when the very existence of democracy depends upon the attainment of national unity by consent of the governed, the tradition and experience of free collaboration which are essential to every principle and every practice of the work of the I.L.O. can make an outstanding contribution to the mobilisation of the full strength of democracy. The machinery of the Organisation can be useful in helping to adapt existing social standards to war needs and to appraise hastily improvised methods of meeting war strains on the economic and social structure. By bringing together representatives of industry, of labour, and of Governments, the Organisation may help to clarify social objectives during

the difficult months to come. When the chance to remake peace arrives, we must be far more ready than we were at the end of the last war. Social and economic problems will necessarily be in the foreground of attention, and their solution demands careful technical preparation as well as co-operation among dominant economic and social groups and among Governments. In this all-important field, therefore, the International Labour Organisation can contribute its experience and its tripartite machinery and help to point the way towards the social justice which must underly enduring peace. The Organisation can help to plan for an orderly and socially desirable demobilisation of war and defence industry and of military forces. While it is not likely that many additions can be made in wartime to the International Labour Code of the past twenty years, we can now start to think ahead to the basic principles which must be included in a revised Code for the years to follow the war.

I have been with the International Labour Organisation for only a brief part of its useful existence. I am leaving the Office now, after having lived with it through difficult years; but I leave it in the capable and experienced hands of the Deputy Director, Mr. Edward J. Phelan, pending action by the Governing Body.

During my service as Director, short though it has been, I have known the strength of the I.L.O., the great strength of democracy, and its weakness, the human weakness of democracy. I move into my new field of service with undiminished confidence in the ability of the Organisation to continue to serve mankind in this critical period. I hope that I, personally, may have opportunity to assist in this task. I leave the International Labour Organisation in your hands—those of the Governments, the employers and the workers of the free democratic countries of the world. It is your instrument for orderly social change. As you use it, it will become strong. It lives in the movement of your opinion and in your faith. It is armed with your courage and your conviction. With God's will and a just cause, you will not fail.

90th Session of the Governing Body of the International Labour Office

The 90th Session of the Governing Body of the International Labour Office was held at Columbia University, New York, on 25 and 29 October and 5 November 1941, under the chairmanship of Mr. Goodrich.

The agenda was as follows :

1. Report of the Acting Director.
2. Report of the Finance Committee.
3. Questions arising out of the resignation of the Director.
4. Arrangements for the forthcoming Conference of the International Labour Organisation.
5. Record of the Second Labour Conference of American States Members of the International Labour Organisation (Havana, November 1939).
6. Programme of work and publications of the Office for 1941-1942.
7. Inter-American Committee to promote social security.
8. Arrangements for, and agenda of, the next session of the International Labour Conference.
9. Matters which would have come before the session of the Governing Body intended to be held in June 1940 :
 - (a) Report of the Committee of Experts on the Application of Conventions ;
 - (b) Approval of forms for annual reports on the application of various Conventions ;
 - (c) Report of the Committee on Periodical Reports : Ten-yearly report on the working of the Minimum Wage-Fixing Machinery Convention, 1928 (No. 26) ;
 - (d) Proposal to revise the Fee-Charging Employment Agencies Convention, 1933 (No. 34) ;
 - (e) Effect to be given to certain Resolutions adopted by the 25th Session of the Conference ;
 - (f) Work of the League of Nations on social and economic questions (Bruce Report).
10. Date and place of the next session.

The composition of the Governing Body was as follows :

Government group :

United States of America : Mr. GOODRICH, Chairman.
Belgium : Mr. VAN ZEELAND.
Brazil : Mr. PONTES DE MIRANDA.
Canada : Mr. STEWART.
Chile : Mr. PRADENAS MUÑOZ.
China : Mr. Li Ping-heng.
France : Mr. DE PANAFIEU.
Great Britain : Sir Frederick LEGGETT.
India : Sir Shanmukham CHETTY.
Mexico : Mr. GARCIA TÉLLEZ.
Netherlands : Mr. VAN DEN TEMPEL.
Norway : Mr. HAMBRO.
Poland : Mr. STAŃCZYK.
Yugoslavia : Mr. SOUBBOTITCH.

Employers' group :

Sir John FORBES WATSON (*Great Britain*).
 Mr. HARRIMAN (*United States*).
 Mr. KELLY (*Australian*).
 Mr. LAMURAGLIA (*Argentine*).
 Mr. MACDONNELL (*Canadian*).
 Mr. SHAW Kinn-wei (*Chinese*).

Workers' group :

Mr. CHU Hsueh-fan (*Chinese*).
 Mr. DOMENECH (*Argentine*).
 Mr. DOWNES (*South African*).
 Mr. HALLSWORTH (*Great Britain*).
 Mr. HINDAHL (*Norwegian*).
 Mr. MOORE (*Canadian*).
 Mr. SCHEVENELS (*Belgian*).
 Mr. WATT (*United States*).

The following deputy members or their substitutes were present :

Mr. EDDY (*New Zealand*).
 Mr. HURTADO (*Mexican*).
 Mr. KRIER (*Luxembourg*).
 Mr. RENS (*Belgian*).

Mr. Salvador ALLENDE, Minister of Public Health of Chile, was invited to address the Governing Body during the third sitting.

COMPOSITION OF THE GOVERNING BODY

The Governing Body was informed that the Governments of Belgium and the Netherlands, which were occupying for the first time the places which had been allotted to them as States of chief industrial importance, had nominated Mr. VAN ZEELAND and Mr. VAN DEN TEMPEL as their respective representatives.

The Governing Body noted the presence of new Government representatives: the Brazilian Government was represented by Mr. PONTES DE MIRANDA, the Canadian Government by Mr. STEWART, the Chilean Government by Mr. PRADENAS MUÑOZ, the French Government by Mr. DE PANAFIEU, the Indian Government by Sir Shanmukham CHETTY, the Mexican Government by Mr. GARCÍA TÉLLEZ, and the Norwegian Government by Mr. HAMBRO.

REPORT OF THE ACTING DIRECTOR

Election of the Officers of the Governing Body

The Governing Body decided to suspend paragraph 2 of Article 1 of the Standing Orders, and thus maintained the Officers of the Governing Body until a new election.

The Governing Body approved the nomination of Mr. Lamuraglia as Vice-Chairman of the Employers' group, and Mr. Hallsworth as Vice-Chairman of the Workers' group of the 90th Session.

Resignation of the Director

The Governing Body adopted the resolution submitted by Sir Frederick Leggett as follows:

The Governing Body desire to place on record their high personal regard for Mr. John G. Winant and their high appreciation for the services he rendered to the Organisation during his period of office as Director, particularly in the critical period at the outbreak of the war. They further desire to send to him their good wishes for him in the high office he now holds.

Setting up of the Montreal Office

The Governing Body confirmed the decision to establish a working centre of the Office at Montreal.

It believed that, whatever the previous understanding, the Director was free to have the staff where he in his wisdom as Director chose to employ them.

The Governing Body adopted the following resolution, submitted by Mr. Lubin:

The Governing Body, mindful of the services and privileges afforded to the International Labour Organisation, expresses to the Canadian

Government its appreciation for its aid and kindness which has made it possible for the International Labour Organisation to maintain its international character.

The Governing Body authorised the Acting Director to express its deep gratitude to the authorities of McGill University for the various facilities that it had given to the Office.

Activities of the Office since the Last Meeting of the Governing Body

The Governing Body took note of the passages in the report of the Acting Director dealing with the activities of the Office since the last meeting of the Governing Body.

Composition of the Governing Body

The Governing Body deferred consideration of the questions of representation of the eight States of chief industrial importance and of the representation of the Governments of Members not included in this group, on the understanding that both questions would be taken up again as soon as possible.

Ratification and Application of Conventions

The Governing Body decided that the Office should continue to receive annual reports on the application of Conventions and, in the case of Conventions newly come into force, to ask Governments to supply the minimum information necessary, but that it was not necessary for the time being to consider convening a meeting of the Committee of Experts.

Functioning of the Governing Body and its Committees

The Governing Body decided to authorise consultation by cable as an emergency measure when circumstances so required.

The Governing Body decided to discharge the existing Emergency Committee with appreciation and thanks for the services it had rendered, and to appoint a new Emergency Committee to act for the provisional period of the emergency to be composed of six members of the Government group, three members of the Employers' group and three members of the Workers' group.

The Governing Body approved the following appointments to represent the three groups of the Governing Body on the Emergency Committee :

Government group :

United States.
Canada.
Great Britain.

India.
Mexico.
Netherlands.

Substitutes :

Brazil.
Chile.
China.
Norway.
Poland.
Yugoslavia.

It was agreed that Mexico should fill the seat of a regular member of the Committee on the occasion of the first meeting, and that thereafter the seat would be filled by Brazil, Chile, Mexico, etc., in rotation. There was a similar, though less formal, arrangement for rotation between the Netherlands and the other States of Continental Europe with Governments in London.

Employers' group :

Sir JOHN FORBES WATSON (*Great Britain*).
Mr. HARRIMAN (*United States*).
Mr. OERSTED (*Danish*).

Substitutes :

Mr. GEMMILL (*South African*).
Mr. ERULKAR (*Indian*).
Mr. LAMURAGLIA (*Argentine*).
Mr. LING (*Chinese*).

It was understood that if Mr. Oersted were unable to serve, Mr. Gemmill would be appointed in his place as regular member.

Workers' group :

Mr. HALLSWORTH (*Great Britain*).
Mr. RENS (*Belgian*).
Mr. WATT (*United States*).

Substitutes :

Mr. DOMENECH (*Argentine*).
Mr. MOORE (*Canadian*).
Mr. SCHEVENELS (*Belgian*).

The Governing Body decided in principle that the Joint Maritime Commission should be convened if the members of the Commission expressed a desire that a meeting should be held.

REPORT OF THE FINANCE COMMITTEE

The Governing Body agreed that it would take up directly in private sitting all the financial questions forming Item 2 on the agenda which would normally have been first discussed by the Finance Committee.

The Governing Body took note of the information furnished by the Acting Director in regard to the financial situation on 30 September 1941.

It approved the Budget of the Office for 1942 amounting to 4,224,000 Swiss francs, and formally approved the budget of the Office for 1941 (4,224,000 Swiss francs), which had already been approved by the majority of the members of the Governing Body as a result of telegraphic consultation.

The Governing Body took note of the principal financial and administrative decisions taken by the Supervisory Commission since the last meeting of the Governing Body.

It approved the measures taken in regard to the staff temporarily detached to their own countries.

QUESTIONS ARISING OUT OF THE RESIGNATION OF THE DIRECTOR

The Governing Body adopted the following resolution presented by Sir Frederick Leggett :

The Governing Body, expressing its high appreciation of the services rendered by Mr. Phelan and its full confidence in his capacity, entrusts Mr. Edward J. Phelan, as Acting Director, with all the powers and responsibilities of the Director.

Mr. Phelan then made the customary declaration of loyalty.

ARRANGEMENTS FOR THE FORTHCOMING CONFERENCE OF THE INTERNATIONAL LABOUR ORGANISATION

The Governing Body decided to communicate to the Conference the draft Standing Orders with the suggestion that they be adopted provisionally at the beginning of its proceedings.

The Governing Body authorised the Acting Director to express the deep gratitude of the International Labour Organisation to the authorities of Columbia University for its hospitality.

RECORD OF THE SECOND LABOUR CONFERENCE OF AMERICAN
STATES MEMBERS OF THE ORGANISATION

(Havana, November 1939)

The Governing Body took the following decisions :

1. (a) That the Office be instructed to begin without delay the collection of all the preparatory material necessary for the framing of an international model code of safety regulations for factories and authorised to consult members of the Correspondence Committee on Accident Prevention on the subject by correspondence as occasion might require ;

(b) That the Director should be authorised to convene, at the appropriate time, any meeting of members of the Correspondence Committee on Accident Prevention which might seem desirable when the preparatory work had reached a sufficiently advanced stage.

2. That the Office be authorised to give any assistance in the matter of interchanges of technical officers of labour departments which it usefully could give to any Government interested in the organisation of such interchange arrangements which might approach it on the subject.

3. (a) That the Office should continue its work on the problem of securing greater uniformity in the labour statistics of the American countries ;

(b) That the Director should be authorised to convene a meeting of statistical experts from American countries as soon as the work referred to above had reached the stage at which such a meeting would be desirable.

4. That the Office should communicate for information to the Inter-American Financial and Economic Advisory Committee the resolution on economic and financial co-operation between the nations of the American Continent adopted by the Havana Conference, together with the Acting Director's Report to the New York Conference of the International Labour Organisation and the proceedings of that Conference.

5. That the Office be authorised to continue its study of the conditions of indigenous workers in the American countries as fully and as rapidly as circumstances permitted.

6. That the Office be authorised to give all possible information and assistance to any Government which might be contemplating action on the lines of the resolution of the Havana Conference dealing with the establishment of advisory tripartite committees.

7. That the States not Members of the Organisation should be invited to be represented by tripartite delegations at the next Labour Conference of American States.

PROGRAMME OF WORK AND PUBLICATIONS OF THE OFFICE
FOR 1941-1942

The Governing Body took note of the Acting Director's note on the programme of work and publications of the Office for the year 1941-1942.

INTER-AMERICAN COMMITTEE ON SOCIAL SECURITY

The Governing Body took note of the measures so far taken by the Office to further the work of the Inter-American Committee on Social Security.

The Governing Body authorised the Office to continue to give to the Inter-American Committee on Social Security any assistance it might request of the Office and to remain in contact with and invoke the aid of official organs for inter-American collaboration.

It was agreed that the Office would endeavour to secure recognition of the principle of tripartite representation in the delegations which would be sent to the meetings of the Committee.

The Governing Body authorised the Acting Director to inform the Committee of its desire to be represented at the Santiago meeting by a tripartite delegation.

It was understood that the members of the delegation would be nominated by the groups.

QUESTIONS ON THE AGENDA OF THE SESSION
OF THE GOVERNING BODY INTENDED TO BE HELD IN JUNE 1940

The Governing Body agreed that these matters must be left to the Office to deal with as best it could in the circumstances.

DATE AND PLACE OF THE NEXT SESSION

The Governing Body considered that this question had been disposed of by the discussion in connection with the Emergency Committee and the decision authorising the consultation of the Governing Body by correspondence.

Conference of the International Labour Organisation¹

New York and Washington, 27 October-6 November 1941

1. Communications concerning the Convocation of the Conference

The question of convening a Conference of the International Labour Organisation in New York on 27 October was submitted by the Acting Director to the members of the Governing Body by a telegram dated 27 June 1941, as follows :

In view unanimous Governing Body decision maintain all possible activities and opinion several members Governing Body all groups that an international conference would greatly strengthen Organisation at this time propose in agreement Chairman a meeting New York twenty-seven October which would not have normal constitutional powers thus excluding election Governing Body. Agenda : Report Acting Director and discussion on collaboration between public authorities and workers' and employers' organisations on basis 1940 report and supplement in preparation. Maximum duration ten days. Satisfied can count on delegations many important countries. In agreement with Chairman propose also meeting Governing Body opening twenty-three October New York to deal with budget, programme Office activities, directorship, etc., for which detailed agenda and documents will be distributed later. This message sent all members Governing Body. Please cable soonest possible if you approve above proposals.

PHELAN, *Acting Director.*

Nineteen members of the Governing Body voted in favour of the convocation of the proposed Conference and none voted against.

The Conference was accordingly convened and the following telegram explaining its purpose and special character was addressed to the Governments of the States Members of the Organisation :

Montreal, 2 August 1941.

Have honour inform you Governing Body has decided convene a Conference of International Labour Organisation at New York twentyseven October 1941. This decision in application general policy maintain all possible activities Organisation unanimously adopted by Governing Body 1939 and subsequently specifically endorsed by large majority Member States. Agenda will be Acting Director's report and discussion report on collaboration between public authorities and workers' and employers'

¹ See INTERNATIONAL LABOUR OFFICE : *Record of Proceedings*, Conference of the International Labour Organisation, 1941, New York and Washington, D.C. (Montreal, 1941).

organisations. Conference will not have normal constitutional powers and adoption international labour conventions not contemplated but meeting will afford opportunity survey world social developments this critical time and present and future responsibilities of Organisation. All Members entitled send delegations representing Government employers workers. Letter follows. Report for Conference despatched near future.

PHELAN, *Acting Director International Labour Office.*

On 12 August 1941 the Acting Director of the International Labour Office sent the following letter to the Governments of the States Members of the Organisation :

Montreal, 12 August 1941.

Sir,

I have the honour to confirm my earlier communication informing you that the Governing Body of the International Labour Office has decided to convene a Conference of the International Labour Organisation. The Conference will meet at New York on 27 October 1941, and it is expected that its duration will not exceed ten days.

Before the outbreak of the war the Governing Body of the Office unanimously agreed that even in the event of war the Organisation should maintain its activities to the fullest extent possible ; this policy was received with general approval at the session of the International Labour Conference held in June 1939 and later expressly endorsed by a large majority of the Governments of Members. Circumstances prevented the holding of the session of the International Labour Conference convened to meet in Geneva in June 1940, but in recent months members of the Governing Body, in all three groups, have expressed the view that the holding of a Conference was essential to the fulfilment of the policy of maintaining the activities of the Organisation and would provide an invaluable opportunity for delegates of Governments and employers' and workers' organisations to meet and survey social developments throughout the world during this critical period and to discuss the present and future responsibilities of the International Labour Organisation.

In view of present conditions the Governing Body decided that the Conference should be an extraordinary or special Conference of the International Labour Organisation, which would not possess the usual constitutional powers of the normal annual session of the International Labour Conference. As the adoption of international labour Conventions or Recommendations is not contemplated, the absence of normal constitutional powers will not in any way diminish the importance of the Conference or prevent it from fulfilling a purpose of the highest value by formulating the future policies of the International Labour Organisation.

The composition of the Conference will be governed by the same principles as the ordinary annual sessions of the International Labour Conference. The Members will therefore be entitled to be represented by delegations composed of two Government representatives, one employers' representative and one workers' representative. The number of advisers who may accompany a delegate is normally two advisers for each item on the agenda. The Director's Report, which is dealt with in full conference, is not considered as an item on the agenda for this purpose.

The agenda of the Conference, as decided by the Governing Body, will be :

1. Report of the Acting Director of the International Labour Office ;
2. Methods of collaboration between the public authorities, workers' organisations and employers' organisations.

The discussion of the second question will be on the basis of the report originally prepared for the session of the International Labour Conference convened for June 1940, together with a supplement now in preparation.

Copies of this supplementary report and of the Report of the Acting Director will be despatched to Governments as soon as possible.

A further communication¹ will be addressed to you later, giving the exact place of meeting and the time of opening of the first sitting of the Conference.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

2. Extract from the Report² by the Acting Director of the International Labour Office to the Conference

.....

PART II

FUTURE POLICY

The beginning of this Report has described how the 25th Session of the Conference went steadily on with its task on a technical agenda, knowing in its heart that much if not all of its work would serve no immediate useful purpose if war should supervene. Some may wonder whether we are not now faced with a similar situation. The war is not yet won. Mr. Churchill warns that its inevitable hazards may still hold in store incalculable developments. In these conditions, the energy and attention of those most concerned must necessarily be devoted to the problems involved in production and defence to the exclusion of all matters of secondary importance. Not only is peace not in sight, but we cannot foresee either the severity or the extent of the destruction of life and property which must ensue before armed conflict is terminated. This being so, is it not premature to embark on any detailed discussion of the tasks or methods of reconstruction and the part which the International Labour Organisation might have therein ?

To any such doubts there is a twofold and conclusive answer. In the first place such a discussion has already begun and has progressed far beyond the academic plane. Even in Great Britain, constantly exposed to the grim realities of aerial bombardment and with the threat of invasion ever present, where the maximum mobilisation of all resources is required for the conduct of military and naval operations in half a dozen different theatres of war, a member of the War Cabinet, Mr. Arthur Greenwood, has been entrusted with the co-ordination of plans for reconstruction, and discussion of them is not only welcomed but considered by public opinion as urgent. And secondly, and more fundamentally, the new character and implications of war as we know it have made social policy a central preoccupation both because of its immediate relevance to defence and because it is ultimately at the core of the issues which the war will decide. No country concerned with building up its defence can afford to ignore the social measures taken by Germany on the one side and Great Britain on the other which have been briefly described earlier in this Report. No country can ignore the social elements in the process whereby Germany plans to consolidate her conquests and which if put into effect must profoundly affect social and economic conditions elsewhere. It is therefore none too soon for the International Labour Organisation to survey the general principles and tendencies which are already apparent.

¹ This communication is not reproduced here.

² INTERNATIONAL LABOUR OFFICE: *The I.L.O. and Reconstruction*, Report by the Acting Director of the International Labour Office to the Conference of the International Labour Organisation, New York, October 1941 (Montreal, 1941). Footnotes in the following pages are footnotes in the report.

The Emergence of the Social Objective

At the outset of such a survey what is most striking is the difference in the situation as compared with that of 1917 or 1918. At that time, public interest was almost wholly concentrated on the political aspects of the peace: the Fourteen Points, for instance, contained no allusion to social questions. There was, it is true, frequent mention of social objectives in public discussion at various stages. But they were usually vague in character, often sentimental in inspiration, and seemed to be based on the illusion that after the war there would be a return to pre-war conditions of prosperity in which they would be attained in great part by the normal resumption of progress. Detailed discussion of social problems was pursued almost exclusively by organised labour and was directed almost entirely to those questions with which that movement was most intimately concerned, namely conditions of work. On these questions representative meetings of workers, both national and international, did put forward considered programmes. But the declarations of the American Federation of Labor and of the Leeds Conference of the International Federation of Trade Unions, for example, naturally reflected immediate trade union preoccupations and called for international action at a Peace Conference on a list of reforms mainly industrial in character. So little, however, did these demands attract general public attention that when Mr. Clemenceau announced at the first plenary session of the Peace Conference that international labour legislation was one of the three questions to which immediate consideration would be given, the assembled journalists were utterly bewildered and the press officers of the different delegations were besieged with enquiries for enlightenment and explanation.

Today the programme is far wider both in scope and in origin. It covers not the comparatively narrow domain of conditions of work but the infinitely more extensive area of conditions of life. It has its origin not in the demand of one section of the community for the satisfaction of a series of claims by concessions to be made by another section, but in a widespread conviction that aims at a better organisation of the life of the community as a whole in the interest of the community as a whole. And it has progressed beyond a general aspiration. It has become a policy adopted and authoritatively proclaimed by Heads of States and responsible Ministers, as one of their central political objectives. President Roosevelt's "freedom from want" defined as "a constantly increasing and widening standard of living" and taking equal place with the other three fundamental freedoms; Mr. Ernest Bevin's declaration that the war is being fought to secure "economic security"; Mr. Eden's insistence on the same theme and his pronouncement that Great Britain would seek its implementation by international action; the resolution of the Governments of Great Britain, Canada, Australia, New Zealand, South Africa, Belgium, Greece, Luxembourg, the Netherlands, Norway, Poland, Yugoslavia, of the Provisional Government of Czechoslovakia, and the representatives of the Free Frenchmen organised under General de Gaulle, declaring that they will work together to secure a world in which "all may enjoy economic and social security"; all are evidence of a tendency growing steadily more defined. How largely and how dominantly the social element now figures in declared policy for the post-war period is confirmed by the joint declaration of the President of the United States and the Prime Minister of the United Kingdom which includes among the common principles on which they base their hopes for a better future of the world the desire "to bring about the fullest collaboration between all nations in the economic field with the object of securing for all improved labour standards, economic advancement and social security", and proclaims the hope of establishing a peace "which will afford the assurance that all the men in all the lands may live out their lives in freedom from fear and want".

This fundamental idea—namely, that the objective of economic policy should be an improvement in general conditions of life—also finds expression in one form or another in countries not directly involved in the war. In Ireland, Mr. Sean Lemass, Minister of Economic Defence, has stated that

“ in laying plans for post-war reconstruction the primary aim must be so to organise ourselves and the national resources at our command that poverty and all the social evils that arise from it shall be eliminated and no other aims can have priority over that ”. In Argentina and Brazil recent legislative programmes or measures centre on economic advancement and steadily improving living standards. In other Latin American countries authoritative declarations follow the same theme. President Penaranda of Bolivia has announced that his policy is “ to raise the standard of life of the workers whatever sacrifice may be involved to secure this result ” : President Prado of Peru has enunciated a detailed policy to ensure prosperity and security in the workers’ homes and “ the triumph of social justice ” : President Médina of Venezuela seeks to establish the social life of his country “ on the basis of justice, peace, security, and liberty ” : President Santos of Colombia aims at protecting the citizens of his country from “ the hardships of insecurity ” : President Aguirre Cerda of Chile declares that “ the human capital of the nation ” must be “ fully protected and constantly improved ” : President Batista of Cuba defines as one of the objectives of his policy “ to guarantee to the worker the elements of security ”.

All these citations of recent date ¹ show how widespread is the conviction that concern for the economic security of the citizen must be a central point of policy and how completely it has been accepted by those responsible for the government of the peoples of the world. This coincidence of view as between the European and Dominion Governments involved directly in the war and those of the American continent who have been less directly affected by it is significant. It indicates that the general policy which it expresses has a wider foundation than the obligation recognised by the belligerent Governments in the war of 1914-1918 towards their workers whose sacrifices in the armed forces and in the production of munitions were held to entitle their claims to special consideration. Not only does the principle now find almost universal acceptance but it is based on more fundamental considerations of the structure of society and the place and part of the individual within it. Movements of opinion in the religious world show the same tendency and are attracting increasing public attention. The statement of peace aims signed jointly by the Archbishop of Canterbury, Cardinal Hinsley, the Archbishop of York, and the Moderator of the Free Church Federal Council in England, has been followed by meetings held under the auspices of “ The Sword of the Spirit ” consisting of both Protestant and Catholic groups in which social preoccupations have been constantly in evidence. And the underlying principle finds solemn expression in the address of the Sovereign Pontiff Pius XII on the occasion of the fiftieth anniversary of the Encyclical *Rerum Novarum* : “ National Economy, as it is the product of men who work together in the community of the State, has no other end than to secure without interruption the material conditions in which the individual life of the citizens may fully develop ”.

Although suppression of the trade unions in the occupied countries of Europe, and the preoccupation of all the workers’ movements in Great Britain and the Dominions with the urgent problems of defence, explains why there has been as yet no declared programme for reconstruction formulated in a general Conference on behalf of the international trade union movement corresponding to the Leeds programme, there is plenty of evidence to show that the workers are far from ignoring the social problems of reconstruction and the necessity of preparing for their solution. The American Federation of Labor at the meeting of its Executive Council in Chicago in August 1941 adopted a resolution insisting that post-war unemployment must be avoided when the change-over from a defence economy to a peace economy has to be made, and expressing the belief that if “ American resourcefulness can be teamed with American resources ” industrial dislocation can be avoided provided plans are made in advance. The British Trades Union Congress has appointed a committee to work on the economic aspects

¹ The quotations given are taken from speeches of Ministers or Presidential messages, all delivered since April 1940.

of reconstruction. The Canadian, Australian, and New Zealand movements are all alive to the importance of the subject. As the workers' organisations find time and opportunity to consider more fully those aspects of reconstruction which are of special interest to them it is rather to the series of measures required for the implementation of the general policy of social security that they will devote their attention since their general thesis has now won such universal acceptance.

If this general movement of opinion, affirmed and confirmed by the highest governmental and religious authorities, represented only a reaction to a world crisis of unexampled dimensions and gravity, it might perhaps lose some of its force when the crisis is over. But it is not by any means a sudden and recent growth. Already in the spring of 1938, reviewing the evolution of the International Labour Organisation, Harold Butler had perceived how the Organisation had broadened its outlook till "its horizon embraces all those wider questions which are inherent in the vast problems of stabilising employment and lifting the standard of life to more civilised levels everywhere". The purely industrial elements in the so-called Labour Charter adopted with the Constitution of the International Labour Organisation have in large measure been given effective substance in the 67 Conventions and 66 Recommendations adopted by the International Labour Conference and widely applied by Member States. The demands of organised labour put forward in the "Leeds Declaration" do not need to be repeated to-day. They have been progressively adapted to changing circumstances by labour leaders in the International Labour Organisation, in successive meetings of Conference, Governing Body, and committees, on every question and issue as it arose. Many of them have been not merely formulated but achieved, in substantial measure, on those questions to which the successive decisions taken have applied. There are no doubt gaps to be filled and revisions to be undertaken. But the conclusion which has steadily emerged from nearly twenty years' experience is that labour legislation is not enough, that labour legislation in the old narrow sense "is only a very partial remedy for the social evils which the International Labour Organisation was created to combat". The crisis has accelerated a comprehensive acceptance of this wider view. It has served to give us a more fundamental table of values by which to judge and grade the questions on which attention needs to be focused. Seen against the background of the ultimate realities of modern warfare, tendencies which were developing slowly to the eyes of expert observers find a sharper definition and become generally visible in a new perspective as convincing needs.

This then can be taken as the starting point, that future policy is to be directed to ensuring for the individual not only an improvement in conditions of labour but economic security without which, it is now recognised, there can be no fully effective implementation of social justice. Economic security, however, is not to be interpreted narrowly, and all the pronouncements quoted above if read in their full context make it clear that economic security is not regarded as an end in itself but as the condition which enables men to build on the secure basis of an assured standard of material well-being a fuller, richer, and above all a freer life. Economic security could conceivably exist with a high degree of material prosperity in the slave State but at the price of slavery. What the Governments of the Members of the Organisation are determined to seek is economic security for all citizens, achieved in a manner which respects individual dignity and liberty, of which it is as we now perceive in modern conditions an essential element. Machines which have made possible mass production have also made possible mass unemployment, something against which, when it occurs, the individual worker, whatever his energy, initiative, and goodwill, is powerless. When millions of men feel this sense of despair and impotence their effective participation as citizens in the life of the community to which they belong is distorted if not destroyed. The principle of political equality which lies at the basis of the democratic system loses its value and efficacy if it is not translated economically into the life of the individual citizen. A healthy democracy therefore implies an adequate economic standing for its members, and since the conditions no longer exist in which it could be hoped that this would

be provided by the interplay of blind economic forces, self-preservation dictates that national and international policy must be directed deliberately to that end.

Economic security for the individual in this sense implies more than the old slogans of "the right to work" or "work or relief". It implies more even than "the prevention of unemployment" by such economic measures and policies as may produce that result and thereby eliminate economic insecurity from the life of the average worker. It aims in addition at enabling him to secure, for himself and his family, all that is necessary to enable him in youth, through his working years, and in old age, to enjoy a place of dignity in the life of the community and to make to it whatever contribution his gifts and capacities may render possible.

This may seem to some a utopian programme. It will seem less so if it is remembered that the rapidity of the developments of the machine age and their economic and political repercussions are so recent that it has only now become possible for them to be seen in some kind of orderly perspective and for all their implications on the life of the individual to become generally understood. For some centuries before the Industrial Revolution economic life had a certain definiteness. The individual had a place in it: he knew what was expected of him and what he in turn could expect. There were, of course, dislocations and changes. Famines, wars, and plagues from time to time brought destruction and suffering in their train. But the general economic framework altered slowly, and, so far as the generality of men was concerned, imperceptibly. The introduction of power-driven machinery and the ever-increasing rapidity of invention, incalculable in direction and achievement, has destroyed this simpler economic life. Large-scale production and specialisation of labour produced not only mass industrial phenomena in which the individual was submerged and left to battle vainly against forces which he could neither understand nor control, but also a progressive modification of the economic and political substratum which outstripped the possibilities of clear observation and definition. The economic cycle, like Halley's comet, had to return several times before it could be identified, still less analysed and understood. The full sweep of the change is, however, now apparent in many of its main features and statesmen can now see their problems with sufficient clarity and can work out a constructive policy not on this or that vague theory or doctrine but on knowledge and experience greatly exceeding that heretofore available.

Much will depend on the spirit in which the task is approached. It is admittedly something more ambitious in scope and content than anything yet attempted by man as a deliberate effort to improve human welfare. It cannot be accomplished by any simple measure: no mere conviction however fervently and deeply held will suffice of itself to banish the inequalities and injustices which have to be removed. Concerted and laborious effort in many fields will be needed, based on careful study and adjusted as experience may dictate. But if that effort is faced with determination and optimism, there is no reason to fear that it will fail.

There is a danger that an undue emphasis on the destruction wrought by the war may inspire a spirit of pessimism as to the possibilities of effective action. It should be remembered that the scale of destruction is not absolute. It needs to be measured not against the destruction in previous wars but against the power of production and invention which has made it possible. There is, fortunately for humanity, a correlation between the power to destroy and the power to rebuild. Material destruction in the Napoleonic wars was, in comparison with the power of restoration then at man's command, possibly even greater than what may have to be faced on the present occasion. Ruined houses had then to be rebuilt painfully stone by stone or brick by brick: today, concrete is poured into a mould and work that previously required weeks may be accomplished in as many hours. The current Annual Report of the Bank for International Settlements gives weighty confirmation to the more optimistic view in the following passage: "The high proportion of man's productive capacity now devoted to purposes of war is proof of the tremendous technical possibilities which might be made available to improve the material welfare of all classes of society".

Shortages and difficulties will no doubt be experienced. The change over from war to peace production will mean temporary dislocation : a new series of bottlenecks will need to be by-passed or eliminated : but the need for production will be as great for purposes of reconstruction as for purposes of destruction. In the ultimate analysis, with men, machines, the world's stock of raw materials and possibilities of their further production, all the elements will be available wherewith human intelligence, technical knowledge, invention, and organising ability can face the problem of building up a post-war world in which those principles which underlie political democracy can be translated into terms of a richer, fuller, and freer life for the individual citizen. But the task needs to be approached in a robust spirit of optimism, and that such a spirit does not lack the support of authoritative economic thinking is instanced by the hope of Mr. Keynes that " we shall have learnt some things about the conduct of currency and foreign trade, about central controls, and about the capacity of the country to produce, which will prevent us from ever relapsing into our pre-war economic morass. There is no reason why most people should not look forward to higher standards of life after the war than they have ever enjoyed yet."

The I.L.O. as a Part of Reconstruction Machinery

International action to secure the social objective will of course, have to be pursued concurrently with action to deal with other problems, some of which may no doubt have to take precedence. But in settling the whole series of political problems, frontiers, disarmament, security, and the rest, and still more in the measures taken to set working again the world's economic and financial machinery, the general social objective will need to be kept constantly in view.

Since concerted action is a clear necessity, a general statement of policy will presumably be formulated jointly at the appropriate stage in some form of international Peace or Reconstruction Conference which will proceed simultaneously to set in motion the implementation of the agreed policy through appropriate bodies. The choice of these bodies once made, the fields allotted to them and the competence and authority remitted to them will need to be defined or recognised. At the last Peace Conference when labour questions came somewhat unexpectedly to the fore, no little difficulty was experienced in arranging for the composition of a committee competent to deal with the questions involved and giving some form of representation to the workers whose demands were under consideration. The position is now fortunately very different. The International Labour Organisation exists as an official body with its constitutional provision for workers' representation, and with detailed knowledge of the international aspects of social questions at its command. It would seem natural, in the interest of both efficiency and simplicity, that any Reconstruction Conference should turn to the International Labour Organisation in connection with the consideration of social questions and should use the Organisation as part of its machinery rather than attempt to constitute from its own membership a committee on which employers and workers could not easily be represented. The International Labour Conference, or the Governing Body, or some smaller tripartite body appointed by the latter might be used as occasion might demand in view of the nature of the question on which an opinion was sought. Some questions could be remitted to the International Labour Organisation for examination and implementation through its usual constitutional machinery : others might be referred to it only in order to be reported back for final decision by the Reconstruction Conference itself.

Some such procedure as this would provide an elastic machinery, facilitating the rapid disposal of business, and providing automatically for the due participation of authorised representatives of the workers and employers in the consideration of questions concerning them, a participation which

is certain to be demanded by the workers' organisations¹ and which, in view of the increasing collaboration of organised workers and employers with Governments in questions relating to the prosecution of the war and to defence in so many countries, may be considered as an almost inevitable development.

Such a procedure implies, however, the choice of the questions which would be remitted to the International Labour Organisation for one or other purpose, and hence decisions as to the questions on which consultation with organised workers may be thought necessary or desirable. The necessity for such decisions suggests the desirability of regular consultation regarding the choice to be made in order to avoid misunderstanding or friction. This it is suggested, might be secured by the participation in the Reconstruction Conference of a tripartite delegation of the International Labour Organisation which could keep the Conference constantly informed of the workers' views and advise it on the knowledge and experience of the I.L.O. and its suitability for dealing as above indicated with one or other question.

Other considerations than those of mere practical utility can be invoked in support of a procedure of this kind. The strength of the International Labour Organisation, and in particular its power of resistance during the crisis and the support for it which has been forthcoming from Member States at times when they themselves were experiencing the gravest difficulties, can be attributed largely to its peculiar structure. The presence in its constitutional organs of representatives of the great organised movements of employers and workers has given the Organisation a firmer foundation and has ensured for it more solid support than it could otherwise have obtained. This direct link with organised opinion has also ensured that its decisions are more fully understood and therefore more easily accepted and followed by effective national action than would have been the case if it had been a purely governmental institution. The work of a Reconstruction Conference may well be facilitated in the same way by the participation of a tripartite delegation of the International Labour Organisation in its deliberations. The same series of arguments would suggest that in any international bodies which the Reconstruction Conference may decide to set up whose work would impinge on the work of the International Labour Organisation, or which might have repercussions on general social policy, similar representation should be provided for.

A Social Mandate

On the assumption that the International Labour Organisation is to be used to play the part for which its composition, its record, and its equipment of technical knowledge and experience seem to make it appropriate, the category of questions which should be referred to it is not difficult to indicate. The Organisation could indeed on its own initiative proceed to take up all those aspects of the social problem which are remitted to it by its Constitution. But it would seem appropriate that at a turning point in the world's history when the general social objective of economic security based on social justice is to be the mainspring of concerted political effort, the I.L.O. should be solemnly charged with its share of the task and that thereby men and women throughout the world should be given the guarantee that their Governments will vigorously pursue the effective realisation of such a policy through its instrumentality.

The formulation of such a social mandate would constitute a general declaration of international social policy and would give the International Labour Organisation a programme to implement, completing it with all the detail necessary. It is not difficult to outline in a certain logical order

¹ President Green of the American Federation of Labor has put forward a demand for representatives of the workers at the Peace Conference (speech at the annual convention of the New York State Federation of Labor, August 1941).

the main points and principles which such a mandate should cover. They are :

- The elimination of unemployment ;
- The establishment of machinery for placing, vocational training, and retraining ;
- The improvement of social insurance in all its fields and in particular its extension to all classes of workers ;
- The institution of a wage policy aimed at securing a just share of the fruits of progress for the worker ;
- A minimum living wage for those too weak to secure it for themselves ;
- Measures to promote better nutrition, and to provide adequate housing and facilities for recreation and culture ;
- Greater equality of occupational opportunity ;
- Improved conditions of work ;
- An international public works policy for the development of the world's resources ;
- The organisation of migration for employment and settlement under adequate guarantees for all concerned ;
- The collaboration of employers and workers in the initiation and application of economic and social measures.

It is not suggested that the list given above is exhaustive, nor that the different items in it should necessarily be taken up for action in the order given, nor indeed that they should not be pursued simultaneously. The sequence adopted, although only one of many possible arrangements, serves to indicate the lines of a general social policy and the relationship of parts of it to the whole. Some of the considerations which inspire it can be briefly indicated as follows.

The prevention of unemployment, perhaps better stated in the positive form of " jobs for those who want them ", has been chosen as starting point on account of its prospective practical importance during the period immediately following the war. Employment is, for the vast majority of mankind, a fundamental necessity, the condition indeed of life itself, if life be understood as not mere physical existence but as implying also a position of dignity, respect, and independence within the community. Life in that fuller sense is not only something which a society owes to the individuals who compose it. It is also fundamental to the wellbeing of society itself, for the misery and despair of millions of workers and their families which result from mass unemployment breed political instability dangerous to the State and to the world community as a whole. We now recognise that social security is, like political security, indivisible and that the two are inseparable.

The central effort to provide social security must therefore be concentrated on the removal of the form of social insecurity which resulted from the failure in the past to subordinate the organisation of production to the necessity of absorbing into productive activity all who earn their livelihood by work. That effort requires both economic and social measures : measures which are primarily economic in character to secure and maintain a proper social equilibrium between production and consumption, and measures such as can be implemented by government departments responsible for labour administration, as for example the organisation of placing so that workers may be directed towards the industries in which employment can be provided for them, and of facilities for training, retraining, and vocational education and guidance so that the skills available may be those which industry requires in a world of rapidly changing processes and techniques. Such measures, to be fully effective, presuppose a general system of education in which the child, whatever the resources of his family, has the opportunity for access to the form of education best suited to his capacities.

Though it may be hoped that a policy of employment can eliminate unemployment of the prolonged and catastrophic character experienced during the pre-war economic crises, it can hardly be expected to eliminate

all forms of unemployment. Seasonal fluctuations will in some degree persist and changes in demand and the technique of production are bound to involve temporary dislocations of employment. The employment of the individual worker may also be interrupted for other reasons such as sickness and accident and his family may find itself without resources as a result of such interruptions or of his premature death or invalidity. To meet these risks and to provide for an honourable and dignified old age when working life is over, the well-known forms of compulsory social insurance are an obvious necessity. Though they are now a generally accepted part of the social organisation in a very large number of countries, they require to be co-ordinated and extended in scope so as to include all categories of workers and their families.

The maintenance of employment and an adequate system of social insurance making provision against risks of accident, sickness, invalidity, and old age can remove from the life of the worker the nightmare of insecurity as he has known it in the past. Other social measures are required, however, before it can really be claimed that not only has insecurity been abolished but that social security in a real positive sense has taken its place.

The conditions of life of millions of workers in all lands are deplorably below any reasonable minimum. Continuity of employment and more adequate social insurance will no doubt contribute to an amelioration of these conditions, but they are clearly not enough. The worker's standard of life, and that of his family, is determined by his real earnings—that is, by what his cash earnings will effectively buy in terms of goods and services. "An increasing and ever widening standard of life" can only be achieved by the application of a wage policy which will tend to secure for the workers their just share of technical progress and increased possibilities of production, and which will guarantee a satisfactory living wage for those who are unable to secure it for themselves by the ordinary bargaining process. The successful application of such a policy will depend on the existence of adequate arrangements for wage regulation, by collective agreements, arbitral award, or otherwise, and on maintaining a proper balance between output and purchasing power. Governments can do something to influence progress in this direction by means of an enlightened "Fair Wages Clause" policy in all arrangements in the case of which the Government or any other public authority is in a position to influence the conditions of employment. By recognising the social justice and social advantage of a progressive wage policy, they can promote a great improvement in standards of life.

The standard of life of the worker, however, does not depend only on the level of real wages. His standard of life is determined both by the things which he can buy with his income, and by certain facilities, services, and opportunities which are provided by public authority or intervention, in respect of which he may make a payment but the quality and standard of which is not determined by the payment made. Educational possibilities for his children, adequate housing, adequate supplies of food having proper nutritional value, adequate facilities for the enjoyment of leisure, and opportunities for culture, are all important elements in the conditions of life and its standard. They therefore call for appropriate action by public authorities in any scheme of general social policy. And they have a wider justification. The general importance of measures for making available foods having the necessary nutritional values and securing an understanding of the importance of their use has become increasingly recognised; proper housing which will allow workers to live not only with reasonable space and ventilation, but with the amenities of a pleasant environment, is an element in the general problem of public health; access for the workers' children to education and training independent of the income level of the parents is fundamental to the future efficiency of the democratic state; and opportunities for culture and the satisfaction of man's spiritual needs, while no less necessary than material comfort, strengthen and enrich the whole fabric of the State.

The placing of the questions of employment, social insurance, and a rising standard of life in the forefront of the post-war social programme does not imply that the traditional subjects of labour legislation can be

ignored. Although there has been considerable progress over the last twenty years, much yet remains to be done. The general standards already laid down will need to be completed and improved in line with general social progress. Among the subjects calling for special and urgent attention are the age and conditions of admission of children to work, welfare, industrial diseases and the prevention of accidents, and the organisation of effective inspection services. Questions such as the length of the working day and the working week, rest periods, and holidays will inevitably require examination as scientific and technical changes occur. Paid holidays are the condition of the employment of those facilities for recreation and culture which have been mentioned above, and the whole question of leisure is bound up with the part which the worker should play in the life of the community and the proper performance of his duties and responsibilities as a citizen of a free country.

The whole series of measures indicated in outline above as susceptible of forwarding the policy of social security require to be dealt with by national and international action in varying degrees. In some cases national action may follow an international initiative, in others international action may have to go further than giving an impetus to national action by the elaboration of agreed or model standards, and deal with problems which are essentially international in character. For example, the international aspect of the employment problem cannot be ignored. There are countries where employment opportunities could be greatly expanded by the development of their own natural resources if they could be provided through international co-operation with the necessary capital. There are underpopulated countries possessing great resources in raw materials or in land which for lack of labour they are unable to exploit, while other countries poor in capital are rich in labour resources which they cannot employ. Migration on agreed conditions and with all the required guarantees could do much to open new avenues of employment, and if the world's potential riches are to be used for the greatest advantage of all, the desirability of securing agreement on the measures of organisation necessary to bring together the three elements of land, labour, and capital in equitable conditions might well figure in a general statement of policy.

Although details of machinery and method would hardly be appropriate in a social mandate such as that envisaged, the principle of securing the collaboration of organised employers and workers in the application of such a series of measures is of such importance that its inclusion would seem to be called for. Industrial associations of employers and workers have now become an integral part of the structure of the modern democratic State. Through the negotiation and operation of collective agreements they fulfil to a great extent the functions of the government of industry. In an increasing degree they participate in the drawing up and in the application of labour legislation and in the machinery of certain social institutions such as insurance bodies and public employment agencies. More recently, their collaboration has been sought and has proved of the greatest utility in a much wider field. In defence measures and more particularly in the organisation of production for defence, tripartite representation on consultative and executive bodies has given proof of the practical value of thus making use of the experience of workers and employers, and has also provided a direct link between such bodies and public opinion. It is now recognised that social and economic problems cannot be considered or dealt with in isolation. If the social objective is to be the fundamental element of policy, the association of employers' and workers' organisations with all phases of the initiation and application of economic and social policy becomes not only desirable but indeed indispensable.

The Economic Aspects of Social Reconstruction

It is clear that all the measures included in such a programme should come within the purview of the International Labour Organisation, which by its composition and its equipment is the most suitable organ to survey the whole field of public policy from the social standpoint. More difficult

considerations arise when international action by way of international conventions or recommendations, as distinct from studies, surveys, or resolutions, is contemplated. On many of the questions included, the competence of the Organisation to arrive at international decisions has never been questioned. The extent of its competence to take such action is, however, not something which has been rigidly fixed for all time. Although in earlier years there was a tendency to question the right of the Organisation to deal with economic questions, that tendency has progressively disappeared as it has steadily become clearer that in modern conditions the economic and social aspects of a problem though they can be distinguished are not susceptible of effective treatment separately. The Preamble to its Constitution mentions specifically "the prevention of unemployment" and "the provision of a living wage", and the Organisation is therefore entitled to take by the necessary constitutional majority any decisions which in its opinion would contribute to those ends. Its competence indeed was intended to be "comprehensive" and its Constitution would seem to be sufficiently flexible to allow of an almost unlimited extension of the tasks or activities entrusted to it by Member States. The facilities which it thereby offers of being able to assume without constitutional difficulty whatever responsibilities are remitted to it does not, however, give it an all-embracing and exclusive competence constituting an obstacle in the way of creating new international machinery for certain purposes or of utilising in the way thought most useful other existing machinery. The problem of the relative competence of international organs is one which should be stated and solved in terms of practical utility rather than in terms of legal texts.

The increasing extent to which the International Labour Organisation has moved without opposition into the economic field, for example at the Textile Conference in 1937, and the growing participation of representatives of organised workers and employers in national economic decisions, both indicate that the activities of the Organisation in the economic field will increase. The essential practical issue is to avoid overlapping with other bodies and this should not be difficult, particularly if I.L.O. representation on such bodies is provided as suggested above, and if in remitting any subject with economic implications to the International Labour Organisation it is made clear that the Organisation is expected to make proposals for action in the economic as well as in the social field.

A distinction must of course be made between the general economic measures necessary to restore international trade, to re-establish the economic relations between nations on a healthy basis, to avoid currency disorders and dangerous fluctuations in prices, and those more limited measures which are the necessary condition of the successful achievement of some specific social reform. The former represent the foundation upon which all other measures both national and international to achieve economic security and social justice for the individual must be built. In their success the International Labour Organisation is therefore directly and keenly interested. The nature and extent of those economic decisions will have to be determined by the concerted action of Governments, and their application secured in collaboration with and through all the elements of the world's intricate financial and economic machinery. The International Labour Organisation is not a substitute for that machinery: what has been said about the extension of its activities into the economic field is not intended to suggest that it could become so. But it should never be forgotten that the relationship between social standards and economic considerations is becoming constantly more intricate and whatever action may be taken in respect of, for instance, commercial policy, raw materials policy, or monetary policy, will have far-reaching repercussions on social conditions and living standards. The need for the International Labour Organisation to discuss such repercussions is inherent in its recognised task. There may indeed be questions of this kind on which it should be asked to collaborate actively. If, for example, measures are taken to secure a greater measure of freedom of trade, social conditions in the countries to which freer trade is extended cannot be ignored and the Organisation might be

called upon to formulate appropriate standards of social policy to which consideration should be given during commercial negotiations. Moreover, the Organisation can help in forwarding the main economic effort in two ways. It can, as it tried to do at the London Monetary and Economic Conference in 1933, throw all its moral weight behind the solutions sought and by its close relationship with the great national organisations of employers and workers contribute to securing for the necessary international economic measures the support of public opinion: and it can, particularly if it is given the representation on international economic bodies suggested earlier in this Report, help to ensure that the economic measures taken are such as will facilitate and not hinder the programme of economic security and social justice which is their declared *raison d'être*.

It can perhaps also make another contribution to the future economic organisation of the world. While general economic measures are of course the first essential, the complexities of economic life suggest that useful action may be possible and indeed desirable either in special technical fields or as regards certain industries considered as world units.

In the long run, the social problem cannot be solved without consideration of the relationship between agriculture and industry and of the demographic factors involved: the possibilities of the industrialisation of under-industrialised countries and of migration cannot be left out of the picture. The dislocation of economic life during the war and the destruction of economic equipment both tend to make these problems more acute. They require to be considered in connection with the problem of the avoidance of cyclical economic crises and are therefore related to the problem of the international co-ordination of public works policies. A public works policy will be an essential element in any social employment policy, but public works policy has in the past tended to be approached too much on the lines of "work or relief" and often became no more than disguised relief. Public works will tend more and more to be inspired by the conception of economic equipment. International co-ordination of public works policies has already been recognised as desirable and it will be remembered that the I.L.O. had set up an International Public Works Committee for this purpose, which, however, did not come into effective operation because of the war. The problems which will have to be faced at the end of the war suggest the desirability of a wider approach to the subject. International public works might well prove to be one of the ways by which international assistance could be given towards restoring the world's economic equipment. If this were one of the methods adopted it would of course imply international financing and there is no good reason why international assistance of this kind should be limited to material equipment only. Measures for internationally financing colonisation schemes might be, in particular circumstances, as useful in their economic effect as, for example measures for building a hydro-electric station. In this connection it will, be recalled that a Permanent Committee on Migration for Settlement was also set up and that the examination of the problem of financing international colonisation schemes had been begun. The organisation and financing of international measures of these kinds might not only prove of great value in helping to rebuild the world's economic machinery but would also help to guide the flow of investment into the channels most advantageous for the world as a whole. The functions of the two committees mentioned, and the possibility of integrating them into some machinery of the kind suggested above, might well be examined as part of the more detailed plans of reconstruction.

The Government of World Industries

General technical measures of the kind just indicated, in addition of course to those required to provide the world with a general trade and currency framework, do not exhaust the possibilities of effective international action. Many industries have become world units and while their national fractions continue to function or to be dealt with nationally

the industry as a whole presents problems which require more general consideration.

As already recounted, the impact of the war on the position of the primary producers in the non-European countries has given a new stimulus to an international approach to the problems of agriculture which has been emerging gradually since the great depression. Developments such as are foreshadowed by the International Wheat Conference held in Washington in July-August 1941 are likely to be of great importance. The social problems of agriculture have held a place among the preoccupations of the International Labour Organisation since 1920, and detailed arrangements were worked out for co-operation between the Organisation and the International Institute of Agriculture. During the years immediately preceding the war, growing appreciation of the key position of agriculture in the world's economy led to the establishment by the Organisation of a Permanent Agricultural Committee, composed in a manner which takes due account of the importance of the small farmer in the agricultural structure of many countries. It will be essential when applying the principles embodied in the social mandate that action in respect of industry and commerce should be paralleled by appropriate action in respect of agriculture, both because of the intrinsic importance of agriculture and because of the interdependence of the prosperity of industrialised communities and the living standards of primary producers. The development of the work of the Permanent Agricultural Committee, with any adaptations which may be necessary, and the establishment of a adequate liaison between it and other international bodies dealing with agricultural questions, would seem to be an appropriate means for furthering this end.

Reference has also been made in an earlier part of this report to maritime questions and to the progress made during the war both as regards seamen's welfare in ports and the greater degree of uniformity of conditions of work and wages on board ships sailing under different flags. No industry is so international in character and in activity as the mercantile marine. Not only do its ships pass across the oceans from one country to another, but the cargoes they carry are consigned to and from all countries whether coastal or landlocked: and the officers and men who man them are men of many nations having between them the special bond of the brotherhood of the sea. Much of the progress described in their conditions has its origin in the work of the Joint Maritime Commission of the International Labour Organisation. In the course of its meetings and of the special Maritime Conferences of the Organisation to which its proposals were referred, the representatives of seamen and shipowners have come closer together and have worked with increasing understanding of one another's problems in a joint endeavour to improve the conditions of the industry to which they are both proud to belong. The still closer collaboration which has grown up during the war should make the Joint Maritime Commission a most valuable instrument for the treatment of post-war maritime problems. The maintenance and possible extension of the uniformity of conditions already achieved, together with the consideration of certain other questions by which social conditions in the industry are affected, might well be entrusted to the Joint Maritime Commission, the agenda of which at the outbreak of war included, among other questions, trade reservations, subsidies, and flag discrimination as affecting the volume of employment of seamen and the standards of their working conditions. There may well be further maritime problems on which international action may prove necessary or desirable. The nature of the problems to be dealt with might conceivably suggest that the composition of the Commission should be modified so as to provide for governmental representation—at present it is a bipartite body—or it might report its proposals for sanction to a special international Maritime Conference¹ as heretofore.

¹ Maritime questions are dealt with in the I.L.O. by the International Labour Conference but it has been the accepted practice for the agenda of the Conference to be confined from time to time to exclusively maritime questions on which the Joint Maritime Commission has been consulted. To these meetings of the Conference maritime countries send representatives of shipowners and seamen.

The International Labour Office made the first survey of the textile industry as a world problem. The establishment of an international textile committee was envisaged at the 1937 World Textile Conference and preliminary steps were taken to constitute such a committee in the hope that it might gradually bring order, and in consequence prosperity, to the industry as a whole. The further development of this work was interrupted by the war. Such a committee, upon which the various branches of the textile industries of the different countries were represented, might well prove an instrument through which the textile industry itself might be able to formulate plans for the reconstruction of the industry after the war, and to such a committee, with representation of textile employers and workers, might be entrusted the execution of such plans.

It is possible that similar committees might play a useful role in the international organisation of other great industries such as the metal industries, coal-mining, etc., and either the International Labour Organisation, or some appropriate body derived from it, might be charged with the necessary task of co-ordination.

It might be argued that such committees would tend to pursue the interests of the industries they represented in a selfish way, seeking only the prosperity of their own section of the world's economic life at the expense maybe of other sections. A guarantee of a wider policy would, however, be given by their tripartite character, comprising representatives of Governments and workers, and by the co-ordinating control which would be exercised by the International Labour Conference on some other suitable body. It would seem to be clear, moreover, that some kind of world machinery is required for the big industries which have an international character, and there would appear to be distinct advantages in providing for the representation of the workers as well as of management therein and for a link between them and the International Labour Organisation because of the repercussion of their work on social conditions.

Regional Co-operation within a World Framework

The responsibilities of the International Labour Organisation are world-wide, and the experience of twenty years has shown that in order to enable it to discharge those responsibilities in a manner which takes due account of the interests and problems of all its Members it must have direct and intimate contact with all parts of the world and specialised machinery for handling, within a general international framework, the special problems of particular regions. The Labour Conferences of American States, of which the first two were held in Santiago de Chile in 1936 and in Havana, Cuba, in 1939, furnish the starting point for the future development of the continental work of the Organisation in the Americas. The desirability of holding special conferences for the Asiatic countries and territories has been stressed in resolutions adopted at various sessions of the International Labour Conference, but political tension has prevented the holding of such a conference. The war has, however, given so great a stimulus to further industrial expansion in Asia that the social problems of Asia are likely to be of vastly increased importance in the post-war years. Machinery analogous to that which has been developed for the Americas, and built up in the same manner on the basis of regional requirements and conditions, is therefore likely to be necessary for Asia and possibly for other areas.

A Challenge and an Opportunity

The purpose of the present report is not to put forward any cut-and-dried scheme. It has aimed only at attempting to indicate in a preliminary way the content of the general policy of social security and at recalling certain initiatives already taken by the International Labour Organisation which are perhaps suggestive for further action and development. A co-ordinated scheme to be of real value can only be worked out by the representative bodies of the Organisation which alone can decide on what problems the work of the Organisation should henceforth be concentrated and in what order.

It is by no means certain that there will be a definite moment when the whole series of reconstruction measures can be considered as a general plan and co-ordinated in advance. Action on some of the points noted above needs indeed to be undertaken now—for example, as regards the mapping of the employment situation so that the quantity and distribution of skills may be known and their redistribution effected in the light of that knowledge when war production abruptly ceases and other forms of production become possible. Plans for the resumption or increase of the production of articles of general consumption now restricted or regarded as non-essential, plans for the establishment of new industries and the development of new materials and new techniques such as the greatly increased industrial use of plastics, plans for housing schemes and for public works both national and international, must be ready, together with the machinery for putting them into operation, if severe and dangerous dislocation of employment is to be avoided when the war ends.¹ Certain forms of international action are likely to be taken to meet pressing needs without waiting for any general reconstruction Conference—for example, measures to feed the peoples of Europe, which it has been suggested might be organised through an extension of the lend-lease system.² And it is not impossible that, under stress of events and to meet immediate practical necessities, various transitional measures may be put into operation in piecemeal fashion. If this course is followed, it is important that the general social objective should be kept in view so that future measures to achieve it may not meet with unnecessary difficulties, and the best way to secure this would probably be to associate the International Labour Organisation in some appropriate way with the elaboration of any transitional policies or their application whenever they deal with matters of social import.

Suggestions were made by some delegates at the last meeting of the Conference that the Constitution of the Organisation should be amended so as to define more clearly its autonomy and authority.

During the twenty odd years of its existence, the Constitution of the Organisation has given rise to surprisingly little criticism. The slowness with which some of its decisions obtained national confirmation and application was due to the series of economic and political crises during the inter-war period rather than to any defect in the international machinery. How best its power to influence policy decisively should be enhanced it is perhaps premature to discuss at a moment when the new tasks to be laid upon it have not yet been defined, when the circumstances in which those tasks will have to be performed are unknown, and when the nature and competence of other international organisations has not been decided. As these become known, measures can be taken to give the Organisation any such extension of powers as may be necessary to enable it to exercise any new functions that may be committed to it, or to perfect its machinery for certain purposes, such as securing the effective observance of international social obligations. In any such measures it would be essential to preserve that equal and independent status of the workers and of management which has given the Organisation the special character from which it draws so much of its strength. With its existing constitutional powers, it can undertake its share of the social reconstruction problem, at all events in the first stages, on two conditions: first, that the Governments, recognising that its record and experience make it an effective instrument for the implementation of their declared post-war social policy, agree to use it to the full for that purpose, and second, that the necessary resources are placed at its disposal.

If a real and determined attack is to be made on the social problem, if "poverty and the social evils that arise from it" are to be eliminated, if mass unemployment is to be made impossible, and if a higher standard of life is to be sought and secured for men and women workers throughout the

¹ Some indication of the size of the problem which may have to be faced is given in the Report of the U.S. NATIONAL RESOURCES PLANNING BOARD: *After Defense What?* which points out (p. 3) that if the war should continue until 1944 the defence effort of the United States would then absorb the energies of about 23 million workers in the war industries and about 3½ million in the armed services.

² *Idem*, p. 16.

world, international action on a scale greater than that of the inter-war period will be necessary and greater financial resources to equip and extend international machinery must be forthcoming. What has been accomplished hitherto is in the nature of an experiment, from which valuable lessons can be learned. But if a serious attempt is to be made to organise and run a better post-war world "which will afford the assurance that all the men in all the lands may live out their lives in freedom from fear and want", both Governments and public opinion must be prepared for far more international co-operation than in the past, and for the corresponding expenditure of time, energy and money.

The idea of such an extension of international activity raises in some quarters the fear that such international activities involve interference with national prerogatives which should be jealously guarded. The sacred and intangible character of national sovereignty is held to constitute an obstacle to international organisation, which it is argued can only be effective in the degree in which it invades and restricts the national domain. There are, however, a growing number of matters to which the authority of national government, however unlimited, cannot in the nature of things extend in an era of world interdependence. The alternatives are therefore to leave without any control or order matters of vital interest which are outside the range of effective national action or to institute international control in spheres in which the absence of such control is dangerous to the very existence of free nations. The full exercise of the old theoretical national sovereignty is possible only in isolation: it is no more possible in the modern world for the individual State than is unrestricted individual liberty. Restrictions on the individual's liberty, such as the obligation to obey traffic regulations, do not interfere with his liberty to drive to the destination which he chooses—they secure, on the contrary, that he shall reach it more rapidly and certainly than if they did not exist, while allowing his fellow drivers to do likewise. In the same way, international organisation properly understood is indispensable to the creation of conditions in which national freedom can be effectively and safely exercised. To deal with the social and economic problems which will arise at the end of the war existing national powers will be needed to the full for national measures. Concurrently, international measures will have to be taken by the appropriate international bodies if national action is to be effective and not to find itself baffled and defeated by circumstances out of its control.

The better world to which millions everywhere look forward can only come as the result of a free co-operative effort. That effort must be planned, prepared, and even begun now. As Prime Minister Mackenzie King has said, if the new world order "is not already on its way before the war is over we may look for it in vain".

Overwhelming as in some cases are their other preoccupations at this time, there is abundant evidence that the Members of the International Labour Organisation, together with their workers' and employers' organisations, are alive to that necessity.

The war has brought destruction and horror of an intensity and extent beyond any experience in history. But it has brought together the common people of the world: it has brought a keen realisation of their interdependence and of the interdependence of the four great freedoms. They know that so long as nations must arm against the menace of attack, the illimitable resources of the earth's bounty and the vast possibilities of science and invention must be turned from their true purpose. They are aware that as fear is removed from the lives of nations, the wealth of the world can be made available for the lives of men. They are conscious of the difficulties to be overcome, but they are equally conscious that though the challenge is formidable the opportunity is great. They are determined that when aggression and oppression have been driven from the earth, men must build better than men have built before. Already the social objectives have been set by countless authoritative pronouncements. Overwhelming opinion declares that they can and must be achieved. If that unity of aim and purpose is maintained and if it is inspired by a devotion and earnestness equal to those which the challenge of war has evoked, these objectives can be

pursued with confident hope of ultimate success. The International Labour Organisation is, as Mr. Winant pointed out in his Resignation Report, the "instrument for orderly social change" of "the Governments, employers, and workers of the free democratic countries of the world", and is thus peculiarly fitted to initiate and guide the international action which is required. If the Organisation takes its responsibilities courageously, if it acts with faith and with energy, then, in the concluding words of Mr. Winant's message, "with God's will and a just cause" it will not fail.

Edward J. PHELAN.

11 September 1941.

3. Address by the President of the United States of America to the Delegates of the Conference

The White House, Washington, 6 November 1941

Taking part in a Conference of the International Labour Organisation is not a new experience for me. It was exactly at this time of the year, in 1919, that the I.L.O. had its first Conference in Washington. Apparently someone had fallen down on the job of making the necessary physical arrangements for the Conference. Finally, someone picked on the then Assistant Secretary of the Navy to help. I had to find office space in the Navy Building, as well as supplies and typewriters, to get the machinery organised.

In those days the I.L.O. was still a dream. To many it was a wild dream. Who had ever heard of Governments getting together to raise the standards of labour on an international plane? Wilder still was the idea that the people themselves who were directly affected—the workers and the employers of the various countries—should have a hand with Government in determining these labour standards.

Now, twenty-two years have passed. The I.L.O. has been tried and tested. Through those extravagant years of the 'twenties it kept doggedly at its task of shortening the hours of labour, protecting women and children in agriculture and industry, making life more bearable for the merchant seamen, and keeping the factories and mines of the world more safe and fit places for human beings to work in.

Then through the long years of depression, it sought to bring about a measure of security to all workers by the establishment of unemployment insurance and old-age insurance systems; and again to set the wheels of industry in action through the establishment of international public works, rational policies of migration of workers, and the opening of the channels of world trade.

Now, for more than two years you have weathered the vicissitudes of a world at war. Though Hitler's juggernaut has crowded your permanent staff out of its home at Geneva, here

in the New World, thanks in large part to the efforts of our friend, John Winant, you have been carrying on. And when this world struggle is over, you will be prepared to play your own part in formulating those social policies upon which the permanence of peace will so much depend.

Today, you, the representatives of thirty-three nations, meet here in the White House for the final session of your Conference. It is appropriate that I recall to you, who are in a full sense a parliament for man's justice, some words written in this house by a President who gave his life in the cause of justice. Nearly eighty years ago, Abraham Lincoln said: "The strongest bond of human sympathy, outside of the family relation, should be one uniting all working people, of all nations, and tongues, and kindreds".

The essence of our struggle today is that men shall be free. There can be no real freedom for the common man without enlightened social policies. In the last analysis, they are the stakes for which democracies are today fighting.

Your concern is the concern of all democratic peoples. To many of your Member States, adherence to the International Labour Organisation has meant great sacrifice. There is no greater evidence of the vitality of the I.L.O. than the loyal presence here today of the representatives of the nations which suffer under the lash of the dictator. I welcome those representatives especially.

I extend the hand of courage to the delegates of those labour organisations whose leaders are today languishing in concentration camps for having dared to stand up for the ideals without which no civilisation can live. Through you, delegates from these despoiled lands, the United States sends your people this message: "You have not been forgotten; you will not be forgotten."

We in the United States have so far been called upon for extremely limited sacrifices, but even in this country we are beginning to feel the pinch of war. The names may be unfamiliar to you, but the workers of Manitowoc, Wisconsin, who used to make aluminium utensils, have had to sacrifice their jobs that we may send planes to Britain and Russia and China. Rubber workers in a hundred scattered plants have had to sacrifice their opportunities for immediate employment in order that there may be ships to carry planes and tanks to Liverpool and Archangel and Rangoon. Tens of thousands of automobile workers will have to be shifted to other jobs in order that the copper which might have been used in automobiles may carry its deadly message from the mills of the Connecticut Valley to Hitler. But with all this, we have not yet made any substantial sacrifices in the United States.

We have not, like the heroic people of Britain, had to withstand a deluge of death from the skies. Nor can we even grasp the full extent of the sacrifices that the people of China

are making in their struggle for freedom from aggression. We have in amazement witnessed the Russians oppose the Nazi war machine for four long months at the price of uncounted dead and a scorched earth.

Most heroic of all, however, has been the struggle of the common men and women of Europe, from Norway to Greece, against a brutal force which, however powerful, will be forever inadequate to crush the fight for freedom.

As far as we in the United States are concerned, that struggle shall not be in vain. The epic stand of Britain, of China, and of Russia receives the full support of the free peoples of the Americas. The people of this country insist upon their right to join in the common defence.

To be sure, there are still some misguided among us—thank God they are but a few—both industrialists and leaders of labour, who place personal advantage above the welfare of their nation. There are still a few who place their little victories over one another above triumph over Hitler. There are still some who place the profits that they may make from civilian orders above their obligation to the national defence. There are still some who deliberately delay defence output by using their “economic power” to force acceptance of their demands, rather than use the established machinery for the mediation of industrial disputes.

Yes, they are but few. They do not represent the great mass of American workers and employers. The American people have made an unlimited commitment that there shall be a free world. Against that commitment, no individual or group shall prevail.

The American workman does not have to be convinced that the defence of the democracies is his defence. Some of you, from the conquered countries of Europe and from China, have told this Conference with the eloquence of anguish how all that you have struggled for—the social progress that you and your fellow men have achieved—is being obliterated by the barbarians.

I need not tell you that one of the first acts of the Fascist and Nazi dictators—at home and in conquered countries—was to abolish free trade unions and to take away from the common people the right of association. Labour alone did not suffer. Free associations of employers were also abolished. Collective bargaining has no place in their system; neither has collaboration of labour, industry and Government.

Nor need I tell you that the Nazi Labour Front is not a labour union but an instrument to keep labour in a state of permanent subjection. Labour under the Nazi system has become the slave of the military State.

To replace Nazi workers shipped to the front and to meet the gigantic needs of her total war effort, Nazi Germany has imported about two million foreign civilian labourers. They

have changed the occupied countries into great slave areas for the Nazi rulers. Berlin is the principal slave market of all the world.

The American workman has no illusions about the fate that awaits him and his free labour organisations if Hitler should win. He knows that his own liberty and the very safety of the people of the United States cannot be assured in a world which is three fourths slave and one fourth free. He knows that we must furnish arms to Britain, Russia and China and that we must do it now—*today*.

Our place—the place of the whole Western Hemisphere—in the Nazi scheme for world domination has been marked on the Nazi timetable. The choice we have to make is this : shall we make our full sacrifices now, produce to the limit, deliver our products today and every day to the battle fronts of the entire world ? Or shall we remain satisfied with our present rate of armament output, postponing the day of real sacrifice—as did the French—until it is too late ?

The first is the choice of realism—realism in terms of three shifts a day ; the fullest use of every vital machine every minute of every day and every night ; realism in terms of staying on the job and getting things made, and entrusting industrial grievances to the established machinery of collective bargaining—the machinery set up by a free people.

The second choice is the approach of the blind and the deluded who think that perhaps we could do business with Hitler. For them there is still “ plenty of time ”. To be sure, many of these misled individuals believe that if we should later find we can't do business with Hitler we will roll up our sleeves later—later—later. And their tombstones would bear the legend, “ Too late ”.

In the process of our working and fighting for victory, however, we must never permit ourselves to forget the goal which is beyond victory. The defeat of Hitlerism is necessary so that there may be freedom ; but this war, like the last war, will produce nothing but destruction unless we prepare for the future now. We plan now for the better world we aim to build.

If that world is to be a place in which peace is to prevail, there must be a more abundant life for the masses of the people of all countries. In the words of the Atlantic Charter, we “ desire to bring about the fullest collaboration between all nations in the economic field with the object of securing for all improved labour standards, economic advancement and social security ”.

There are so many millions of people in this world who have never been adequately fed and clothed and housed. By undertaking to provide a decent standard of living for these millions, the free peoples of the world can furnish employment to every man and woman who seeks a job.

We are already engaged in surveying the immediate post-war requirements of a world whose economies have been disrupted by war.

We are planning not to provide temporary remedies for the ills of a stricken world ; we are planning to achieve permanent cures—to help establish a sounder life.

To attain these goals will be no easy task. Yes, their fulfilment will require “ the fullest co-operation between all nations in the economic field ”. We have learned too well that social problems and economic problems are not separate watertight compartments in the international any more than in the national sphere. In international, as in national affairs, economic policy can no longer be an end in itself. It is merely a means for achieving social objectives.

There must be no place in the post-war world for special privileges for either individuals or nations. Again in the words of the Atlantic Charter : “ All States, great or small, victor or vanquished,” must have “ access, on equal terms, to the trade and to the raw materials of the world which are needed for their economic prosperity ”.

In the planning of such international action, the International Labour Organisation, with its representation of labour and management, its technical knowledge and experience, will be an invaluable instrument for peace. Your organisation will have an essential part to play in building up a stable international system of social justice for all peoples everywhere. As part of you, the people of the United States are determined to respond fully to the opportunity and the challenge of this historic responsibility, so well exemplified at this historic meeting in this historic home of an ancient democracy.

4. Resolutions adopted by the Conference

I

Resolution concerning Post-War Emergency and Reconstruction Measures

(Adopted on 4 November 1941)

Whereas the victory of the free peoples in the war against totalitarian aggression is an indispensable condition of the attainment of the ideals of the International Labour Organisation ; and

Whereas the close of the war must be followed by immediate action, previously planned and arranged, for the feeding of peoples in need, for the reconstruction of the devastated countries, for the provision and transportation of raw materials and capital equipment necessary for the restoration of economic

activity, for the reopening of trade outlets, for the resettlement of workers and their families under circumstances in which they can work in freedom and security and hope, for the changing over of industry to the needs of peace, for the maintenance of employment, and for the raising of standards of living throughout the world ; and

Whereas the accomplishment of these purposes will require the " fullest collaboration between all nations in the economic field " ; and

Whereas such collaboration will set tasks of organisation and administration calling for the highest ability and for the most sympathetic understanding of the needs of peoples ; and

Whereas the International Labour Organisation, which possesses the confidence of the free peoples and includes in its structure the representatives of workers and employers, is for these reasons peculiarly fitted to take part in this work in such a way as to minimise misunderstanding and unrest and to promote a stable and enduring peace :

The Conference of the International Labour Organisation requests the Governing Body :

- (a) to transmit this resolution forthwith to the Governments of all Member States, to call their attention to the desirability of associating the International Labour Organisation with the planning and application of measures of reconstruction, and to ask that the International Labour Organisation be represented in any peace or reconstruction conference following the war ;
- (b) to suggest to the Governments of the Member States that they should, if they have not already done so, set up representative agencies for the study of the social and economic needs of the post-war world and that such agencies should consult with the appropriate organs of the International Labour Organisation ;
- (c) to set up from its own membership a small tripartite committee, instructed to study and prepare (i) measures of reconstruction, and (ii) measures to deal with unemployment, which should be empowered to enlist the assistance of technically qualified experts and authorised to co-operate with governmental, inter-governmental and private agencies engaged in similar studies and with those agencies whose present activities in the social and economic field affect the conditions under which post-war programmes will be carried out ;
- (d) to make full use of such existing organs of the International Labour Organisation as the International Public Works Committee, the Permanent Agricultural Committee, the Permanent Committee on Migration for Settlement, and the Joint Maritime Commission, and from time to time to make such modifications in the composition of

these agencies, and to set up such new agencies, as may be needed to meet the responsibilities implied in this resolution ;

- (e) to direct the programme of work of the International Labour Office to fulfil the purposes of this resolution ; and
- (f) to report on the subject matter of this resolution to the next and subsequent meetings of the International Labour Conference so that the International Labour Organisation shall be in a position to give authoritative expression to the social objectives confided to it, in the rebuilding of a peaceful world upon the basis of " improved labour standards, economic advancement and social security ".

II

Resolution endorsing the Atlantic Charter

(Adopted on 5 November 1941)

Whereas by the Atlantic Charter the President of the United States of America and the Prime Minister of the United Kingdom have announced eight common principles in the national policies of their respective Governments on which they base their hopes for the better future of the world ; and

Whereas these principles have been approved by all the Allied Governments ; and

Whereas the Fourth, Fifth and Sixth of these principles are as follows :

Fourth, they will endeavour, with due respect for their existing obligations, to further the enjoyment by all States, great or small, victor or vanquished, of access, on equal terms, to the trade and to the raw materials of the world which are needed for their economic prosperity.

Fifth, they desire to bring about the fullest collaboration between all nations in the economic field with the object of securing for all improved labour standards, economic advancement and social security.

Sixth, after the final destruction of the Nazi tyranny, they hope to see established a peace which will afford to all nations the means of dwelling in safety within their own boundaries, and which will afford assurance that all the men in all the lands may live out their lives in freedom from fear and want ;

Whereas the Constitution of the International Labour Organisation proclaims that a lasting peace " can be established only if it is based on social justice " ;

The Conference of the International Labour Organisation endorses the aforementioned principles of the Atlantic Charter, requests that the fullest use be made of the machinery and

experience of the International Labour Organisation in giving effect to these principles, and pledges the full co-operation of the International Labour Organisation in their implementation.

III

Resolution concerning the War and Peace

(Adopted on 5 November 1941)

The Conference of the International Labour Organisation, meeting in New York from 27 October to 5 November and attended by delegates from forty nations;

Having received the reports of the representatives from the countries occupied by the Axis armies;

Notes that in all the countries occupied by these armies freedom of association has been suppressed, as well as all other democratic rights and liberties;

Expresses its deepest sympathy with the millions of human beings in China, Great Britain, Russia and on the Continent of Europe on whom the Axis war machine has inflicted indescribable sufferings and who are living at the present time in the most acute moral and material distress.

The Conference solemnly declares that it is only the victory of free nations the world over, who are fighting for democracy and for the maintenance of the inalienable rights of man, which can save the world from hopeless chaos.

The Conference expresses its warmest admiration and profound gratitude to the brave peoples who are fighting against the most savage barbarians that history has ever known, and thus saving mankind from complete defeat; by their heroic resistance these free men and women have not only saved the world from defeat but have also laid the foundations for the victory of democracy which can alone guarantee social progress and freedom.

The Conference urges all free peoples to contribute to the uttermost limit of their power for the victory of China, Great Britain, Russia and their Allies by supplying all the arms which their industry can produce.

The Conference insists that, after having made sure of victory, the most important task for the democracies will be to establish the principles of economic co-operation which should be laid down between all the nations of the world; it is important that a start should be made immediately with the study of the economic conditions which will make social progress possible, so that, when victory has been won, the free nations will be ready to face the great task of reconstruction in order that the blessings of peace on earth and goodwill among men may become real and universal.

IV

**Resolution concerning the War and Trade between
American Countries**

(Adopted on 5 November 1941)

Whereas restrictions imposed upon export trade between certain American countries unquestionably represent a danger for industry and trade, which run the risk of being paralysed with the consequence of causing inevitable unemployment among large numbers of workers, creating thereby a serious internal situation in the countries concerned ;

Whereas all American countries wish to export the maximum possible of their products and this would represent a more practical and effective collaboration in the present difficult period :

The Conference requests the Governing Body to take appropriate steps, and to consider the appointment of a committee for the purpose of encouraging the exchange of goods between the countries indicated above.

V

**Resolution concerning Collaboration between Governments,
Workers and Employers in the Planning and Application of
Public Policies**

(Adopted on 5 November 1941)

Whereas workers and employers of any country are so vital to the production and general mobilisation and defence effort of any nation ; and

Whereas wisdom and justice both dictate that the workers and employers of each country should by virtue of their importance to these efforts be accorded a voice in the determination of their economic and social interests :

The Conference recommends that in agencies set up by public authority which include among their functions the planning and application of public policies which directly or indirectly affect the interest of workers and employers, the policy-making and administrative agencies should include representatives and responsible spokesmen of workers and employers acting jointly with their Governments.

VI

Resolution concerning Living Wages and Agrarian Reform*(Adopted on 5 November 1941)*

Whereas physiological data prove that there is inadequate nutrition of workers in various countries which are Members of the International Labour Organisation :

The Conference emphasises the necessity for the promulgation of laws where necessary fixing minimum rates of wages, in order to ensure to the workers the means of satisfying the essential requirements of human beings who undertake their work in the conditions and with the exigencies of our present civilisation ;

Considers also that it is indispensable for countries which have extensive territory in relation to the number of their inhabitants to undertake agrarian reforms which will permit of a rational mobilisation of their agricultural and pastoral riches and the proper satisfaction of aspirations of greater social justice for the workers.

VII

Resolution concerning the Establishment of a World Textile Office*(Adopted on 4 November 1941)*

The Conference of Representatives of Members of the International Labour Organisation :

(1) Requests the Director of the International Labour Office to begin immediately the preparation of a definite scheme for the establishment, under the ægis of the International Labour Organisation, of a World Textile Office, based on the tripartite principle, to be responsible for the international organisation of economic and social measures to secure prosperity and social justice in the textile industry ;

(2) Authorises the Director of the International Labour Office to initiate consultations with all parties concerned to the fullest extent which circumstances permit with a view to such a scheme being put into effect with a minimum of delay after the termination of hostilities.

VIII

**Resolution concerning Planning for the Regulation
of Economic and Social Conditions in the Mercantile Marine**
(Adopted on 4 November 1941)

Whereas seafarers have made many sacrifices and shown great devotion to duty ; and

Whereas the international character of shipping will become even more pronounced after the war than before ; and

Whereas a speedy and satisfactory regulation of the economic and social position of seamen is therefore imperative for the future development of the shipping industry :

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

- (a) to consult all interested organisations, institutions and individuals in order that at the end of the war plans will be available for the immediate regulation of economic and social conditions in the mercantile marine ; and
- (b) to consult the Joint Maritime Commission regarding the desirability of the inclusion therein of Government representatives.

IX

**Resolution concerning Collaboration with the River Plate
Regional Office of Economic Information and Studies**
(Adopted on 5 November 1941)

Whereas the Convention establishing the Regional Office of Economic Information and Studies, set up by the Regional Conference of River Plate Countries in January 1941, provides that that Office should co-ordinate its researches with those undertaken by the International Labour Office, and such work could be most useful for securing improvement in the economic and social conditions of the American States :

The Conference requests the Governing Body to instruct the International Labour Office to give its support to the Regional Office of Economic Information and Studies and to collaborate in its work.

X

**Resolution concerning the Place of Meeting of the
Next Session of the International Labour Conference**
(Adopted on 5 November 1941)

The Conference of the International Labour Organisation places it on record for the information of the Governing Body

that the members of the present Conference advise that the next session of the International Labour Conference may be held outside of Geneva if circumstances should so require.

XI

Resolution thanking Mr. Winant for his Services as Director of the International Labour Office

(Adopted on 4 November 1941)

Whereas, whilst it is impossible under present circumstances to assess the importance for the future of humanity of the work of the Directorate of the International Labour Organisation in difficulties as serious as those which the Organisation has overcome since June 1940, the States Members owe a special debt of gratitude for the fact that the life, the undying spirit and the freedom of action of the Organisation itself have been preserved, so that the most appropriate instrument for achieving social justice has been safeguarded ;

Whereas in carrying out this task the heaviest responsibility has fallen on, and the greatest success has been achieved by, the last Director, Mr. John G. Winant, to whom this Conference—made possible thanks to his efforts—owes an explicit declaration of gratitude ; and

Whereas the present personal task of Mr. Winant, in representing in two great democracies the Roosevelt-Churchill doctrine of the freedom of the world, known as the "Atlantic Charter", implies a collaboration in the work of this Conference as important as if he were present in person :

The Conference of the International Labour Organisation declares its gratitude to Mr. Winant, former Director of the International Labour Office, for his success in preserving the life, spirit and freedom of action of the Organisation, and expresses to him its warmest and most hearty sympathy in his present duties.

XII

Resolution concerning Collaboration between Public Authorities and Workers' and Employers' Organisations

(Adopted on 4 November 1941)

I

The Conference

(1) Recognises the universal and permanent importance for all nations of effective collaboration between the public authorities and workers' organisations and employers' organi-

sations, which occupy a place of increasing prominence in economic and social development ;

(2) Underlines the special importance of such collaboration—

(a) during the present war, because the success of the military operations largely depends on the result of the battle of production which will be won by the democracies only by the complete collaboration between the workers and the employers in the work of national defence ;

(b) after victory, for the transition from war economy to peace economy and for the economic and social reconstruction of the world, which will be of interest to all countries, belligerent and neutral, and which will call for a gigantic and co-ordinated effort on the part of the public authorities, workers and employers ;

(3) Declares that real collaboration is possible only within the framework of democratic political institutions which guarantee the freedom of association of workers and employers ;

(4) Affirms that the application of the principle of collaboration requires that, in law and in fact—

(a) the right of industrial organisations to represent workers and employers should be recognised by the State ;

(b) the workers' and employers' organisations should recognise each other's right to represent workers and employers respectively ;

(5) Recognises that methods of collaboration vary with place, social pattern, prior experience, temperament and custom, from country to country and within the experience of a single nation, as is illustrated by the variety and adaptability of practices in countries dealing with similar situations which have been reported in the discussions of the Conference, and that positive results can best be assured by development along the lines of national experience, always provided that collaboration is based on the principles enunciated above and subject to the fundamental necessity for full participation of employers' and workers' organisations through representatives of their own designation being fully assured.

II

Whereas it is the desire of this Conference to secure that the International Labour Organisation render the greatest possible service in extending the practice of collaboration, both in emergency organisation and in the field of permanent industrial and economic organisation,

The Conference

(1) Requests the Governing Body of the International Labour Office to take steps to ensure the fullest use of the resources of the Organisation for—

- (a) the exchange between Governments and organisations of workers and employers of information concerning both wartime and permanent machinery of collaboration so as to facilitate its widest developments, and
- (b) aiding interested countries to make use in their machinery for emergency industrial and economic organisation of the most suitable methods of collaboration in the field under consideration ;

(2) Urges the Governments to provide the Office not only with a record of structural developments, but with adequate information on the operation of the machinery of collaboration, both where it is successful and where it falls short of achieving its purpose, so as to permit comparative analysis.

III

Whereas the question of methods of collaboration between the public authorities, workers' organisations and employers' organisations is very complex and it has been impossible on the present occasion, owing to shortness of time, to proceed to a detailed discussion of its many aspects :

The Conference requests the Governing Body of the International Labour Office to place the question on the agenda of the next Conference.

5. Resolutions referred by the Conference to the Governing Body for Consideration¹

I

Draft Resolution concerning the Protection of Children, submitted by the United States Government Delegates

Whereas the Conference declared in 1930 at its 14th Session that the workers of every country should have opportunity

¹ The Conference decided on the recommendation of its Selection Committee to draw the attention of the Governing Body to the following draft Resolutions submitted by the delegates of the Latin American countries and concerning the situation of those countries, and to ask the Governing Body to consider the effect that might usefully be given to these Resolutions either in connection with the next General Conference or in connection with the next regional conference of the Organisation.

The texts of a number of other draft Resolutions which were referred by the Conference to the Governing Body for consideration will be found in the following publication: Conference of the International Labour Organisation, 1941, New York and Washington, D.C., *Record of Proceedings*, (I.L.O., Montreal, 1941), pp. 174-183.

to develop their intellectual, moral and physical capacities to the fullest extent, in order that they may lead full human lives ;

Whereas the child of today will be the worker and the citizen of tomorrow ;

Whereas it is a first duty of a democratic country, whose prosperity depends on the free and full development of the talents and aptitudes of its citizens, young and old, and on the application of their abilities to activities useful for the community, to provide for every child such conditions of life as will foster this full and free development ;

Whereas this duty calls for help and assistance to every child, through his family and through the resources of the community, that will provide for him the security of an adequate home and of family affection, physical care, health services, a broad general education, and preparation for a satisfying and useful occupational life ;

Whereas the war situation and the resulting abnormal conditions of life menace the child's safety and future opportunities and impose on society new and urgent problems and responsibilities for the protection of the child ;

Whereas the solution of these problems requires both preliminary study and prompt action ;

The Conference requests the Governing Body :

- (1) To take steps to stimulate in all States that are Members of the Organisation the acceptance of full responsibility by their Governments for assuring, on their own initiative and through appropriate channels of international co-operation, full protection to all children, regardless of the income of their parents, as the best means of developing to the fullest extent the vigour of the workers of the future. This protection should afford :
 - (a) freedom from oppressive child labour ;
 - (b) full access to educational opportunity and vocational preparation ;
 - (c) health supervision ;
 - (d) whatever assistance in conserving home life or providing special protection or care as their needs may require ;
- (2) To instruct the Office to undertake such studies as will be helpful to the competent national authorities in fulfilling these aims ;
- (3) To prepare the way for international collaboration to co-ordinate the activities of public and private services for the protection of children so that the maximum results of these efforts may be attained ;

And, in line with the recommendations twice formulated by the Conference of the American States Members of the

International Labour Organisation (Santiago de Chile, 1936, and Havana, 1939), urges all States that are Members of the Organisation to make provision, through specialised personnel in their Labour Ministries or other appropriate bodies, for the consideration and promotion of a nation-wide and effective social policy relating to the protection of children.

II

Draft Resolution concerning the Creation of Merchant Navies, submitted by Mr. Fernández R., Workers' Delegate, Cuba ; Mr. Ibáñez Águila, Workers' Delegate, Chile ; Mr. Hurtado, Workers' Delegate, Mexico ; and Mr. Rodríguez Aneiros, Workers' Delegate, Uruguay

Whereas commercial relations between countries have been hampered because of difficulties due to the war and because of the shortage of shipping and the difficulties of maritime transport ;

Whereas the volume of imports and exports between the countries of America has suffered from the repercussions of this abnormal situation owing to the insufficiency of the merchant marines of those countries ;

Whereas at the recent Pan-American Conferences and Conferences of Ministers of Foreign Affairs special attention has been paid to the necessity for improving and extending maritime transport between the countries of this Continent ;

The Conference recommends that the necessary measures be taken by the nations concerned with a view to the creation of a merchant navy in each of them, in order to facilitate trade and to provide employment for new groups of workers, under the conditions laid down by the Conventions of the International Labour Organisation dealing with work on board ship and with work in ports.

III

Draft Resolution concerning Immigration Facilities for Spanish Refugees, submitted by Mr. Fernández R., Workers' Delegate, Cuba ; Mr. Hurtado, Workers' Delegate, Mexico ; Mr. Ibáñez Águila, Workers' Delegate, Chile ; and Mr. Rodríguez Aneiros, Workers' Delegate, Uruguay

Whereas the Second Labour Conference of American States held at Havana (Cuba) in 1939 decided, on a motion dealing with Spanish refugees in France, submitted by the Chilean Delegation, " to recommend the International Labour Organisation to give special attention to this humanitarian problem " ;

Whereas very few democratic countries have opened their gates to those who were first in the fight for democracy and against Fascism, as were the citizens of the Spanish Republic, many of whom are still in France and in Africa and are suffering persecution and hardship ;

The Conference invites the Governments represented at this Conference to come once more to the rescue of these fighters for democracy and of their families, by allowing them to immigrate and providing them with land, agricultural implements and means of transport so that they may begin life afresh in democratic countries.

IV

Draft Resolution concerning the Extension of Social Legislation to Agricultural Workers, submitted by Mr. Fernández R., Workers' Delegate, Cuba ; Mr. Hurtado, Workers' Delegate, Mexico ; Mr. Ibáñez Águila, Workers' Delegate, Chile ; and Mr. Rodríguez Aneiros, Workers' Delegate, Uruguay

Whereas the legislation of certain countries excludes agricultural workers from the benefits of social legislation, such as that dealing with paid holidays, maternity provision for working women, the maximum working day, the minimum wage, social insurance, etc. ;

Whereas agricultural workers constitute the most numerous and most exploited class of the population in all the countries of Latin America and form the great majority of the working class, but are entirely deprived of the benefits of social legislation ;

The Conference recommends to all the countries which are Members of the International Labour Organisation that all the advantages conferred by social legislation on industrial workers should be extended likewise to agricultural workers, eliminating the limitations and exclusions which operate to the detriment of agricultural workers who constitute the majority of the working class in all the countries of Latin America.

V

Draft Resolution concerning the Regulation of Trade Relations between American Countries, submitted by Mr. Fernández R., Workers' Delegate, Cuba ; Mr. Hurtado, Workers' Delegate, Mexico ; Mr. Ibáñez Águila, Workers' Delegate, Chile ; and Mr. Rodríguez Aneiros, Workers' Delegate, Uruguay

Whereas the present situation has given rise to grave economic changes in the countries of Latin America, owing to the closing of European markets with a consequent increase

in poverty and unemployment among the workers of those countries ;

Whereas, under plans for co-operation and defence in the Western Hemisphere, loans are being granted and trade agreements are being negotiated between the American countries in order to assist the threatened economies of these countries ;

Whereas it is necessary to foster the industrial development of the Latin American countries so that they may no longer be exclusively sources of raw materials but may also create and develop their own industries and so give employment to thousands of workers who now lack all means of livelihood ;

Whereas the defence of the American Continent and the co-operation of the countries of that Continent in ensuring the triumph of democracy in the world make it imperative to remedy the critical economic situation due to the war by facilitating the exchange of products and ensuring an outlet for products which are no longer consumed by European countries ;

1. The Conference recommends that the Governments of those countries which are industrialised and economically the strongest should grant facilities with a view to the fixing of quotas for imports of the products which have been most affected by the loss of other markets, for example, sugar, tobacco, nitrates, coffee, etc., in order to assist in the solution of the grave economic problem from which the Latin American countries are suffering.

2. In order to facilitate such exchanges of goods the Conference recommends the adoption of measures for the reduction of customs tariffs and for the elimination of the barriers which hinder the improvement of commercial relations between the countries of America.

3. There should be a guarantee that concessions and advantages of this nature will effectively benefit the working population of the countries concerned by an improvement in wages and conditions of work and by the extension of the benefits of social legislation of all kinds, so as to ensure that the advantages should not accrue solely to big business corporations.

VI

Draft Resolution concerning Trade Policy in respect of Tobacco, submitted by Dr. Díaz Rivera, Employers' Adviser, Cuba

Whereas the close relation between social and economic problems is becoming ever more widely recognised ;

Whereas in consequence the work of the International Labour Organisation should be extended into the economic field, which exercises a decisive influence on all social developments ;

Whereas the normal development of the basic industries of each country depends upon fair commercial methods, which favour production and improvement of conditions of labour, instead of reducing the one and injuring the other ;

The Conference invites the Governing Body to recommend to the International Labour Organisation that it use its influence with the Governments and the organisations of employers and of workers of the Member States with a view to securing the adoption of fair and equitable methods with regard to tobacco, particularly by the removal of discriminations and of the use of false indications of origin.

VII

Draft Resolution concerning Trade and Economic Problems of American Countries, submitted by Mr. Almada, Government Delegate, Mr. Giorgi, Government Delegate, Mr. Díaz Aznarez, Employers' Delegate, and Mr. Rodríguez Aneiros, Workers' Delegate, Uruguay

The continental defence of America demands that the problem of the interchange of products among all the countries of America be solved completely and urgently, without any kind of delay.

A large part of Latin America possesses an unsold surplus of agricultural and cattle products, and this destroys the balance of its economic, financial and social organisation.

On the other hand, the whole of Latin America needs products of North American industry and fuel that the United States alone can supply. Various Latin American countries are placed in the following difficult situation : complete lack of certain materials essential to their economic existence, *e.g.*, iron, building materials manufactured abroad, in general ; oil and coal. This state of affairs will force some of these countries to paralyse the building industry and to restrict consumption of electric power to an extent that will affect their security and normal development to a considerable extent.

It will be said that such products are necessary to the countries that are fighting against aggression and to the United States' own national defence preparations, and it may even be added that the latter country has restricted and is continuing to restrict the consumption in civilian industries of a large quantity of products necessary for its war industries.

It must nevertheless be pointed out that the paralysis of a part or the whole of a civilian industry in the United States does not produce the same disastrous effects as the paralysis of the industries of Latin America, which though infinitely less important, generally speaking, are vital for Latin America's economic balance and maintenance, seeing that the activities of the countries in question possess very little variety. The

closing down of an automobile factory for instance, in the United States is not an insoluble problem for the workers employed in it. They are certain soon to find work in factories producing for war purposes or in those that are daily being established for the same object.

The resulting situation of distress into which these nations are thrown is not the best calculated to lead to a solid international understanding in the political field such as is so urgently required, or to the establishment of a strong and united continental front, without suspicion or distrust, but rather inspired by such forces of reciprocal trust and friendship as will permit us to face aggression confidently.

For these reasons the supplying of the raw materials essential for the main industries of the countries of Latin America constitutes an urgent problem of continental defence.

Shortage of fuel owing to the lack of transportation will, in the case of countries with no such resources in their own soil like most of those that have been mentioned, force them to paralyse a large number of factories. The paralysis of manufactures in countries like these, whose activities are very restricted, creates grave problems of subsistence for which no solution can be found.

It is therefore exceedingly urgent to provide for a supply of fuel and other products that the whole of Latin America urgently requires if her industries are to survive. The solution of this problem cannot be delayed a moment longer if we wish to avoid creating despair, anarchy and disorder.

A united front in the American Continent can only be obtained when democracy, in the true sense of the term, is applied not only inside each country but also in the relations among all the American countries, both in political and in economic, financial and social matters.

It is certain that discord and hunger do not provide a propitious atmosphere for a good understanding. And in our case understanding must be rapid and full if it is to be effective, because the dangers threatening America are very great and will not wait.

For identical reasons it is necessary to consider as soon as possible the finding of markets for the surplus agricultural and cattle products of Latin America. A number of countries have already signed reciprocal trade treaties for the interchange of their products. It will be necessary without loss of time to make a complete study of the subject in order to find means to enable the democratic countries mutually to absorb the whole of their production.

The reasons given in respect of the lack of products necessary for certain industries apply also in respect of the problem of unsold surpluses. The situation of the building worker who is unemployed because building activity is paralysed is as wretched as that of the farmer who cannot sell his produce.

The following further problems connected with the improvement of conditions for mutual exchanges and social conditions in the life of the American peoples are of similar importance even though their solution can be spread over a longer period, and we should be thinking now about how to solve them.

In the first place, steps should be taken for the industrial development of all the countries of America. Such development is indispensable, not only for the purpose of diversifying their production and reducing the intensity of the crises that arise owing to the occasional shortage of certain raw materials, but also, and chiefly, for the purpose of equipping each nation to contribute effectively, and in greater independence of existing centres of mechanical manufacture, to its own defence and thus to continental defence. The industrial development of the Latin American countries will lighten the heavy burden at present being borne by the United States in respect of those countries and will in turn enable those countries to absorb their own produce more easily. The object is not to make any country absolutely independent of all others—that would be inappropriate and contrary to nature and above all it would be anti-economic. All that is aimed at is to use the special resources and capacities of each nation in order to develop in it, with the collaboration of the capital and technique of richer and stronger countries, those industries which, whether large or small, appear to be the most suitable.

It will further be necessary decidedly and frankly to face the following two other problems, as being also connected with the interchange of products: currency stabilisation and levelling up of standards of living for all countries of America.

Positive solutions in this respect will contribute effectively to facilitating mutual exchanges, and it may further be added that a levelling up of standards of living is an immediate and absolute requirement of social justice. It does not appear permissible that, whilst the inhabitants of some countries live more or less comfortably on the produce of their labour, others in other countries, making no less a contribution to the wealth of the community, drag out a miserable existence. There is something out of gear in the mechanism that regulates our social life that makes it possible for those exasperating injustices to exist; and these injustices are the source and fundamental origin of envy and covetousness.

For all these reasons the delegation of Uruguay submits the following proposals to the consideration of the Conference, as suggestions for action by the I.L.O.:

1. Consideration, as a problem of national defence, of the supply of raw materials for the vital industries of each of the free countries.

2. Consideration, in the same light, of the supply of fuel and equipment necessary for the production of power in the above-mentioned countries.

3. That all countries of America should be urged immediately to define, study and solve problems arising from the existence of economic surpluses.

4. That the American countries should be urged to study and put into effect at the earliest possible moment a general plan for the industrial development of Latin America, with the technical and financial co-operation of the United States.

5. That the American countries should be urged to undertake a study of currency stabilisation.

6. That the countries of America should be urged to solve at the earliest possible moment the problem of levelling up standards of living as among the twenty-one Republics of America.

6. Communication to the Governments of States Members of Resolutions adopted by or submitted to the Conference

1. Communications concerning the Resolution on Post-War Emergency and Reconstruction Measures

(a) On 3 December 1941 the Acting Director sent the following letter to the Governments of the States Members of the Organisation communicating the text of the Resolution :

Montreal, 3 December 1941.

Sir,

In accordance with a decision taken by the Governing Body of the International Labour Office on 5 November 1941, I have the honour to communicate to you herewith the text of a Resolution regarding post-war emergency and reconstruction measures adopted unanimously on 4 November 1941 by the Conference of the International Labour Organisation, held at New York and Washington, D.C. from 27 October to 6 November 1941, at which 34 States Members of the Organisation were represented.

In communicating the text of the Resolution, I have the honour to express the hope that your Government will be prepared to play its part in the International Labour Organisation in fulfilling the purposes which the Resolution has in view.

The Governing Body further decided that, in communicating the Resolution to you, I should draw your attention to the fact that additional financial resources will be necessary in order to enable the Office to undertake the work which the implementation of this Resolution would involve. For this purpose, the Governing Body envisaged a supplementary reconstruction budget of not less than one million Swiss francs to be contributed *pro rata* by the Members of the Organisation. Your Government will no doubt share the view expressed during the discussions of the Governing Body that it is desirable that the work of the Office on international reconstruction should be financed on an international basis, and I therefore hope that it will be prepared to give favourable consideration to providing the Office with the necessary financial support.

I expect to communicate with you further in the near future in this connection and also as regards the steps contemplated from time to time to fulfil the purposes of the Resolution.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

(b) On 11 December 1941 the Acting Director sent a further letter to the Governments of the States Members regarding the effect to be given to this Resolution :

Montreal, 11 December 1941.

Sir,

I had the honour to communicate to you, by my letter of 3 December 1941, the text of the Resolution regarding post-war emergency and reconstruction measures which was adopted by the Conference of the International Labour Organisation at New York on 4 November 1941. In paragraph 4 of that letter I informed you that further communications would be addressed to you, as occasion might require, regarding the steps contemplated from time to time to fulfil the purposes of the Resolution.

I now have the honour to direct your attention to Clause (b) of the Resolution, which requests the Governing Body to suggest to the Governments of States Members that they should, if they have not already done so, set up representative agencies for the study of the social and economic needs of the post-war world and that such agencies should consult with the appropriate organs of the International Labour Organisation. The first step towards the organisation of such collaboration is clearly the collection of information concerning the action already taken in the various countries. I venture, therefore, to request that your Government be so good as to inform me whether it has set up any special agency for the study of post-war economic and social problems, and to provide the Office with a brief statement indicating the composition of any such agency, its functions and method of working, and any available information regarding the scope of the work already accomplished or in progress. It would be particularly valuable to receive as regularly and as promptly as possible any reports prepared by or for any such reconstruction agency which your Government would be prepared to communicate to the International Labour Office, in order to assist the Office in the work devolving upon it in pursuance of the New York Resolution.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

(c) On 22 July 1942 the Acting Director sent a third letter to all the States Members of the Organisation with a view to securing the official communication to the Office of the information necessary to enable it to act as a clearing-house for information on reconstruction problems, as contemplated by the New York Resolution :

Montreal, 22 July 1942.

Sir,

I had the honour to communicate to you, by my letter of 3 December 1941, the text of the Resolution regarding post-war emergency and reconstruction measures which was adopted by the Conference of the Inter-

national Labour Organisation at New York on 4 November 1941. In paragraph 4 of that letter I informed you that further communications would be addressed to you, as occasion might require, regarding the steps contemplated from time to time to fulfil the purposes of the Resolution.

On 11 December 1941 I addressed to you a further communication drawing attention to Clause (b) of the Resolution which suggests the establishment of national reconstruction agencies which should consult with the International Labour Organisation. Pending consideration of this clause of the Resolution by the Governing Body of the International Labour Office or its Emergency Committee, I ventured to request you to assist me in collecting information regarding the action already taken in the various countries. Valuable information has already been received from certain Governments in reply to this communication.

In accordance with a decision taken by the Emergency Committee of the Governing Body on 22 April 1942, I now have the honour to confirm my letter of 11 December 1941 and to communicate formally to you, on behalf of the Governing Body, with a view to appropriate action by your Government, the suggestion contained in Clause (b) of the New York Resolution that the Governments of States Members "should, if they have not already done so, set up representative agencies for the study of the social and economic needs of the post-war world and that such agencies should consult with the appropriate organs of the International Labour Organisation".

It would materially facilitate the discharge by the International Labour Office of its duty of keeping the Governing Body informed of the action taken in the different countries upon this clause of the Resolution adopted unanimously by the New York Conference if you would be so good as to arrange for the regular communication to the Office, on the lines suggested in my letter of 11 December 1941, of such information as may become available from time to time regarding the composition, functions and activities of reconstruction agencies in your country.

I also have the honour to direct your attention to the further suggestion contained in Clause (b) of the New York Resolution that national reconstruction agencies should "consult with the appropriate organs of the International Labour Organisation". In this connection I would venture to draw your special attention to the suggestion contained in my letter of 11 December 1941 that "it would be particularly valuable to receive as regularly and as promptly as possible any reports prepared by or for any such reconstruction agency which your Government would be prepared to communicate to the International Labour Office in order to assist the Office in the work devolving upon it in pursuance of the New York Resolution". The International Labour Office will at all times be prepared to lend to national reconstruction agencies every assistance which may be within its power, but in order that it may be in a position to do this effectively it will be necessary that the Office should be kept informed of the lines on which different national agencies are working and should thus be able to present to the Governing Body on the one hand, or to the different national agencies themselves, a composite picture of the work which they are pursuing. A large measure of useful co-ordination would no doubt be automatically achieved if inter-communication could be established through the Office acting as a centre for that purpose. I therefore have the honour to enquire whether your Government is prepared in principle to co-operate with the International Labour Office in this manner and to suggest that you should give any administrative directions which may be necessary for this purpose.

The proceedings of the Conference at New York at which the Resolution was adopted were communicated to you on 18 April 1942, and a preliminary account of the proceedings of the recent meeting of the Emergency Committee was despatched to you on 14 July 1942.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

(d) On 24 July 1942 the Acting Director sent a further letter to the Governments of the States Members drawing their attention to the different aspects of international co-operation envisaged by the Resolution :

Montreal, 24 July 1942.

Sir,

I had the honour to communicate to you, by my letter of 3 December 1941, the text of the Resolution regarding post-war emergency and reconstruction measures which was adopted by the Conference of the International Labour Organisation at New York on 4 November 1941. In paragraph 4 of that letter I informed you that further communications would be addressed to you, as occasion might require, regarding the steps contemplated from time to time to fulfil the purposes of the Resolution.

In accordance with a decision taken by the Emergency Committee of the Governing Body of the International Labour Office on 22 April 1942, I now have the honour to call your attention on behalf of the Governing Body to the desire expressed in the Resolution that the International Labour Organisation should be associated with the planning and application of measures of reconstruction.

Certain preliminary steps towards the fulfilment of this desire have already been taken. Liaison arrangements between the International Labour Organisation and the Inter-Allied Post-War Requirements Committee are in operation, and the contact which has always existed between the International Labour Organisation and the Economic and Financial Organisation of the League of Nations is, of course, being maintained.

In view of the terms of the New York Resolution and of the decisions of the Emergency Committee, it may be desirable on occasion to take further steps to associate the International Labour Organisation, through adequate liaison arrangements or otherwise, with particular aspects of international reconstruction and notably with the work of other international agencies which may be dealing with problems the treatment of which will affect the possibility of achieving the social objectives confided to the International Labour Organisation. I do not doubt that if I should have occasion to approach your Government with a view to such arrangements being made I will be able to count upon its full support.

You will have noted that the Resolution adopted at New York contains a suggestion that the International Labour Organisation should be represented in any peace or reconstruction conference following the war. The Emergency Committee considered it premature to make any formal request for such representation to Governments at the present stage, but a further communication upon the subject will be addressed to you at an appropriate time.

The proceedings of the Conference at New York at which the Resolution was adopted were communicated to you on 18 April 1942, and a preliminary account of the proceedings of the recent meeting of the Emergency Committee was despatched to you on 14 July 1942.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

(e) Finally, on 31 August 1942, the Acting Director sent the following letter to the Governments of the States Members concerning development works policy :

Montreal, 31 August 1942.

Sir,

I have the honour to refer to the Resolution regarding post-war emergency and reconstruction measures adopted by the Conference of the International Labour Organisation at New York on 4 November 1941, the text

of which was communicated to you with my letter of 3 December 1941. At its Fifth Session (London, April 1942) the Emergency Committee of the Governing Body considered the part to be played by a development works policy in implementing the New York Resolution and approved proposals which I am communicating to you by this letter.

I am to suggest that Governments which have not already done so should, within the framework of their post-war reconstruction planning, draw up programmes of work the execution of which is necessary for the development of the economic life of their countries, including works which have been postponed owing to the war, and should create the administrative organisation necessary to secure that these programmes are effectively carried out at the appropriate time. A number of countries are already preparing programmes of work to be undertaken by national, regional or local authorities in order to maintain a high level of employment during the critical period which will follow the termination of hostilities, but it is clearly desirable that such steps should be taken forthwith by the largest number of countries which are in a position to do so in order that the way may be prepared for concerted action.

The Emergency Committee has further asked the International Labour Office to collect information regarding measures of this character already taken in different countries. Such information is likely to be of great value to other countries and may stimulate action there. I therefore have the honour to request you to let me know whether your Government has taken, or is taking, measures for drawing up programmes of work to be executed when required by the employment situation, and, if such is the case, to ask whether you would be willing to communicate to the International Labour Office any information which may be available regarding the measures in question. It would be specially valuable to have information on the following matters :

- (a) whether a national authority has been entrusted with the preparation of a co-ordinated programme of works, with particulars of the nature and composition of any such authority ;
- (b) the extent to which the programme being prepared includes, in addition to works for which central authorities will be responsible, works for which regional or local authorities or public utility undertakings will be responsible and works to be undertaken by bodies or individuals receiving a subsidy, loan, or other assistance from a public authority ;
- (c) the arrangements made for the collection of the information necessary for the preparation of such a programme ;
- (d) the measures contemplated for the selection and timing of the works to be undertaken, with due regard to their utility and to the economic situation ;
- (e) the arrangements envisaged for the financing of the works.

The Emergency Committee also considered what international action may be necessary in order that national development works policies may be fully effective. Measures of international financial co-operation designed to enable all countries to pursue parallel policies for the expansion of employment whenever the general situation so requires are now generally recognised to be essential in order to secure the synchronisation of national policies contemplated by the Recommendations adopted by the International Labour Conference in 1937.

International action to secure the more complete utilisation of the resources of the world and thus maintain a high level of employment and ensure a rising standard of living in the post-war period will, no doubt, also include development works which are international in character, either because they extend over the territory of several countries or because they are profitable to a group of countries or to the whole international community.

The execution of the works referred to in the two preceding paragraphs will require international technical co-operation and measures of inter-

national financing, and action at the appropriate time will be facilitated if information regarding such plans is collected well in advance.

I am therefore to enquire whether you would be prepared, as your Government's programmes of development works take shape, to inform the International Labour Office of national plans the application of which will require international technical or financial co-operation and to furnish particulars of any such plans.

I am also to invite you to communicate to me any suggestions which your Government may wish to make regarding international development projects which it would like to see executed by appropriate measures of international co-operation.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

2. Letter communicating the Text of the Resolutions concerning Collaboration between Public Authorities and Workers' and Employers' Organisations to the Governments of the States Members

Montreal, 4 August 1942.

Sir,

In accordance with a decision taken by the Emergency Committee of the Governing Body of the International Labour Office on 23 April 1942, I have the honour to communicate to you herewith the text of two Resolutions concerning collaboration between the public authorities and workers' and employers' organisations, which were adopted by the Conference of the International Labour Organisation at New York on the proposal of its Committee on Collaboration on 4 November 1941, and of a further Resolution on collaboration between Governments and employers and workers in the planning and application of public policies adopted by the Conference on 5 November.

The second of the Resolutions adopted on the report of the Committee on Collaboration urges that the Governments should "provide the Office not only with a record of structural development, but with adequate information on the operation of the machinery of collaboration, both where it is successful and where it falls short of attaining its purpose, so as to permit comparative analysis". The availability of such information would enable the Office to provide, through its publications, for the exchange of information contemplated by the Resolution and to give, where necessary, the technical assistance to interested countries which the Resolution suggests. The Emergency Committee accordingly directed me to request you to supply the Office with such information from time to time.

Two further Resolutions dealing with related subjects were submitted to the Conference by a certain number of workers' delegates, one concerning the right of workers to organise in trade unions and the other concerning facilities for international relations between trade unions. The Conference did not adopt these Resolutions but on the recommendation of its Selection Committee decided to draw the special attention of the Governing Body to them and to ask the Governing Body to consider the most appropriate method of giving effect to them. The Emergency Committee, acting on behalf of the Governing Body, decided on 23 April 1942 that the text of these Resolutions should be communicated to Governments, and I accordingly have the honour to enclose copies of them herewith.¹

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

¹ See footnote on p. 135.

3. Letter communicating the Resolution concerning the Protection of Children to the Governments of the States Members

Montreal, 6 August 1942.

Sir,

In accordance with a decision taken by the Emergency Committee of the Governing Body of the International Labour Office on 24 April 1942, I have the honour to communicate to you herewith the text of a proposed Resolution concerning the protection of children, which was submitted to the Conference of the International Labour Organisation at New York in October-November 1941 by the Government delegates of the United States of America.

The Conference, which was unable to discuss this Resolution owing to lack of time, referred it to the Governing Body for consideration and the Emergency Committee of the Governing Body decided that the Resolution should be communicated to Governments.

You will observe that the Resolution specifically urges that all States which are Members of the International Labour Organisation should make provision, through specialised personnel in their Labour Ministries or other appropriate bodies, for the consideration and promotion of a nation-wide and effective social policy relating to the protection of children. In this respect it reaffirms recommendations adopted by both the First and the Second Labour Conferences of American States (Santiago de Chile, 1936, and Havana, 1939). I would venture to suggest that, unless such provision already exists in your country on an adequate scale, this is a matter which might appropriately be considered when making administrative arrangements for the consideration of the problems arising out of the war and the prospective post-war situation.

You will observe that the Resolution contemplates the acceptance by the Members of the International Labour Organisation of full governmental responsibility "for assuring, on their own initiative and through appropriate channels of international co-operation, full protection to all children, regardless of the income of their parents". The International Labour Office proposes to publish from time to time studies such as are contemplated in paragraph 2 of the Resolution and will at any time be glad to supply Governments with any information at its disposal which may be helpful to them in fulfilling the aims indicated in the Resolution.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

4. Letter communicating the Resolution concerning Living Wages and Agrarian Reform to the Governments of the States Members

Montreal, 14 August 1942.

Sir,

In accordance with a decision taken by the Emergency Committee of the Governing Body of the International Labour Office on 23 April 1942, I have the honour to communicate to you herewith the text of a Resolution on living wages and agrarian reform which was adopted by the Conference of the International Labour Organisation at New York on 5 November 1941.

In connection with this Resolution, it may be of interest to Governments to know that the studies of wage regulation which have been made by the International Labour Office for a number of years are being continued and it is hoped to issue further publications on the subject from time to time. Moreover, in pursuance of recent decisions of the Conference of the International Labour Organisation and of the Emergency Committee of the Governing Body, the Office is following measures directly connected with the ensuring to farmers of an adequate income level, having in view the possibilities of international co-ordination of production and marketing, on which depends the economic security of the agricultural producers, and is making a study of agrarian policies, including land settlement and measures designed to achieve greater security of land tenure.

The International Labour Office would appreciate it if Governments would keep it informed of current developments within these fields which may be of interest to it.

As always, the Office will be glad to place the information collected as the result of the above work at the disposal of Governments on request, and will endeavour to answer any specific enquiries relating to these subjects which may be addressed to it.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

5. Letter communicating the Resolution concerning the War and Trade between American Countries to the Governments of the American States Members of the International Labour Organisation

Montreal, 9 November 1942.

Sir,

The Conference of the International Labour Organisation adopted at New York on 5 November 1941 a Resolution on the war and trade between American countries, the text of which I have the honour to communicate to you herewith.

Since the adoption of this Resolution by the Conference of the International Labour Organisation, resolutions designed to strengthen the economic solidarity of the American countries and to increase inter-American trade have been adopted at the Third Meeting of Ministers of Foreign Affairs of the American Republics, held at Rio de Janeiro from 15 to 28 January 1942.

The Emergency Committee of the Governing Body of the International Labour Office, recognising that the action initiated by the Rio Conference would appear to give a larger measure of satisfaction to the desires of the delegates who sponsored the Resolution adopted by the Conference of the International Labour Organisation, nevertheless considered it desirable that the text of this Resolution should be communicated formally to the Governments of the American Members of the International Labour Organisation, in order that they may have an opportunity of formulating any suggestions which they may wish to make regarding any manner in which the Governing Body or any other organ of the International Labour Organisation can assist the implementation of economic and social policies designed to fulfil the purposes of the Resolution.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

6. Letter communicating certain Resolutions submitted by Delegates from Latin American Countries to the Governments of the American States Members of the Organisation

Montreal, 13 November 1942.

Sir,

The Conference of the International Labour Organisation at New York decided on 5 November 1941 that certain resolutions submitted by delegates from Latin American countries, dealing with a wide range of important questions which the Conference regretted not having had sufficient time to consider with due attention, should be drawn to the special attention of the Governing Body in order that the Governing Body might consider what effect can usefully be given to these resolutions, either at the next General Conference of the International Labour Organisation or at the next Labour Conference of American States.

On 23 and 24 April 1942 the Emergency Committee, acting on behalf of the Governing Body, decided that, without waiting until the arrangements for future conferences are under consideration, the texts of certain of these resolutions should be communicated forthwith to the Governments of the American countries. In accordance with this decision, I have the honour to enclose herewith copies of the following resolutions :

- Resolution concerning the creation of merchant navies.
- Resolution concerning immigration facilities for Spanish refugees.
- Resolution concerning the extension of social legislation to agricultural workers.
- Resolution concerning regulation of trade relations between American countries.
- Resolution concerning trade policy in respect of tobacco.
- Resolution concerning trade and economic problems of American countries.

The proposals contained in certain other resolutions will receive consideration in the course of the work undertaken by the International Labour Office to give effect to the Resolution on post-war emergency and reconstruction measures adopted by the Conference, the text of which was communicated to you by my letter of 3 December 1941. A list of the resolutions in question is enclosed.

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

LIST OF DRAFT RESOLUTIONS SUBMITTED BY LATIN AMERICAN DELEGATES AT THE NEW YORK CONFERENCE OF THE INTERNATIONAL LABOUR ORGANISATION, WHICH WILL RECEIVE CONSIDERATION IN THE COURSE OF THE WORK UNDERTAKEN BY THE INTERNATIONAL LABOUR OFFICE

Draft Resolution concerning co-ordination of defence and reconstruction programmes of the American Republics, submitted by Mr. Domenech, Workers' delegate, Argentine Republic, and Mr. Ibáñez Águila, Workers' delegate, Chile.

Draft Resolution concerning organisation of distribution of raw materials for food and clothing, submitted by Mr. Santos Muñoz, Government delegate, Mr. Shaw, Government delegate, Mr. Lamuraglia, Employers' delegate, Mr. Domenech, Workers' delegate, Argentine Republic; Mr. Almada, Government delegate, Mr. Giorgi, Government delegate, Mr. Díaz Aznarez, Employers' delegate, and Mr. Rodríguez Aneiros, Workers' delegate, Uruguay.

Draft Resolution concerning funds for post-war reconstruction purposes, submitted by Mr. Pradenas Muñoz, Government delegate, Mr. Torres,

Government delegate, Mr. Ibáñez Águila, Workers' delegate, and Mr. Aldunate Phillips, Employers' delegate, Chile.

Draft Resolution concerning vocational retraining of persons suffering from accidents or war wounds, submitted by Mr. Torres, Government delegate, Chile.

Draft Resolution concerning the general principles of social reconstruction, submitted by Mr. Garcia Téllez, Government delegate, Mexico.

Draft Resolution concerning the elimination of middlemen in dealings in goods of current consumption, submitted by Mr. Fernández R., Workers' delegate, Cuba, and Mr. Noda, Workers' delegate, Venezuela.

The last of the above draft resolutions will also be taken into account in the course of the ordinary work of the International Labour Organisation relating to co-operation, which has been continued for many years. The Emergency Committee has recently authorised the Office to organise consultations with co-operative organisations, such as were formerly made possible by the existence of the International Committee of Inter-Co-operative Relations, which is at present in abeyance, regarding questions such as those dealt with in this resolution.

5th Session of the Emergency Committee of the Governing Body

The 5th Session of the Emergency Committee of the Governing Body was held in London from 20 to 24 April 1942. The agenda was as follows :

1. Report of the Acting Director.
2. Effect to be given to the Resolutions adopted by the New York Conference on post-war emergency and reconstruction.
3. Effect to be given to other Resolutions adopted by the New York Conference or referred to the Governing Body.
4. Report of the Finance Committee.
5. Date and place of the next session of the Governing Body or of the next meeting of the Emergency Committee.

The following members of the Committee were present :

Government group :

United States of America : Mr. GOODRICH, *Chairman of the Governing Body.*

Canada : Mr. MASSEY, subsequently replaced by Mr. JOHNSON.

Great Britain : Sir Frederick LEGGETT.

India : Mr. LALL.

Mexico : Mr. LUDERS DE NEGRI.

Netherlands : Mr. VAN DEN TEMPEL.

Substitute members :

China : Mr. WUNSZ KING.

Norway : Mr. STÖSTAD.

Poland : Mr. STAŃCZYK.

Yugoslavia : Mr. BUDISAVLJEVIĆ.

Employers' group :

Mr. ERULKAR (*Indian*).

Sir John FORBES WATSON (*Great Britain*).

Mr. MCDAVITT (*United States*).

Workers' group :

Mr. HALLSWORTH (*Great Britain*).
 Mr. RENS (*Belgian*).
 Mr. WATT (*United States*).

Substitute member :

Mr. SCHEVENELS (*Belgian*).

There were also present the following members of the Governing Body who were not members of the Committee :

Government group :

Mr. SPAAK (*Belgium*), subsequently replaced by Mr. VAN ZEELAND.

Workers' group :

Mr. HINDAHL (*Norwegian*).

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

Mr. Kříž (*Czechoslovakia*) ; Mr. ZARRAS (*Greece*) ; Mr. BODSON (*Luxembourg*).

At the opening sitting, the Rt. Hon. Ernest BEVIN, Minister of Labour and National Service of the United Kingdom, addressed the Committee.¹

REPORT OF THE ACTING DIRECTOR

Composition of the Governing Body

The Governing Body took note of the nomination of Mr. Carlos A. CALDERÓN as Mexican Government representative on the Governing Body, to replace Mr. Isidro FABELA. Mr. Calderón was replaced at this session by Mr. LUDEES DE NEGRI.

Officers of the Committee

The Committee appointed Sir John Forbes Watson and Mr. Hallsworth as Employers' Vice-Chairman and Workers' Vice-Chairman respectively of the Committee.

¹ The text of this address is reproduced as an appendix to the present note on the 5th Session of the Emergency Committee, p. 164.

Composition of the Workers' and the Employers' Groups

The Committee approved the system adopted by the Workers' group for the filling of seats of regular members in case a session of the Governing Body had to be convened or members of the Governing Body had to be consulted by letter or telegram.

The Committee noted that, in accordance with a decision taken by the Employers' group, the eight seats of the group should be considered, for the purpose of convening such a session or of such consultation, as occupied by the five regular members who could be reached without difficulty (Mr. Erulkar, Sir John Forbes Watson, Mr. Gemmill, Mr. Harriman and Mr. Oersted), by two deputy members (Mr. Luis Lamuraglia and Mr. Tzaut) and by Mr. Macdonnell (Canadian) who had been specially appointed for the purpose.

*Activities of the Office since the 90th Session
of the Governing Body*

The Emergency Committee took note of the appreciation expressed by the United States and Canadian members of the value of the American-Canadian meetings and of the part played by the Office in organising them.

Inter-American Committee on Social Security

The Committee took note with satisfaction of the information given by the Acting Director.

It was understood that the Acting Director would convey to the Chilean Government and to Dr. Allende the Committee's appreciation of the action taken in order to meet the wishes expressed by the Governing Body regarding tripartite delegations to the meeting at Santiago.

The Emergency Committee noted that, according to the appointments made by the various groups, the delegation of the Governing Body to the Inter-American Committee on Social Security, which was to be held in Santiago de Chile in September 1942, would be composed as follows :

Government group : Mr. VAN ZEELAND.

Employers' group : Mr. HARRIMAN.

Workers' group : Mr. WATT.

Technical Assistance to Governments

The Committee took note of the information given by the Acting Director, particularly the assistance furnished to the Inter-Departmental Committee on Social Insurance and Allied Services (London).

Committee of Statistical Experts

The Committee took note of the information given by the Acting Director on the possibility of calling a meeting of a small group of statisticians.

It was understood that nominations for the Committee of Statistical Experts might be submitted by telegram to members of the Governing Body.

EFFECT TO BE GIVEN TO THE RESOLUTIONS ADOPTED
BY THE NEW YORK CONFERENCE ON POST-WAR EMERGENCY
AND RECONSTRUCTION

*Establishment of the Advisory Committee on the Economic
Conditions of Post-War Reconstruction*

The Emergency Committee authorised the establishment of a committee, composed of men of wide experience, to advise the representative organs of the International Labour Organisation on the economic provisions that should be included in the post-war settlement to implement the social objectives of the Atlantic Charter.

The Committee agreed that nominations for the Advisory Committee on the Economic Conditions of Post-War Reconstruction should be submitted by telegram to members of the Emergency Committee by the Acting Director after consultation with the Chairman of the Governing Body.

*Measures to give Effect to the Resolution on Post-War Emergency
and Reconstruction*

The Emergency Committee accepted the proposals in paragraph (a) of Special Note on this subject prepared by the Office.

It agreed that, in accordance with paragraph (b) of the Resolution on reconstruction, a communication should be sent to Governments suggesting that they should set up, if they had not already done so, a representative agency for the study of the economic and social needs of the post-war world.

The Emergency Committee agreed to invite Sir Frederick Leith-Ross and Mr. Loveday to address them concerning the work of their respective organisations.

The Emergency Committee agreed in connection with paragraph (c) of the resolution on reconstruction—

- (1) that the possibility of setting up a tripartite committee as suggested in the resolution should be reserved until such time as the special functions appropriate to such a committee could be considered and its composition decided;
- (2) that the question of associating technically qualified experts with the work of reconstruction should be dealt

with in connection with the different problems considered in Special Notes 2-6 ;

- (3) that the Office should be authorised to establish contact with the intergovernmental and private agencies mentioned in paragraph (c) of the resolution on reconstruction.

The Emergency Committee heard a statement by Mr. A. Loveday, Director of the Economic, Financial and Transit Department of the League of Nations.

Maritime Questions

The Emergency Committee approved the nomination of Sir Frederick Leggett as Deputy Chairman of the Joint Maritime Commission in the possible absence of the Chairman of the Governing Body.

The Committee approved the nomination of Sir John Forbes Watson as the Employers' member of the Joint Maritime Commission, with Mr. Erulkar as a substitute.

The Committee approved the following agenda for the meeting of the Joint Maritime Commission :

1. Report of the Acting Director of the I.L.O.
2. Wartime conditions of merchant seamen.

Public Works

The Committee approved the suggestions set out in the Office note. These suggestions were to the effect that the Office should—

- (a) collect information on the measures taken by the different countries for drawing up programmes of work necessary for the development of their national economy and ready to be carried out when required by the employment situation ;
- (b) suggest to those countries which had not yet done so that they take such measures within the framework of their post-war reconstruction planning ;
- (c) collect information as to the amount of international collaboration required for financing the carrying out of these programmes ;
- (d) draw up a list of public works having an international bearing and study the conditions under which they might be carried out ;
- (e) begin the study, in consultation with qualified experts, of the financial problems raised by an international public works policy, relating them to the study of international financing in general ;

- (f) examine what amendments to the statute of the International Public Works Committee might be required in order to enable it to contribute most usefully to the carrying out of a post-war international public works policy.

International Migration

The Emergency Committee authorised the Office—

- (a) to study, in consultation with the reconstruction organs of the countries concerned, with the institutions which had been dealing hitherto with the problem of refugees, and with certain persons belonging to private organisations whose experience had given them special qualifications in regard to emigration, the desirability of setting up an international body which would correlate and supplement the national action taken by Governments with a view to ascertaining what persons would wish to emigrate, making the necessary selection and preparing them for departure ;
- (b) to invite the countries which were disposed to accept immigrants after the war to prepare as part of their programmes of reconstruction or economic development as close estimates as possible of their needs, and to give its assistance wherever desired in the setting up of committees to investigate the possibilities of immigration in certain regions ;
- (c) to continue the study of the problems of financing raised by the organisation of migration, in relation to its study of the organisation of international financing in general ;
- (d) to consider what amendments it might be desirable to make in the composition and functions of the Permanent Committee on Migration for Settlement in order to enable it to operate most effectively as an organ for purposes of co-ordination and consultation between emigration countries and immigration countries.

Agricultural Problems

The Emergency Committee authorised the Office—

- (a) to study, in consultation and collaboration with national authorities, reconstruction organs and other institutions and qualified experts, the problem of agricultural credits ;
- (b) to collect information as to the possibilities and extent of international action in this respect, either within the framework of general international financing or through the creation, with enlarged scope, of such international agencies as had already been contemplated in the past ;
- (c) to study, in consultation and collaboration with the agencies and experts above referred to, the problem of

agrarian reforms, extending the scope of its investigation to questions of land settlement and, in general, to all measures designed to achieve greater security of land tenure ;

- (d) to follow the measures directly connected with the ensuring to farmers of an adequate income level, having in view the possibilities of international co-ordination of production and marketing, on which depended the economic security of the agricultural producers ;
- (e) to consider what amendments to the statute of the Permanent Agricultural Committee might be required in order to enable it to contribute most usefully to the study of problems relating to the post-war emergency and reconstruction in the agricultural field.

Textile Industry

The Emergency Committee agreed with the proposals of the Office that the studies of the textile industry be continued.

Liaison with the Inter-Allied Post-War Requirements Committee

The Emergency Committee heard a statement by Sir Frederick Leith-Ross, Chairman of the Inter-Allied Post-War Requirements Committee.

The Committee decided to appoint a tripartite delegation, consisting of members available in England, in order to provide for liaison between the International Labour Organisation and the Inter-Allied Post-War Requirements Committee.

The Committee approved the following nominations of members of the delegation :

Government group : Mr. VAN DEN TEMPEL

Employers' group : Sir John FORBES WATSON (substitute :
Mr. ERULKAR)

Workers' group : Mr. HALLSWORTH.

EFFECT TO BE GIVEN TO OTHER RESOLUTIONS ADOPTED BY THE NEW YORK CONFERENCE OR REFERRED TO THE GOVERNING BODY

I. Resolutions adopted by the Conference

Resolution concerning the War and Trade between American Countries.

The Emergency Committee decided that the text of the resolution should be communicated to the Governments of the American States Members : it was agreed that in that

communication reference should be made to the resolutions adopted at the Third Meeting of Ministers of Foreign Affairs of American Republics, held at Rio de Janeiro.

Resolution concerning Collaboration with the River Plate Regional Office of Economic Information and Studies.

The Emergency Committee agreed that when the Regional Office was set up the Acting Director should take steps along the lines proposed.

Resolution concerning the Place of Meeting of the next Session of the International Labour Conference.

The Emergency Committee took note of the resolution ; it was agreed that it would be brought to the attention of the Governing Body when the question of convening a session of the Conference arose.

Resolution thanking Mr. Winant for his Services as Director of the International Labour Office.

The Emergency Committee took note that this resolution had been communicated to Mr. Winant by the Office.

Resolutions submitted by the Committee on Collaboration, and Resolution on Collaboration between Governments, Workers and Employers in the Planning and Application of Public Policies.

The Emergency Committee decided that the following resolutions should be communicated to Governments :

Resolutions I and II submitted by the Committee on Collaboration ;

Resolution concerning collaboration between Governments, workers and employers in the planning and application of public policies.

It was agreed that the Office would at the same time request Governments to supply it with information on the developments in the field of collaboration, so that it might be in a position to arrange for the exchange of information and to give the technical assistance contemplated in Resolution II.

The Committee instructed the Office to bring up the third Resolution submitted by the Committee on Collaboration when the question of holding another conference arose.

It was agreed, in accordance with the remarks made by Mr. Rens and Sir Frederick Leggett, that the word " collaboration " should be taken in the broadest sense.

II. *Resolutions specially referred to the Governing Body for Appropriate Action*

Resolution concerning the Creation of an International Transport Section.

The Emergency Committee authorised the Office to consult appropriate agencies and individuals as to the methods of co-ordinating studies in the field of transport; it was agreed that the results of such consultations might be formulated into specific proposals for future consideration.

Resolution concerning the Rights of Workers to Organise in Trade Unions; Resolution concerning Facilities for International Relations between Trade Unions.

The Emergency Committee decided that these resolutions should be communicated to the Governments, and borne in mind in connection with the drafting of the agenda of a future general or regional conference.

Resolution concerning Co-ordination of Defence and Reconstruction Programmes of American Republics.

The Committee took note of the Acting Director's explanation that this resolution was largely covered by the general decisions taken on reconstruction.

III. *Resolutions submitted by Delegates from Latin American Countries and referred to the Governing Body*

Resolution concerning the Creation of Merchant Navies; Resolution concerning Regulation of Trade Relations between American Countries; Resolution concerning Trade Policy in respect of Tobacco; Resolution concerning Trade and Economic Problems of American Countries.

The Emergency Committee agreed that these resolutions should be communicated to the Governments of the American Member States of the Organisation.

Resolution concerning Immigration Facilities for Spanish Refugees.

The Emergency Committee agreed that the text of this resolution should be transmitted to the Governments and to the principal refugee organisations.

Resolution concerning Extension of Social Legislation to Agricultural Workers.

The Emergency Committee agreed that this resolution should be communicated to Governments.

Resolution concerning Elimination of Middlemen in Dealings in Goods of Current Consumption.

The Committee noted the information given by the Acting Director that the Office proposed to bear this resolution in mind in connection with more extensive work in the field of co-operation.

Resolution concerning Organisation of Distribution of Raw Materials for Food and Clothing.

The Committee noted the information given by the Acting Director that this resolution would be dealt with in connection with the reconstruction studies as a whole.

IV. *Other Resolutions referred to the Governing Body*

Resolution relating to the War Situation.

The Committee noted that, as effect had been given to the resolution at the Conference, no further action needed to be taken.

Resolution concerning Funds for Post-War Reconstruction Purposes ; Resolution concerning Vocational Retraining of Persons suffering from Accidents or War Wounds ; Resolution concerning General Principles of Social Reconstruction ; Resolution concerning Reconstruction of Central Europe.

The Committee noted the Acting Director's explanation that these resolutions formed part of the general reconstruction problem, and would be taken into account in work in that connection.

Resolution concerning Reparations in Countries occupied by Germany.

The Committee agreed with the Acting Director's proposal that this resolution should be borne in mind in working on reconstruction proposals.

Resolution concerning the Protection of Children.

The Emergency Committee agreed that the resolution should be communicated to Governments.

Resolution concerning Political, Religious and Social Discrimination.

The Committee noted the Acting Director's statement that the whole problem of political, religious and social discrimination would be borne in mind in developing the reconstruction proposals.

Resolution concerning Social Conditions in Colonial Territories.

The Emergency Committee agreed that the Office, in connection with its work on reconstruction, should give special attention to the problems of dependent territories and report to the Governing Body what appropriate steps might be taken to secure the results aimed at in the resolution.

Resolution concerning Sex Differentials in Wage Standards.

The Committee noted the information given by the Acting Director that the Office had already dealt with this question in a number of recent studies and would continue to give attention to the problem.

Resolution concerning the Teaching of the English Language.

The Committee agreed to consider this resolution at a more appropriate time.

REPORT OF THE FINANCE COMMITTEE

The Emergency Committee decided that the various financial questions included in the Fourth Item on the Agenda should be discussed by the Committee as a whole, meeting as the Finance Committee.

The Committee expressed its appreciation of the special payments made by certain States in support of the finances of the International Labour Organisation.

The Committee took note with satisfaction of the information given by the Acting Director on the financial position at the beginning of 1942.

The Committee approved the detailed estimates for the supplementary credit as set out in the annex to the Office note.

The Committee also approved the arrangement made by the Acting Director with the Reporter of the Supervisory Commission, the Acting Secretary-General of the League and the Treasurer, for obtaining the contributions of the League Members to the supplementary credit for 1942.

The Committee authorised the Acting Director to submit to the Supervisory Commission budget estimates for 1943, the total of which would be equal to the ordinary budget for 1942 (4,224,000 Swiss francs) plus the supplementary credit for 1942 (1 million Swiss francs), it being understood that the latter figure might have to be changed towards the end of 1942 in the light of changed circumstances. In this case the Governing Body would have to be consulted (by correspondence if necessary) on any modification which it might seem necessary to make in the supplementary credit for 1943.

The Committee approved of the Acting Director's making permanent appointments when necessary, it being understood that due prudence in doing so would be exercised. It also noted that the Acting Director intended to make some adjustments in the staff of the London Office.

DATE AND PLACE OF THE NEXT SESSION OF THE GOVERNING
BODY OR OF THE NEXT MEETING OF THE EMERGENCY
COMMITTEE

The Committee agreed that the date and place of the next session of the Governing Body or of the Emergency Committee would of necessity depend upon the development of the war and travelling facilities.

It was understood that the Acting Director would consider arrangements for keeping members of the Emergency Committee informed of the work of the Office.

Appendix

ADDRESS BY THE RT. HON. ERNEST BEVIN, MINISTER OF LABOUR
AND NATIONAL SERVICE OF THE UNITED KINGDOM

It gives me very great pleasure to extend a very hearty welcome to the members of the Emergency Committee of the International Labour Office.

One of the most encouraging things in this great struggle has been that, notwithstanding the fact that the League itself has been weakened and almost set on one side, the International Labour Office has survived as an active organism and medium which is holding together important forces, and what I think may prove to be forces destined to play a tremendous part, not only in asserting the imperative necessity of a victory by the forces of liberty, but in rebuilding the world of the future.

The Conference in New York, at which representatives of 36 countries were present, was described by the Chairman of the Governing Body as an "act of faith" in the International Labour Organisation and its principles. No difficulties of travel or distance were allowed to stand in the way of the attendance of the delegates, who came from such distant countries as China, India, Australia, New Zealand, South Africa, South America, as well as from parts of Europe which adhere to the principles of democracy.

It must be remembered that such a great international gathering of Governments, employers and workers would have been impossible in the last war, and therefore it seemed to me that it was more than an "act of faith"—it was a demonstration that the Organisation has become so firmly established that it is destined to survive and to play the great part I have already described.

It must be due to the fact that there is on the one hand a confidence that such an organisation can be used as an effective instrument to contribute to a peace based on social justice and social security. It is also an evidence of the confidence that is established in an instrument which provides for tripartite discussion and does not consist of Governments alone.

There has been no other institution evolved internationally in which it has been found possible to incorporate representative elements and Governments meeting in common council in the same way that it has been achieved through the machinery of the International Labour Office. It may well serve as a pointer of the parliament of man, particularly if the other factors of the League, the political and the economic, are redesigned in a world organisation, open in its discussions as this one is, clear in its conclusions and actuated by similar motives. May it not be possible that the International Labour Office, together with a similar economic and political organisation, may be woven into a pattern each complementary to the other?

The meeting of this Emergency Committee to study the resolutions adopted in New York, and to evolve the part that has to be played in shaping the course of future generations, is a further act of faith in the victory over those who would make the people of the world slaves.

This is a people's war—it is not a rich man's war. The budgetary position of the world will be such, as a result of this struggle, that the idea of permanent fortunes being made out of it is impossible. What really has to be determined is whether we are to be allowed to evolve and work out our destiny, carried forward by the great spiritual urge that is within us for higher achievement and higher civilisation, or whether we are to be dominated and made mental and spiritual slaves for generations to come by a few people who have command of the weapons of destruction.

The very existence of the International Labour Office is the result of the spiritual urge existing in the workers' minds. No one probably made a greater contribution than the trade unionists before the last war. They were constantly struggling to find a way to make international collaboration a living thing. It can be said that it sprang out of the desire of the people in industry to overcome frontiers, language and racial difficulties and to make common cause in the great task of achieving an equitable and proper standard of life.

Therefore, if it is a people's war it must be a people's peace.

The basis of society hitherto has created malnutrition at both ends of the scale. At one end it has arisen from having too much and has created an unhealthy condition through an overtaxed liver. At the other end it has arisen from people having too little and this has produced rickets and the other diseases which have undermined the physical well-being of the people.

It will be far healthier for all of us if we can devise a society in which we do not feel we are well off because of the contrast with poverty. We must feel happy because we have the chance to enjoy life ourselves and have the consciousness that everybody else is enjoying it with us. There is not real richness in the contrast of wealth with poverty. The only real richness in life is sharing with our fellows all the joys life can give.

I thought the underlying spirit of the resolutions adopted in New York seemed to have this theme running through them. It said to those in industry, whether associated with management or operation, that they must, as representing the people in that field of social life, play an effective part. In that task the Organisation has already made great advances between the two wars. It has built up to a great extent an industrial code. It gives a good starting-off ground, but it is clear that the people in all countries expect the International Labour Organisation to lead in a great advance in civilisation and to build it on the foundations already established.

It was inevitable that in the starting of the Organisation most attention was paid to what might be regarded as the industrialised area of the world. But, as the Organisation has already recognised, the great task now is to pay more and more attention to the primary producer. You cannot have a decent civilisation if you leave the peasant of the world underpaid and, in spite of the fact that he grows the food of the world, underfed and in poverty. You cannot afford to allow the industrialist to have his cartel, his price-fixing arrangements and all the other devices, while leaving the primary producer unprotected; it just means suicide for the industrialist himself. There can be no decent basis of society except by a two-way traffic from the land to industry and industry to the land and the standard between the two must be on a correct equilibrium.

The work of the Office has been, I am afraid, to some extent handicapped by its limited resources. While we cannot afford to have any waste of expenditure, every penny voted must be used wisely, yet I do beg of the Governments to realise that the fullest use of this Organisation is one of the best insurances that they can invest in for assisting the preparatory work to enable us to transfer from war to peace—a far more difficult task than transferring from peace to war.

No one whose duty it is to look ahead and try to visualise how we are going to demobilise as well as mobilise can but be concerned as to the tremendous problems that will arise at that time and all the dynamite that exists in consequence. It is essential, therefore, that countries should agree upon the objectives to be aimed for and, if I may state it in a word, I would say that it is the duty of statesmen, industrialists, labour leaders and

everybody to be ready to discipline themselves to curb every selfish interest in the decade following the close of hostilities in order that the world can be set on a course of peace and progressive development and be prevented from again relapsing into the attempted barbarism of this age.

Let me develop that.

In war, out of the sheer desire for self-preservation, we are ready to undergo control, regulation and discipline of the most amazing character, beyond the belief of what most of us would have thought possible. Now we do that, I repeat, for self-preservation. As soon as the "cease fire" sounds, there may be a danger of a tremendous reaction. It is, I suggest, then that the statesmen of the world and all those responsible for the leadership of mankind must stand together resolutely and hold on to some form of controls while the foundations of peace, stability and orderly development are being worked out. In the first case we submit to control for self-preservation, and in the second case we must submit to national and international discipline for the sake of the generations yet unborn. I trust, therefore, that the International Labour Office will be able to approach this problem in such a way that it will get the Governments and the great industrial leaders of all States to recognise this essential fact and so be able to suppress any sudden desire for immediate gain on either side and devote themselves to the real task of laying a solid foundation—and what a task, when you realise the terrible devastation in Russia, Eastern Europe and China, where the land fighting has been on so great a scale, and when you consider how much further that devastation may extend.

It has been said that the seeds of every great war were sown in the settlement of a previous war. If that has been true in the past cannot we now, by care, equally sow the seeds of lasting peace during and at the end of this war? No country can afford at the end of this struggle to be blinded by its own limited interest, nor can it make its contribution to the future progress of the peoples of the world unless it is prepared to look at the problems of the world as a whole.

I have always been struck by the contribution that can be made irrespective of nationality when the people of the different countries can be induced to look at a problem on its merits. Perhaps the greatest proof of this is in the work of the International Labour Organisation itself. There it has been demonstrated that, irrespective of limited national interest, agreement has been possible on common social policies, thereby raising standards together, to the common advantage. Therefore, the less you discuss things as countries and the more you can face them as problems affecting all countries, the more likely are you to find a correct solution.

In this question of grappling with problems you do at the same time solve a good many questions of human relationships. Because immediately you get away from the purely nationalistic outlook or from the limited vision that arises from your own interest, and proceed to grapple with problems as such, then inevitably the mental barriers that nationalism or narrow interest creates are broken down. The endeavour to find a solution brings people together in a manner that nothing else does, as is shown in the world of science and the arts. If you can remove the sheer fear arising from national barriers and create confidence in the world of industry and primary production, and if the objective that you want to reach is clear, namely, the raising of the standard of life of the people as a whole, then everyone gains in the ultimate solution and human relationship is enhanced in the process of finding it.

The heroism and endurance of suffering in war calls for tremendous admiration, but I sincerely hope that it will not stop with the emotions but will make us ask "Why was it necessary?" If that question is asked there will loom up before our eyes the evils which produced it—social, political and the rest. I trust that the very heroism and suffering of war will produce a determination to grapple with the evils and remove them. No one person or organisation or State can produce a complete solution. What is needed is to get our objective clear and accept certain fundamental principles such as those expressed in clause 5 of the Atlantic Charter:

“ They desire to bring about the fullest collaboration between all nations in the economic field with the object of securing, for all, improved labour standards, economic adjustment and social security. ”

This is something to strive for, but that does not apply to one country, it applies universally, irrespective of colour or race. It really means the end of exploitation as we knew it in the 19th century.

Now to achieve this end, mere revolutionary upheaval will not do. It would probably have the effect of setting us back again. It takes so long to rebuild. What it does mean is the facility to harness the experience and knowledge of men and women who are studying these problems and who are of good will, and to get them into the common pool. Then reduce them down to simplicity, in order that basic principles can be applied, subject to adaptation in the various parts of this planet.

The main objective then must be co-operation to get rid of misery and insecurity, to give universal education, universal knowledge, to tear out from our history books the things that prejudice one people against another ; to teach the idea that all have a contribution to make to human progress. In that great task I know of no organisation that has a greater opportunity than the International Labour Organisation. It has the capacity to meet the new needs. It can be a great uniting force against all those institutions which have sought hitherto to divide peoples.

May I in conclusion express to Mr. Phelan and his colleagues our congratulations on the way in which they have carried on the work, including the New York Conference ? I have every confidence that this meeting will be successful and that out of it will come yet another chapter which will encourage and inspire the common people of the world in the immediate task which is before them and fill them with hope of a future that will be worth while.

12th Session of the Joint Maritime Commission

The Joint Maritime Commission held its 12th Session in London from 26 to 30 June 1942. The composition of the Committee and a summary of the proceedings will be found in the "Note by the Acting Director for the Information of Members of the Governing Body".¹

The resolutions adopted by the Commission at its twelfth session are printed below.

I

Resolution concerning the Ratification of International Labour Conventions

In view of the fact that a number of important Conventions on maritime questions adopted by the International Labour Organisation have so far not been ratified by various Member Governments, including those of important maritime countries,

And in view of the special urgency of measures to promote the safety and wellbeing of seafarers,

The Joint Maritime Commission urges Governments to ratify as soon as possible those Conventions which present no substantial difficulties and to institute immediately national consultations between the Governments and the organisations of shipowners and seafarers on the other Conventions to see whether the essential principles of those Conventions are capable of early application and whether the obstacles to ratification can be overcome.

II

Resolutions concerning Safety Measures for Seamen

A

The Joint Maritime Commission,

Having examined the measures now in force in a number of countries for the protection of seamen against the dangers to which they are exposed in time of war, and having noted

¹ See also: INTERNATIONAL LABOUR OFFICE, Studies and Reports, Series P, No. 5: *Merchant Seamen and the War*, Record of the Twelfth Session of the Joint Maritime Commission (Montreal, 1943).

with satisfaction the great progress made as a result of the war in devising effective safety measures,

Expresses its conviction that the paramount consideration should in all cases be the safety of the seamen and that considerations of expense should not be allowed to be a barrier to the adoption of the most effective measures of protection.

The Commission further considers that every effort should be made to secure the adoption by all maritime countries of the safety measures which experience has shown to be practicable and effective.

The Commission requests the International Labour Office :

- (a) To communicate to Governments as soon as possible, on the basis of the existing practice in the countries having the widest experience in this matter and of the suggestions for further improvements set out in the Appendix to this Resolution, which have been approved by the Commission, a summary statement of the life-saving measures best calculated to protect merchant seamen in time of war, and to urge them to review and revise their existing regulations on the matter in the light of the information thus given in order that a high and reasonably uniform standard of safety may be ensured for all seamen ;
- (b) To continue its study of the question of measures for the protection of seamen in case of shipwreck, fire and other perils in order that the requisite information may be available and unnecessary delay be avoided when conditions permit consideration of the possibility of adopting an international labour Convention on safety measures for seamen ;
- (c) To recommend Governments to consider entering into reciprocal arrangements under which a national authority will be authorised to carry out, on its own initiative or on the representations of the crew concerned, inspection of the safety equipment of a ship of foreign registration lying in a port within the jurisdiction of that authority and to issue an international certificate of inspection.

Appendix.

- (1) On vessels of not less than 3,000 tons gross the lifeboats provided should include one motor lifeboat on each side, adequately provided with fuel.
- (2) The use of the radial type of davit should be discontinued at the earliest practicable opportunity and all new tonnage should be fitted with davits mechanically operated for the purpose of swinging lifeboats outboard.
- (3) On new vessels pumps, particularly main and circulating pumps, which discharge above the light load line should be fitted with remote control valves for shutting them down. These controls should be located near to the remote control for the main engines. The same arrangements should be applied to existing ships as and when practicable.
- (4) On tankers carrying inflammables all lifeboats should be of steel and some life-rafts should be carried aft in the ship.

(5) Expeditious investigation should be made into the design of the best hull form and weather protection for lifeboats.

(6) Nails should not be used in the construction of wooden life-rafts.

(7) Expert consideration should be given to the advisability of equipping lifeboats with radio transmission sets capable of transmitting on short wave lengths as well as on 600 metres.

(8) Definite and adequate arrangements should be made for the position of an abandoned ship to be communicated to those in charge of boats.

(9) Every lifeboat should carry a waterproof chart, or alternatively a chart in a waterproof container, for use in the vicinity in which the ship is sailing.

(10) Adequate visibility of the lifeboat compass should be ensured by the use of luminous compass-cards or by effective illumination.

(11) Every lifeboat should be provided with signal pistol equipment.

(12) The greatest possible use should be made of the space available in lifeboats for the carriage of water and every care should be taken to see that the water supplies are replenished when necessary.

(13) Buoyant containers with supplies of fresh water should be carried on board ship in close proximity to the lifeboats and so arranged that they will readily float free of the ship.

(14) Every lifeboat should be provided with a unit type first-aid kit in a weather-tight metal container.

(15) Before a vessel leaves its first port of departure fire and boat drills should be held and all life-saving appliances should be inspected. Drills should also be held before leaving any port at which any important change has been made in the crew. Every drill and inspection should be entered in the log book.

B

The Joint Maritime Commission agrees that it is important in wartime in the interests of safety that officers and ratings should where practicable have reasonable rest before going on watch prior to sailing.

C

Having agreed to many improvements to the existing standard and methods employed in the saving of life at sea and in view of the urgency of their immediate application, members of this Joint Maritime Commission further pledge themselves that they will immediately do all in their power to ensure that such decisions become operative at the earliest possible date.

III

Resolution concerning Organisation for Seamen's Welfare

The Joint Maritime Commission,

Having noted with satisfaction the measures taken by a certain number of Governments to make provision, in accordance with the Recommendation of the International Labour Conference in 1936, for the welfare of seafarers of their own and other countries while ashore,

Considers nevertheless that, especially in war conditions, it is urgently necessary that such provision should be made

on an adequate scale in all maritime countries and should be systematically organised in such a way as to ensure the continuance of necessary welfare schemes after the war.

The Commission therefore urges all maritime Members of the International Labour Organisation to give effect without delay to the provisions of the Seamen's Welfare in Ports Recommendation, 1936.

The Commission calls the attention of Governments in particular to the following matters which it considers to be of special importance :

(1) The administration of welfare schemes should be so organised as to give effective control to representatives of industrial organisations directly concerned with ships and the sea.

(2) The financing of such schemes should be organised on an adequate and permanent basis and should not be exclusively dependent upon so-called charitable organisations.

(3) Special provision should be made without delay for visiting seamen on the basis of equality of treatment irrespective of colour, race or religion.

(4) Medical research services should be organised as soon as practicable for the scientific investigation of questions relating to the promotion and maintenance of the health of seamen afloat.

IV

Resolution concerning Equality of Treatment of Seafarers

The members of this Joint Maritime Commission record their admiration of the war effort of Chinese, Indian and all other seamen from Asia, Africa and the East and West Indies serving in the fleets of the United Nations.

They urge that in collaboration with the respective organisations and Governments concerned all practicable steps should be taken to ensure that in the conditions of employment and general treatment of these seamen there shall be no unfavourable comparison with crews of vessels in similar trades and under the same registry.

V

Resolution concerning the Shipping Industry and the Peace Conference

The Joint Maritime Commission strongly urges that the shipping industry as a whole, both shipowners and seafarers, should be represented at the Peace Conference and any preparations for it or for carrying out the principles of the Atlantic Charter.

VI

Resolution concerning an International Maritime Charter

The Joint Maritime Commission invites the International Labour Office to study whether it is practicable to prepare an International Maritime Charter setting out guiding principles for an international minimum standard applicable to seafarers of all nationalities, embodying the best practicable social legislation affecting seafarers.

VII

Resolution concerning the Conditions of Service of Seafarers

This meeting of the Joint Maritime Commission invites the International Labour Office to prepare for submission to the next meeting of the Commission a statement on the present position, specifying the wartime changes, concerning the conditions of service of seafarers of the principal maritime nations, with special reference to hours of work at sea and ashore, manning, holidays with pay, security of employment, accommodation, pensions, training, and recruitment.

VIII

Resolution concerning the Organisation of Merchant Fleets

This meeting of the Joint Maritime Commission invites the International Labour Office to prepare for submission to a future meeting of the Commission a statement on the measures taken by the principal maritime nations to adapt the organisation, control and operation of their respective merchant fleets to wartime conditions.

IX

**Resolution concerning International Agreements
on the Utilisation of Merchant Shipping**

This meeting of the Joint Maritime Commission invites the International Labour Office to prepare for submission to a future meeting of the Commission a statement of any public information available on the international agreements or arrangements made between the principal maritime nations with a view to securing the most effective use of merchant shipping in wartime.

Note by the Acting Director for the Information of Members of the Governing Body

Montreal, 7 November 1942

In normal circumstances when the Governing Body holds four meetings a year its members are kept continuously acquainted with the work of the International Labour Office by the papers which are prepared for those meetings and by the contacts which members attending them are able to have with the Director and his collaborators. At the London meeting of the Emergency Committee the Acting Director promised to find some way by which, in default of regular meetings, members of the Governing Body could be put in a position to follow more closely the Office's activities.

The possibility of holding a meeting either of the Governing Body or of the Emergency Committee has been discussed from time to time by the Acting Director and the Chairman of the Governing Body with whom the decision lies. Elements which require to be taken into consideration in this connection are (a) the progress made in carrying out the decisions of the London meeting of the Emergency Committee; (b) the necessity for obtaining further decisions on new questions or on matters on which decisions cannot easily be reached by telegraphic consultation; and (c) the world situation and, in particular, the possibilities of transportation across the Atlantic. While a meeting at the earliest reasonable date is desirable to review the position and to provide that guidance which alone the Governing Body or its Emergency Committee can give, and while the necessity for that guidance is of particular importance at a time when the Organisation is adapting its activities to new circumstances, there are no questions requiring discussion of such urgency as would appear to justify asking members of one or other body to undertake the journey involved and to sacrifice the time required for attendance at a meeting at the present moment. As no meeting is in immediate prospect the present note has been prepared in order to give to members of the Governing Body a brief account of the work accomplished by the Office since the meeting of the Emergency Committee in London, more particularly as regards the steps which have been taken to carry out the Committee's decisions. It is not intended to present an exhaustive survey but only to mention the more important matters which it is believed will be of particular interest.

The adoption of this procedure in no way prejudices any decision concerning the holding of a meeting to which the Chairman of the Governing Body may come, after such consultation of members as he may consider possible and necessary.

The work in connection with the execution of the decisions of the Emergency Committee may be grouped under two heads.

I. Decisions involving Action by Governments including Liaison with International Agencies

A number of official letters have been addressed to the Governments relating to the decisions of the Emergency Committee which require to be brought to the attention of Member States or which can only be given effect to by governmental action.

In particular, the suggestion contained in clause (b) of the Resolution regarding post-war emergency and reconstruction measures, adopted at the New York Conference, that Governments "should, if they have not already done so, set up representative agencies for the study of the social and economic needs of the post-war world" has been formally communicated to Governments on behalf of the Governing Body with a view to appropriate action. The same letter also conveyed the suggestion that such agencies should consult with the appropriate organs of the International Labour Organisation and requested regular communication to the Office of information regarding the composition, functions and activities of national reconstruction agencies. It further suggested that the International Labour Office should act as a clearing-house for intercommunication between national reconstruction agencies.

Action on the suggestions contained in this communication will of course take time, but the Office has already received a good deal of interesting material, and has thus been able to begin to act as a centre for intercommunication between Governments regarding reconstruction plans on the lines suggested by the New York Resolution.

Information regarding national reconstruction planning, which is in some cases of a detailed and confidential character, has been received by the Office from the Governments of Australia, Belgium, Canada, Czechoslovakia, Great Britain, India, Luxembourg, Mexico, the Netherlands, Norway, Poland, the United States and Yugoslavia. On the basis of information supplied by Governments for publication and of published material available to the Office, information has been published in the *International Labour Review* regarding reconstruction agencies, plans and problems in Australia, Belgium, Canada, Chile, China, Colombia, Czechoslovakia, Great Britain, Greece, India, Iraq, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Poland, Sweden, Switzerland, the Union of

South Africa, South-East Asia, the United States and Yugoslavia. The size of the *Review* has been increased from 128 to 144 pages in order to provide space for the publication of information of this kind, including information concerning not only plans relating to post-war action, but also current decisions on labour problems which have a reconstruction aspect. Memoranda have also been furnished to the Argentine, Chinese, Iraq and Venezuelan Governments in response to specific requests from these Governments for information regarding reconstruction planning in various countries.

1. LIAISON WITH INTERNATIONAL AGENCIES

It will be remembered that the New York Resolution to which reference has been made above also contemplated the association of the International Labour Organisation as regards the planning and application of measures of reconstruction, not only with national reconstruction agencies but also with international reconstruction agencies. The attention of Governments was drawn to this in the official communication referred to above and, as indicated below, important contacts or methods of liaison have been established or extended in this field.

A. Relations with the Inter-Allied Post-War Requirements Committee

The following correspondence exchanged between Mr. M. R. K. Burge, Director of the London Office of the International Labour Office, and Sir Frederick Leith-Ross, Chairman of the Inter-Allied Post-War Requirements Committee, indicates the arrangements made for liaison between the International Labour Organisation and that Committee.

Letter from Mr. M. R. K. Burge to Sir Frederick Leith-Ross

London, 8 May 1942.

Dear Sir Frederick,

At the conclusion of your remarks to the Emergency Committee of the International Labour Office, the Acting Director suggested that it might be mutually useful if steps were taken to keep the Organisation informed, to the extent to which this would be proper, of the development of the work of the Inter-Allied Committee, with a view to helping it to secure the support of public opinion. In reply you stated that you would be very glad to keep the Organisation informed by whatever machinery might be thought most appropriate.

The creation of this machinery was discussed at a subsequent sitting. The Acting Director indicated that it was his intention to inform you that the services of this London Office would always be available to give you any assistance or to establish any contacts which might seem to you most

desirable and useful. The Emergency Committee contemplated that the Office might be represented by an observer at meetings of the Inter-Allied Committee and decided to set up a "consultative delegation" of its own Members, tripartite in character, able to represent the Emergency Committee if and when the occasion arose. The members selected to form this delegation were Dr. van den Tempel (Netherlands Minister of Labour) for the Governments; Sir John Forbes Watson, with Mr. Erulkar as substitute, for the Employers; Mr. J. Hallsworth, for the Workers.

The Acting Director has instructed me to act as his representative for the purpose of maintaining liaison between the Office and your Committee.

I shall therefore be available to attend meetings of the Inter-Allied Committee as observer for the I.L.O. if you would approve of this, and to act as liaison officer to arrange for any meeting between yourself or your Committee and the consultative delegation which may prove to be desirable.

The members of the Consultative Delegation are very anxious to be of any assistance in their power; and I therefore add the suggestion that an informal meeting between you and them might serve a useful purpose at the start. I should be very glad to arrange this if the suggestion met with your approval.

Yours sincerely,

(Signed) M. R. K. BURGE.

Letter from Sir Frederick Leith-Ross to Mr. Burge,

London, 15 May 1942.

Dear Mr. Burge,

Thank you for your letter of May 8th regarding the steps taken by the Emergency Committee to provide an observer and a consultative delegation, tripartite in character, in order to maintain liaison with and provide any assistance needed by the Inter-Allied Relief Committee. I am very glad to know of these arrangements which will, I think, be a very useful machinery for maintaining contact between our organisations. So far as I am concerned, therefore, I welcome these proposals and I shall be ready to put them to the Inter-Allied Committee at the first opportunity. But you will appreciate that I cannot commit the Committee in such matters and it must rest with them to consider the proposal when they meet.

As you know, the Inter-Allied Committee has not yet been able to meet and its initial meetings are likely to be concerned with questions of organisation rather than the planning of relief measures. In the circumstances, therefore, I think that an informal meeting between the consultative delegation and myself might be postponed for a short time until we can see more clearly the line which the Inter-Allied Committee is likely to take. If you agree with this, I should be glad if you would explain the position to the delegation and to the Acting Director; but if you feel that, notwithstanding my difficulties in saying much at the present moment, a meeting would be useful, I shall be ready to arrange it.

Yours sincerely,

(Signed) F. W. LEITH-ROSS.

At a meeting of the Inter-Allied Post-War Requirements Committee, which was held on 17 June 1942, the International Labour Office was invited to be represented by an observer. Mr. Burge attended the meeting on behalf of the Office, and has attended subsequent meetings. Regular contact has also been maintained by the exchange of documents between the Inter-Allied Committee and the International Labour Office.

B. *Relations with the Economic and Financial Organisation of the League of Nations*

Members of the Governing Body have already been informed, by the article in the July *International Labour Review* on the meeting of the Emergency Committee, that a meeting of members of the Economic and Financial Committees of the League of Nations had been held in London from 27 April to 1 May, which was attended by Mr. P. Waelbroeck on behalf of the Office. A similar meeting was held at Princeton from 7 to 8 August, which had before it the report provisionally adopted at the meeting in London. The Office was represented by Mr. Lindsay Rogers and Mr. Waelbroeck. Liaison has thus not only been maintained but developed between the I.L.O. and the Economic and Financial Organisation of the League of Nations and has been welcomed by that Organisation in the following terms in its report :

.....

III. COLLABORATION WITH THE INTERNATIONAL LABOUR ORGANISATION

25. In the course of our discussions we considered a question which has arisen as a result of the Conference of the International Labour Organisation held in New York and Washington last autumn, namely, how to promote the fullest co-operation possible between the Economic, Financial and Transit Department and the International Labour Office in their work on reconstruction problems.

26. [Summary of Conference resolutions and Governing Body decisions regarding the Advisory Committee.]

27. From what has been indicated in the earlier chapters of our report it is apparent that these objectives closely parallel our own. We are prepared to offer the International Labour Organisation the fullest collaboration in the interests both of accomplishing our common objective and of avoiding needless overlapping of functions or duplication of effort. Much of the preparatory documentation that will be required has already been prepared or is being prepared by the Economic, Financial and Transit Department of the League and certain League Committees.

28. Co-ordination of effort should not be difficult to achieve in practice, since not only have the two organisations essentially similar aims but they are specialised in different and, in large measure, complementary branches of work.

29. We do not suggest that there should be a rigid allocation of subjects between the two organisations, that each should work in a watertight compartment. On the contrary, it is of real importance that each group of problems to be studied should be approached both from the angle of the International Labour Organisation and from the governmental angle represented by the League organs. Every act of economic policy—for example, the removal or imposition of a restriction on trade or the adoption of a given currency or fiscal policy—has social consequences by which it must in large measure be judged. Every social measure, on the other hand, has economic consequences which may be beneficial or baleful and postulates certain economic conditions that may or may not be capable of fulfilment.

30. The effectiveness of the desired collaboration and co-ordination of functions will of course depend largely on close contact between the staffs at Princeton and Montreal. We are glad to note that contacts of this kind have been regularly maintained.

31. We for our part are ready to establish whatever form of collaboration may prove most appropriate once the proposed Consultative Committee of the Governing Body of the International Labour Office has been set up. With this object in view, we have requested Mr. Henry Grady, Chairman of the Economic Committee, to make whatever arrangements he thinks best when the time comes, subject, of course, to the agreement of the Acting Secretary-General. Mr. Grady has been good enough to comply with this request.

.....

C. *Relations with Other International Agencies*

It should also be noted that the Office was represented at the Second Inter-American Conference of Agriculture held in Mexico City in July and at the Pan-American Sanitary Conference held in Rio de Janeiro in September. Representatives of the Office will attend the forthcoming meeting of the Institute of Pacific Relations in December.

2. OTHER COMMUNICATIONS ADDRESSED TO GOVERNMENTS

Official communications have also been made to Governments drawing their attention to the resolutions concerning collaboration between public authorities and workers' and employers' organisations; the resolution concerning the protection of children; and the resolution on living wages and agrarian reform.

As the full texts of the resolutions adopted by the New York Conference to which the aforementioned communications refer are in the hands of members of the Governing Body, it would unnecessarily overload the present note to reproduce the official letters by which they were brought to the attention of Governments. A communication relating to development works policy may, however, be quoted in full:

Montreal, 31 August 1942.

DEVELOPMENT WORKS POLICY

Sir,

I have the honour to refer to the Resolution regarding post-war emergency and reconstruction measures adopted by the Conference of the International Labour Organisation at New York on 4 November 1941, the text of which was communicated to you with my letter of 3 December 1941. At its Fifth Session (London, April 1942) the Emergency Committee of the Governing Body considered the part to be played by a development works policy in implementing the New York Resolution and approved proposals which I am communicating to you by this letter.

I am to suggest that Governments which have not already done so should, within the framework of their post-war reconstruction planning, draw up programmes of work the execution of which is necessary for the development of the economic life of their countries, including works which have been postponed owing to the war, and should create the administrative organisation necessary to secure that these programmes are effectively carried out at the appropriate time. A number of countries are already preparing programmes of work to be undertaken by national, regional or

local authorities in order to maintain a high level of employment during the critical period which will follow the termination of hostilities, but it is clearly desirable that such steps should be taken forthwith by the largest number of countries which are in a position to do so in order that the way may be prepared for concerted action.

The Emergency Committee has further asked the International Labour Office to collect information regarding measures of this character already taken in different countries. Such information is likely to be of great value to other countries and may stimulate action there. I therefore have the honour to request you to let me know whether your Government has taken, or is taking, measures for drawing up programmes of work to be executed when required by the employment situation, and, if such is the case, to ask whether you would be willing to communicate to the International Labour Office any information which may be available regarding the measures in question. It would be specially valuable to have information on the following matters :

(a) whether a national authority has been entrusted with the preparation of a co-ordinated programme of works, with particulars of the nature and composition of any such authority ;

(b) the extent to which the programme being prepared includes, in addition to works for which central authorities will be responsible, works for which regional or local authorities or public utility undertakings will be responsible and works to be undertaken by bodies or individuals receiving a subsidy, loan, or other assistance from a public authority ;

(c) the arrangements made for the collection of the information necessary for the preparation of such a programme ;

(d) the measures contemplated for the selection and timing of the works to be undertaken, with due regard to their utility and to the economic situation ;

(e) the arrangements envisaged for the financing of the works.

The Emergency Committee also considered what international action may be necessary in order that national development works policies may be fully effective. Measures of international financial co-operation designed to enable all countries to pursue parallel policies for the expansion of employment whenever the general situation so requires are now generally recognised to be essential in order to secure the synchronisation of national policies contemplated by the Recommendations adopted by the International Labour Conference in 1937.

International action to secure the more complete utilisation of the resources of the world and thus maintain a high level of employment and ensure a rising standard of living in the post-war period will, no doubt, also include development works which are international in character, either because they extend over the territory of several countries or because they are profitable to a group of countries or to the whole international community.

The execution of the works referred to in the two preceding paragraphs will require international technical co-operation and measures of international financing, and action at the appropriate time will be facilitated if information regarding such plans is collected well in advance.

I am therefore to enquire whether you would be prepared, as your Government's programmes of development works take shape, to inform the International Labour Office of national plans the application of which will require international technical or financial co-operation and to furnish particulars of any such plans.

I am also to invite you to communicate to me any suggestions which your Government may wish to make regarding international development projects which it would like to see executed by appropriate measures of international co-operation.

I have the honour to be, etc.,

(Signed) E. J. PHELAN.

As decided by the Emergency Committee, the attention of Governments was also drawn in a preliminary way to the desire of the New York Conference that the International Labour Organisation should be represented in any peace or reconstruction conference following the war.

The following further communications, in accordance with the Emergency Committee's decision, have been despatched to the Governments of the American States Members of the Organisation :

(a) communicating to those Governments the resolution adopted at the New York Conference on the war and trade between American countries, calling their attention to its connection with the decisions taken at the Third Meeting of Ministers of Foreign Affairs of American Republics (Rio de Janeiro, January 1942) ;

(b) transmitting the text of resolutions submitted by delegates of Latin American countries on the following subjects : creation of merchant navies ; immigration facilities for Spanish refugees ; extension of social legislation to agricultural workers ; regulation of trade relations between American countries ; trade policy in respect of tobacco ; and trade and economic problems of American countries ;

(c) explaining that the Office, in the course of its work on reconstruction measures, was giving consideration to other resolutions submitted by delegates of Latin American countries and dealing with the following matters : co-ordination of defence and reconstruction programmes of the American republics ; organisation of distribution of raw materials for food and clothing ; funds for post-war reconstruction purposes ; vocational retraining of persons suffering from accidents or war wounds ; general principles of social reconstruction ; and elimination of middlemen in dealings in goods of current consumption.

II. Decisions concerning Activities or Studies to be undertaken by the Office

The second series of the decisions of the Emergency Committee refers to activities or studies to be undertaken by the Office itself. It will be remembered that, as pointed out to the Emergency Committee, the work of the Office on reconstruction problems falls into three categories : first, that of those social questions which have been the Office's main preoccupation in the past, and on which work requires to be intensified ; second, questions like migration and development works the study of which must be extended as regards their economic and financial aspects ; and third, those questions of general economic and financial international policy which

it is now recognised the Office must examine from the point of view of their social repercussions. It will also be remembered that the Office's work, particularly in the first of these categories, must be susceptible of rapid adaptation to changing requirements.

(1) As regards *social questions*, wartime and reconstruction problems are tending to become more and more identified, the difference in their treatment being more of emphasis than of substance. A brief indication is given in the following paragraphs of the Office's activities in these various fields during the last few months.

Almost immediately after the close of the Emergency Committee's meeting, Dr. Oswald Stein and Mr. Maurice Stack of the Social Insurance Section of the Office arrived in England, in response to the invitation of which the Emergency Committee had been informed, to give evidence before the British Inter-Departmental Committee on the Unification of the Social Services. The Chairman, Sir William Beveridge, has expressed in the highest terms his appreciation of the services which these two experts were able to render.

Dr. Stein has paid a further visit to Bolivia to give technical advice to the Bolivian Government regarding the development of its social insurance legislation. The Office was also instrumental in providing the Bolivian Government with expert actuarial advice for the same purpose. The increased social protection for Bolivian workers now being undertaken may be expected to result in an increase in the production of certain raw materials in Bolivia.

Advice has been given to the Mexican Government regarding proposed new social insurance legislation.

Important work has also been done on social insurance questions in connection with the Inter-American Social Security Conference, which is dealt with in a later part of the present note.

Information regarding wages in various countries in shore occupations comparable to various occupations at sea has been supplied to the U.S. War Shipping Administration.

An invitation from the Canadian Department of Labour to make a survey of Canadian labour statistics of current wartime importance has been accepted.

An official has been sent to continue the co-operation recently established with the statistical services of a number of Latin-American Governments with a view to the improvement and standardisation of their labour statistics.

An official has been lent to the United States Government to assist in making a survey of wartime housing policy in Great Britain and its bearing on plans for post-war rebuilding.

Work has been pursued on *maritime questions*, particularly in connection with the meeting of the Joint Maritime Commission, of which a brief account is given later in this note.

Studies on *employment problems* have been continued, and in particular a study entitled *Wartime Transference of Labour in Great Britain* has been published. The work on this subject had provided the documentation for the Canada-United States Tripartite Meetings on problems of labour supply to which reference is made in a later section of this note.

A report on a connected subject, *Labour Conditions in War Contracts*, has also been published.

A survey of changes and shifts brought about by the war in the employment market and of the post-war problems of readjustment which are involved has been begun.

Studies on the subject of *nutrition* have also been pursued. A report designed to promote the collection of the basic information regarding dietary surveys and family budget enquiries necessary for the formulation of adequate nutrition policies was submitted to the Pan-American Sanitary Conference at Rio. A study entitled *Food Control in Great Britain* has been published and has received widespread notice in the North American press. Other studies in this field are in preparation.

A survey of the repercussions of wartime conditions on the future employment of *juveniles* (physical and moral effects of the war; general education standards; vocational training and apprenticeship) is in hand. A study of wartime employment and labour conditions of *women* and their implications for the future is in progress.

Work on *colonial problems* continues and a memorandum dealing with social and economic reconstruction in the Pacific Colonies has been prepared for the meeting of the Institute of Pacific Relations.

In addition to continuing its normal work on *safety*, the Office has commissioned Mr. Sven Kjaer, formerly Chief of the Industrial Accident Statistics Division of the U.S. Department of Labor, to undertake, in co-operation with members of the Correspondence Committee on Industrial Safety, the preparatory work for the proposed *Model Code of Safety Regulations for Factories*. Members of the Governing Body will remember that it was decided to proceed with the work immediately in order that approved international standards may be available when the factories of the war-devastated areas have to be rebuilt.

(2) In the second category of questions, namely, those which present both *social and economic aspects*, the work in some respects is closely related to that being carried on in connection with the third category. For instance, a study of post-war international investment for development purposes, while having a general importance, is also directly related to the problem of *development works policy* and to that of *migration*.

The following brief indications show what is on hand on various problems that fall within this category.

As regards *migration*, a study of the movements and transfers of population in Europe, including the recruiting of workers for employment as a consequence of the war and German occupation, is being pursued. A study of the experience of certain countries during the inter-war period regarding the recruitment and selection of migrants and the organisation of settlement is also in hand.

As regards *development works*, it is hoped that the information received from Governments in reply to the letter on this question, of which the text has been given in an earlier part of this note, will enable a survey to be made of the progress made in national planning for the organisation of development works in the post-war period. Other work in connection with the study of development works policy is indicated in a later section of this note.

In the field of *agriculture*, a considerable documentation has been assembled on the problems of agricultural credit and agrarian reform and is now in process of being analysed.

As regards the *textile industry*, a study is in progress on recent developments in the textile industry in Latin American countries. Arrangements are being made to put in hand other textile studies on the lines approved by the Emergency Committee.

As regards *regional* problems, material is being collected for a study of social developments in China and India consequent on the war, and pending the compilation of this study steps have been taken to secure from recognised authorities articles on certain aspects of recent social developments in these two countries for publication in the *International Labour Review*. A memorandum on India and the Pacific region has been prepared in connection with the meeting of the Institute of Pacific Relations.

(3) The third category of questions relates to the *social implications of general economic and financial policy*.

This is a field into which the Office had not hitherto penetrated except incidentally in connection with the economic or financial aspects of certain limited problems. The Emergency Committee indicated three lines of approach which the Office should follow.

The first was the institution of liaison with existing international agencies, and what has been done in this direction has been briefly recounted in an earlier part of this note. The second related to the setting up of a special advisory committee to ensure that the Governing Body should be furnished with authoritative advice on the matter before arriving at decisions of policy. The third, which is a necessary condition both for effective liaison with existing bodies and for the successful functioning of an advisory committee, was that the Office should equip itself by the necessary studies in this field so as to be ready to profit by the liaisons established and to collect and prepare the necessary documentation for submission to the advisory committee when appointed.

The most important of these decisions concerns the constitution of an advisory committee to scrutinise the various plans or proposals which might be made by Governments or by different international agencies concerning economic and financial policy in the post-war world and to advise the Governing Body on their social implications and possibilities. It will be remembered that the Acting Director suggested that a definite decision should be taken at the London meeting to constitute such a committee and that he should be authorised to submit to the Governing Body, by correspondence if necessary, a list of suitable eminent personalities who might be appointed to the committee in question. The object of the Acting Director's suggestion, as explained at the time, was that the Office should be equipped to take immediate action when the necessity arose. After his return to North America, the Acting Director proceeded with an exploration of the possibilities. All the indications received in the course of various conversations suggested that it would be prudent to postpone definite action to constitute the committee until such time as the task assigned to it might appear, if not urgent, at all events of pressing utility. The Acting Director therefore came to the conclusion that it would be in the interests of the Organisation and of the role which it is expected to play in the task of reconstruction to wait for a more favourable moment before continuing the negotiations which he had begun. The very interest which the Emergency Committee's proposal excited in important quarters and the careful consideration given to it by certain outstanding world figures to whom the Acting Director made a preliminary approach, underlines the importance of delaying further action for the moment since it gives considerable promise that when the time comes it will be possible to secure for the committee in question the services of persons of the eminence and authority which the Emergency Committee had in mind.

It should be noted that the delay in constituting the committee does not have the effect of holding up the Office's work on reconstruction problems even in the field in which the committee is designed to function. This field, as pointed out above, is one into which the Office has not penetrated directly before and, if it were possible to constitute the committee immediately, some time would still elapse before the studies now in preparation had reached a sufficiently advanced stage to be laid before it. Thus no time is being lost.

In accordance with the policy indicated by the Acting Director in London of organising the work in a flexible manner, the general exploration of this new field is being carried on concurrently with certain specific studies which it is hoped will be of definitely practical value. As the general exploration proceeds, it will no doubt throw up further specific problems calling for more intensive study. Already work in different

degrees of advancement is in hand, either in the Office or with the assistance of external collaborators, on the following subjects :

- Post-war international investment for development purposes.
- The bearing upon international development policies of the experience of the Tennessee Valley Authority.
- The social and economic effects of the increased industrialisation of the under-industrialised countries.
- The social effects of expanded international trade.
- Public finance and its relation to social possibilities.

* * *

This brief survey of the work at present proceeding is not, as was pointed out at the beginning, exhaustive. It could be developed in greater detail, and it could of course be extended by the inclusion of a list of all the routine tasks of the Office and by an indication of other studies and surveys which are contemplated but which are yet only in the formative stage and which require further planning before they can be considered as effectively on the stocks. It should also be remembered that progress in some fields has been retarded by the difficulty of recruiting or recalling suitable staff under war conditions and the delays inevitable in the present circumstances in bringing staff from a distance or even in assembling documentation.

In submitting the details of the supplementary credit to the Emergency Committee in London, the subjects upon which that credit would make it possible to extend or initiate work were listed as follows : (1) the pooling of information on reconstruction activities ; (2) general economic questions ; (3) post-war employment problems ; (4) nutrition ; (5) textiles ; (6) public works ; (7) migration ; (8) maritime questions ; (9) women and juveniles ; (10) agriculture ; (11) Latin American problems ; (12) Asiatic problems ; (13) colonial areas ; (14) social security ; and (15) industrial hygiene. This programme was approved by the Committee. It will be seen from the above survey that work is in hand under fourteen out of fifteen of these headings. Few of them, of course, are as yet adequately or completely covered, but as the difficulties indicated above are steadily overcome, it will be possible to fill in certain gaps and to fulfil more completely the programme approved by the Emergency Committee.

III. Meetings

In addition to pursuing the studies in various fields which have been indicated above, the Office has proceeded with the

work in connection with the holding of certain important meetings, which the Emergency Committee had been informed were in prospect.

1. 12TH SESSION OF THE JOINT MARITIME COMMISSION

In accordance with the decisions taken by the Governing Body at its New York Session (October-November 1941) and by the Emergency Committee at its 5th Session (April 1942), the Joint Maritime Commission held its 12th Session in London from 26 to 30 June 1942.

As was anticipated when the decision to convene the Commission was taken, certain changes in its normal membership were rendered necessary by war conditions, and its composition at the 12th Session was therefore as follows :

Chairman

Sir Frederick W. LEGGETT, C.B. (replacing Mr. Carter GOODRICH, Chairman of the Governing Body of the International Labour Office).

Regular Members :

Employers' group :

Sir John FORBES WATSON.

Workers' group :

Mr. Joseph HALLSWORTH.

Shipowners :

Mr. Richard SNEDDEN, General Manager, Shipping Federation of Great Britain.

Commander Robert C. LEE, Executive Vice-President, Moore-McCormack Lines (United States).

Mr. David S. ERULKAR, Indian National Steamship Owners' Association.

Mr. William DAHL-HANSEN, former Vice-President, Norwegian Shipowners' Association ; Member of the Norwegian Shipping and Trade Mission.

Mr. Percy A. CLEWS, Shipping Federation of Canada.

Mr. Dirk HUDIG, Netherlands Shipping and Trade Committee.

Mr. Constantine J. LYRAS, Greek Shipping Co-operation Committee.

Mr. Albert P. STEER, Manager, Compagnie Maritime Belge.

Mr. A. V. J. Pierre DE MALGLAIVE, Free French Mercantile Marine.

Seamen :

- Mr. Omer BÉCU, General Secretary, Belgian Mercantile Marine Officers' Association.
- Mr. CHU Hsueh-fan, Chinese Association of Labour.
- Mr. Joseph CURRAN, President, National Maritime Union of America.
- Mr. Ingvald HAUGEN, President, Norwegian Seamen's Union.
- Mr. Charles JARMAN, General Secretary, National Union of Seamen of Great Britain.
- Mr. Sven J. LUNDGREN, General Secretary, Swedish Seamen's Union.
- Mr. Anders G. F. SOERE, Swedish Engineer Officers' Association.
- Mr. James A. TUDEHOPE, Secretary, Maritime Transport Council (Employees) of Australia.
- Mr. Morris WEISBERGER, Vice-President, Seafarers' International Union of North America.

*Deputy Members :**Shipowners :*

- Mr. Charles B. L. FILMER, Australian Steamship Owners' Federation.
- Mr. Witold JASINSKI, Polish Shipowners' Association.
- Mr. Vladimir RADONICICH, Yugoslav Shipping Committee.

Seamen :

- Captain William H. COOMBS, General Manager, Officers' (Merchant Navy) Federation of Great Britain ; President, International Mercantile Marine Officers' Association.
- Mr. Jacobus H. OLDENBROEK, President, Contact Committee, Netherlands Officers' and Seamen's Unions.
- Mr. Alojzy ADAMCZYK, Chairman, Polish Union of Seamen (Z.Z.J.).
- Mr. Surat ALLEY, Representative, All-India Seamen's Federation.
- Mr. Louis P. F. DROGUET, International Mercantile Marine Officers' Association.

In addition to the members and deputy members, 38 substitutes and advisers attended some or all of the sittings of the Commission. Altogether, therefore, no less than 64 representatives of shipowners and seamen took part in the work of the Commission. Having regard to the exceptional conditions in which the Commission met, it is of interest to note that those attending the session were of 15 different nationalities, namely: Australian, Belgian, British, Canadian, Chinese,

Danish, French, Greek, Indian, Netherlands, Norwegian, Polish, Swedish, United States and Yugoslav. Mr. Tudehope flew from Australia and Mr. Lundgren and Mr. Soere flew from Sweden specially to be present at the meetings; and Mr. Chu, who was in the United States when the Commission was convened, will be returning to Chungking. Commander Lee, Mr. Curran and Mr. Weisberger flew from the United States and were the first representatives of the shipowners and seamen of the United States to take part in a session of the Commission.

The agenda of the Commission included a Report by the Acting Director on the maritime work of the Office since the previous session of the Commission held in Paris in 1935, and a number of questions relating to the wartime conditions of work of merchant seamen.

On the first item, the discussion largely centred on the ratification of the maritime Conventions adopted by the International Labour Conference, concerning which a resolution was adopted urging Governments to ratify as soon as possible those Conventions which present no substantial difficulties and to institute national tripartite consultations to examine how the obstacles to the ratification of the other maritime Conventions can be overcome.

The Acting Director's Report informed the Maritime Commission of the resolution adopted by the New York Conference suggesting that the Commission should be given a tripartite composition, and an opportunity was thus afforded for the expression of views by the shipowners' and seafarers' representatives on the desirability of including Government representatives in the membership of the Commission. During the meeting in London the seafarers' representatives urged that the Commission should have the tripartite composition characteristic of the International Labour Organisation, while those of the shipowners maintained that, although Governments must of course take part at some stage in the consideration of maritime questions, it was desirable to retain for the Joint Maritime Commission the bipartite composition it had had from the beginning. It was therefore decided to hold the question over for further consideration at a later date.

The Commission decided to set up a Consultative Subcommittee for the purpose of maintaining contact between the Office and the Commission between sessions. The following persons were appointed to constitute, together with the Chairman, this Subcommittee: for the shipowners' representatives, Mr. Hudig, Mr. Lee, Mr. Snedden and Mr. Worsøe; for the seamen's representatives, Mr. Coombs, Mr. Haugen, Mr. Jarman and Mr. Oldenbroek.

On the second item on the agenda, the Office submitted to the Commission a series of studies on the war and merchant seamen dealing with: (a) seamen's welfare; (b) life-saving

appliances; (c) unemployment indemnities and compensation for loss of effects; detention and family allowances; (d) continuity of service. The Commission devoted its attention primarily to questions of safety and welfare, on which it adopted important resolutions. A summary statement entitled *Life-Saving Measures for Merchant Seamen in Time of War*, the preparation of which was requested by the Commission, is in the press. Other matters arising out of wartime conditions, such as unemployment indemnities and compensation for loss of effects in case of loss of the ship, detention and family allowances, continuity of service, and training, were referred to the Consultative Subcommittee for consideration, since they could not be adequately dealt with in the limited time available to the Commission. The discussion of safety measures was greatly facilitated by the fact that the British Ministry of War Transport made available to the Commission draft regulations on life-saving appliances, embodying the results of wartime experience in the British and Allied merchant fleets; the Commission expressed its approval of these as sound practice and made a number of supplementary suggestions. The Ministry also organised, in one of the rooms which had been placed at the disposal of the Commission by the British Government, an exhibition of life-saving appliances.

The members of the Commission were welcomed in London by the Rt. Hon. Lord Leathers, Minister of War Transport, and the Rt. Hon. Ernest Bevin, Minister of Labour and National Service, on behalf of the British Government. Lord Leathers expressed the Government's pleasure that the International Labour Organisation had not allowed the difficulties caused by the war to prevent the continuance of its work, and particularly its maritime work, and referred with approval to the resolutions on safety and welfare which had been adopted by the Commission. Touching on post-war problems, Lord Leathers intimated that he had asked both parties in the British shipping industry to make plans, because, he said, "wartime improvements must not disappear". Mr. Bevin, after referring to the very real gratitude of the peoples of the British Commonwealth to their seamen, said that full justice must in future be done to seamen. In matters of welfare, for which he had a special responsibility as Minister, he was anxious to ensure that seamen would not be treated as a class apart requiring charity but would be dealt with on the same basis as other workers in the community. After the war the maritime industry, which was the means of contact between peoples, must play a more important part than ever before. International agreements on labour matters had been recognised by the Atlantic Charter as no less important than political and commercial agreements, and the necessary preparations must be made in advance to deal internationally with post-war problems. The condition of seamen in particular

must never be allowed to revert to what it was before the war.

An outstanding feature of the session was the strong desire manifested by both sides of the Commission to achieve practical results and for that purpose to reach agreement whenever possible. The result was that no votes were taken, all the resolutions being carried, after discussion and amendment, unanimously.

The full texts of the resolutions adopted have been published in the August issue of the *International Labour Review*.¹ Members of the Emergency Committee will recall that the Acting Director requested them, shortly after the conclusion of the session of the Commission, to authorise by telegram the immediate communication to Governments of those of the resolutions adopted which have a direct bearing upon war problems of immediate urgency and contemplate action by Governments. The resolutions in question relate to: ratification of international labour Conventions; safety measures for seamen; organisation for seamen's welfare; equality of treatment of seafarers. These resolutions were communicated to Governments on 31 July. Proposals regarding the other resolutions adopted by the Joint Maritime Commission will be submitted in due course to the Governing Body or its Emergency Committee.

2. 6TH CANADA-UNITED STATES TRIPARTITE MEETING

The 6th Canada-United States Tripartite Meeting was held at the International Labour Office, Montreal, on 29 August 1942, for the further consideration of questions of labour supply of interest to the two countries.

The increasing importance attached to these meetings by the two Governments concerned is indicated by the list of representatives attending, which is given below.

Chairman :

Mr. Carter GOODRICH, Chairman of the Governing Body.

Canada :

Mr. Elliott M. LITTLE, Director of National Selective Service ;
Mr. Paul GOULET, Associate Director, National Selective Service ;

Mr. L. E. WESTMAN, Assistant Director, National Selective Service ;

Mrs. Rex EATON, Assistant Director (Women's Division), National Selective Service ;

¹ See also above, p. 168.

- Mr. L. Austin WRIGHT, Assistant Director, National Selective Service ;
- Mr. MACILLIVRAY, Press Assistant, National Selective Service ;
- Mr. T. H. ROBINSON, Assistant Director, National Selective Service ;
- Maj.-Gen. L. R. LAFLECHE, Deputy Minister, Department of National War Services ;
- Lt.-Col. G. S. CURRIE, Executive Assistant to the Minister of National Defence (Army) ;
- Col. J. A. DE LALANNE, General Staff, Department of National Defence ;
- Mr. N. TORNO, Aide to Col. de Lalanne ;
- Mr. HENRY, Department of National War Services ;
- Mr. Alfred RIVE, First Secretary, Department of External Affairs ;
- Mr. Walter J. COUPER, Special Assistant to the Deputy Minister of Labour ;
- Mr. Alex. SKELTON, Director of Research, Bank of Canada ;
- Mr. H. W. MACDONNELL, Secretary of the Industrial Relations Department, Canadian Manufacturers' Association, Toronto ;
- Mr. Gilbert JACKSON, Sentinel Securities of Canada Ltd., Toronto ; National Selective Service Advisory Board ;
- Mr. H. TAYLOR, Canadian National Carbon Company Ltd., Toronto ; National Selective Service Advisory Board ;
- Mr. John A. BELL, General Chairman, Order of Railroad Telegraphers, Toronto ; National Selective Service Advisory Board ;
- Mr. W. DUNN, Financial Secretary-Treasurer, Toronto and District Trades and Labour Council, Toronto ; National Selective Service Advisory Board ;
- Mr. A. R. MOSHER, President, Canadian Congress of Labour, Ottawa ; National Selective Service Advisory Board ;
- Mr. Gerard PICARD, General Secretary, Confederation of Catholic Workers of Canada, Quebec ; National Selective Service Advisory Board.

United States :

- Mr. Isador LUBIN, Commissioner of Labor Statistics, Department of Labor ; Economic Adviser to the President ;
- Mr. A. F. HINRICHS, Acting Commissioner of Labor Statistics, Department of Labor ;
- Brig.-Gen. Frank J. MCSHERRY, Director of Operations, War Manpower Commission ;
- Mr. J. J. CORSON, Director, United States Employment Service, and Director of the Bureau of Employment Security, Social Security Board ;
- Mr. T. C. BLAISDELL, Jr., Planning Committee, War Production Board ;

- Mr. Wendell LUND, Director, Labor Production Division, War Production Board ;
- Col. C. G. PARKER, Deputy Director, National Selective Service ;
- Miss Marjorie G. RUSSELL, Executive Secretary, Labor-Management Policy Committee, War Manpower Commission ;
- Mr. Henry I. HARRIMAN, Chairman, New England Power Company ; Employers' Member of the Governing Body ;
- Mr. Clarence G. McDAVITT, formerly Vice-President, New England Telephone Company ; Substitute Employers' Member of the Governing Body ;
- Mr. E. B. DITHRIDGE, Pennsylvania Railroad Co., Alternate Member of the Labor-Management Policy Committee, War Manpower Commission ;
- Mr. Robert J. WATT, International Representative, A.F. of L. ; Workers' Member of the Governing Body ;
- Mr. John GREEN, President, Industrial Union of Marine and Shipbuilding Workers, Camden, N.J. (C.I.O.) ; Member of the Labor-Management Policy Committee, War Manpower Commission ;
- Mr. Martin H. MILLER, National Legislative Representative, Brotherhood of Railroad Trainmen ; Member of the Advisory Committee, Office of Price Administration ;
- Mr. J. J. LUHRSEN, Railway Labor Executives Association ; Member of the Labor-Management Policy Committee, War Manpower Commission.

The meeting had before it the documentation prepared by the Office on problems and organisation of labour supply, more particularly the recently published study entitled *Wartime Transference of Labour in Great Britain*.

The main subject of the discussion was the new Canadian system of employment control, which was to become effective from 1 September 1942. The Director of National Selective Service, Mr. Elliott M. Little, and Mr. Walter Couper outlined the new National Selective Service Regulations, and the subsequent discussion brought out the similarities and the differences in the Canadian and the United States manpower positions.

Appreciation of the arrangements made for the meeting by the Office was expressed at the close of the proceedings by representatives of the Canadian and United States Governments, and it was agreed that a further meeting should be held in New York in November.

3. INTER-AMERICAN CONFERENCE ON SOCIAL SECURITY

The Inter-American Conference on Social Security met in Santiago de Chile from 10 to 16 September 1942 at the invitation of the Chilean Government. The Conference was attended by delegates from 21 American countries including Canada.

The Governing Body of the International Labour Office was represented by a tripartite delegation consisting of Mr. Paul VAN ZEEELAND, former Prime Minister of Belgium, from the Government group; Mr. Clarence G. McDAVITT, from the employers' group; and Mr. Robert J. WATT, from the workers' group.

It had been the intention of the Acting Director to attend the Conference but the congestion in the air services between the United States and Chile made it impossible for the Office to obtain more than six priorities. It was clearly necessary that three of these should be placed at the disposal of the representatives of the Governing Body, and the three remaining places barely sufficed to enable the Office to send a minimum of technical advisers, whose presence was indispensable if the Office was to render the services in connection with the Conference expected of it. The Acting Director therefore reluctantly came to the conclusion that he must abandon his own plans for attending the Conference and his projected visit to other South American countries, which for reasons of economy in time and transportation he had intended to combine with his visit to Chile. The Office was accordingly represented by Dr. Stein, Mr. Stack and Dr. A. Flores. The last named, being the Chilean member of the Social Insurance Section, had been responsible for the work of liaison between the I.L.O. and the Inter-American Committee to Promote Social Security, which had organised the Conference.

The Conference was inaugurated on 10 September in the ceremonial hall of the Chilean Congress. H.E. the President of Chile, Mr. Juan Antonio Ríos Morales, was present at the opening session. The Chilean Minister of Foreign Affairs, Mr. Ernesto Barros Jarpa, in delivering the inaugural address, drew attention to the part played by Mr. John G. Winant as Director of the International Labour Office in the origin of the Conference and the relation of the International Labour Organisation to it, in the following words:

On the occasion of the inauguration, on that date [December 1940], of the hospital services of the National Insurance Fund of Peru, the Government of our neighbour nation called together the leaders and representatives of the different organisations dealing with social security in the countries of this hemisphere. Among these was the then Chilean Minister of Health, Dr. Salvador Allende G., as well as the Director of the International Labour Office, at that time Mr. John G. Winant, who is now Ambassador of the United States in London. This group of outstanding figures in the field of social policy, meeting under the presidency of the Peruvian Minister of Health, Dr. Constantino Carvallo, decided to establish a permanent organisation of social insurance administrations and institutions in the American countries, working hand-in-hand with the International Labour Office, in order to facilitate a systematic and continuing exchange of information and to serve as a basis for a future Inter-American Conference on Social Security. . . .

It is at a moment like this, when a crisis brought on by the war imposes upon all countries the need for using their human and national resources to the best advantage, that the social security services must be called upon

to make a supreme effort to protect the health and productive capacity of the worker and his family and to afford them the security that is their due against the uncertainties and vicissitudes of life. This Conference offers the necessary and immediate opportunity to develop practical collaboration among administrations and institutions of social insurance and social assistance, and to establish a permanent plan of action with the technical aid of the International Labour Organisation, which has already performed an essential task in the preparation of reports and agreements. The International Labour Charter has given rise to a body of principles which appears today as one of the best-founded hopes of mankind. . . .

The Conference elected as its President Dr. Miguel Etchebarne, Chilean Minister of Health, Social Insurance and Assistance.

The Conference adopted a number of technical resolutions, the text of which may be found on page 206 of this *Bulletin*.

The Conference also took two decisions of a general character which are of special interest and importance.

The first of these was a general declaration entitled "The Declaration of Santiago de Chile".¹

The second was the adoption of a Statute, setting up the "Inter-American Conference on Social Security", a permanent agency of co-operation which will act in concert with the International Labour Office. The terms of this Statute² include certain provisions for the representation of the Governing Body on the Permanent Inter-American Committee on Social Security and for the relations of the institution with the International Labour Office. It may be noted that it specifically provides that those of its provisions which concern the Governing Body of the International Labour Office shall not have effect until the Governing Body has approved them.

The Statute will naturally be laid before the Governing Body at the proper time, with the suggestions of the Acting Director as to the action which the Governing Body should take.

The reports of the Santiago Conference which the Acting Director has had from the officials of the Office who attended it, and from Mr. van Zeeland, indicate that the Conference was in every way successful, that the presence and interventions of the members of the Governing Body were warmly welcomed, and that the work of the International Labour Office in the field of social insurance and in connection with the preparation of the Conference was highly appreciated.

IV. Finance

A meeting of the Supervisory Commission, presided over by Mr. C. J. Hambro, took place in Montreal on 25 August. Mr. Carter Goodrich attended as one of three Governing Body members appointed for the purpose; the other two members, Mr. Hallsworth and Mr. Oersted, were unable to be present.

¹ See p. 204.

² See p. 212.

The arrangement reached in London between the Acting Director and the Reporter of the Supervisory Commission, for financing the supplementary reconstruction credit for 1942 (as regards League Members), and subsequently agreed to after telegraphic consultation by the Commission itself and by the Acting Secretary-General of the League, was confirmed at the Montreal meeting.

It will be remembered that the Emergency Committee authorised the Acting Director to submit to the Supervisory Commission an expenditure budget for 1943 at the same figure as that already approved for 1942, and also a reconstruction credit for 1943, again of the same amount as that agreed to for 1942. The Supervisory Commission approved these proposals, and the total expenditure budget of the I.L.O. for 1943 (including the supplementary credit for work on reconstruction) will accordingly be 5,224,000 Swiss francs.

The approval of the Supervisory Commission was by no means given as a mere formality. The Reporter of the Commission, Sir Cecil Kisch, who arrived in Montreal some days before the opening of the meeting, discussed with the Acting Director the two budgets (ordinary and reconstruction) in detail, and a further lengthy discussion took place in the Commission itself. The Commission was undoubtedly faced by a difficult problem. The solution adopted as regards the reconstruction credit for 1942, whereby this part of the Office's expenditure is financed, so far as League Members are concerned, by an advance from League funds to be refunded in the 1943 budget, means, as was pointed out at the time of the London negotiations, that the revenue to meet expenditure incurred over two years must be budgeted for only in 1943 and in consequence the budget for that year must carry a double burden in this respect. This in itself would involve an increase in the general budget of the League for 1943, but a reduction in the total number of units over which that budget is distributed for contribution purposes, due to the withdrawal of certain League Members, had also to be met. As members of the Governing Body are aware, a reduction in the total number of units, when it occurs, can only be met by an increase in the contributions of the remaining Members or by a decrease in the budget. In these circumstances it can be readily understood that the Supervisory Commission was anxious to examine every item of expenditure in order to see whether any reductions were possible. The Acting Director was obliged to inform the Supervisory Commission that in his opinion no reduction in the I.L.O. budget could be accepted. In support of this view he drew attention to the fact that the ordinary budget was at the same figure as that already approved by the Commission for 1941 and 1942, and that since the budget was administered on the principle of adjusting expenditure to actual income, any reduction in the total figure of the

budget would automatically result in a reduction of income and thereby inevitably involve a reduction in activities. He considered that Governments, and in particular the Governments of paying States, attached importance to the activities at present being pursued by the International Labour Office, and he therefore felt that any decision involving a diminution of those activities would run counter to the wishes of the Governments themselves and would indeed be difficult to justify at a moment when supplementary resources were being placed at the disposal of the Office in order to enable it to intensify and develop its work.

After an examination of various items in the budget and after hearing the Acting Director's explanation of the position, the Supervisory Commission, as already stated, approved the 1943 ordinary budget without modification, and consolidated with it the reconstruction credit, thus giving for 1943 a total expenditure of 5,224,000 Swiss francs.

It is not necessary to remind members of the Emergency Committee and members of the Governing Body that this figure unfortunately does not measure the resources which will be available for purposes of the Organisation in 1943, and that these resources in 1943 will not be greater than those available in 1941 by 1,000,000 Swiss francs, the amount of the reconstruction supplementary credit. Actual expenditure will have to continue to be kept so far as possible within the limits of income received and there is no reason to suppose at the moment that income received will be proportionately higher in 1943 than in 1941 or 1942. It will be remembered that certain States Members in 1941 made payments direct to the International Labour Office, for which no provision is made in the Financial Regulations. The Acting Director accepted those payments, which were used to meet current expenditure, and reported them to the Governing Body and to the Supervisory Commission. It was agreed that the Acting Director's action was proper in the circumstances. Members of the Governing Body should be informed of the view of the League Contributions Committee in this matter, which is that such separate payments made direct to the I.L.O. cannot be regarded as instalments of contributions due from the States in question to the general budget of the League, and it has decided to advise the financial authorities of the League accordingly, adding that the amounts received by the I.L.O. in this way will be brought to account in the way desired by the contributors without prejudice to any decision that may be taken hereafter in regard to them by the Assembly. While this view is understandable, it is necessary to point out that it may discourage the continuance of such payments, and if they should not be forthcoming the proportion between revenue received and authorised expenditure will be smaller in 1943 than in 1941 even if the percentage of collection is otherwise maintained.

The comparison just made relates to 1943 and 1941 because 1942 presents special features. First, the proportion of the supplementary credit due from League Members for that year is being advanced out of reserves and therefore is available in full; the collection of the proportion due from States not Members of the League is being made in the ordinary way. Secondly, expenditure under this credit for 1942 could only be put in hand after the Governing Body and the Supervisory Commission's decisions had been obtained in the course of the year and therefore could not be planned in advance and spread over the twelve months of the financial year. While the Acting Director reserved the right to spend up to the whole amount if circumstances should make it necessary or desirable to do so, it would clearly not be wise, in the absence of the necessity to meet any special need of a limited character, to organise the work in 1942 at such a level that it would have to be abruptly reduced in 1943 in order to adjust it to a lower level of income. For this reason and because of the difficulties encountered in recruiting rapidly in present circumstances staff with the necessary qualifications, it is probable that the whole of the additional income provided for 1942 will not be spent. Any surplus derived from the League Members' advance from reserves will be returnable to the League; any surplus derived from non-League Members' contributions will be dealt with as the Governing Body, in consultation with the Members concerned, may decide.

It will be noted that the budget as approved by the Supervisory Commission consolidates the ordinary budget and the supplementary credit. This consolidation, which was left open at the meeting of the Emergency Committee until the views of League Members as expressed by the Supervisory Commission could be known, corresponds to an administrative necessity and will apply also to the accounts for 1942. The work on reconstruction problems included not only the treatment of new questions but the intensification and extension of work on questions on which the Office has already been active. It would be impossible to distinguish in practice what expenditures or what proportion of an expenditure should be charged against the ordinary or the supplementary credit, and the keeping of two sets of accounts would be an expensive and useless complication.

As the mapping out of the field to be covered progressed and as the work in various sections of it has been initiated or extended, the Acting Director felt the need of further assistance in the general direction of the Office, in addition to that so ably rendered by Mr. Lindsay Rogers. He accordingly decided, after careful consideration of all the elements in the problem, to promote Dr. Osvald Stein to the rank of Assistant Director. Dr. Stein, as members of the Governing Body are aware, has an international reputation as an expert on social insurance, a

subject which is certain to bulk largely in all post-war social reconstruction planning, and he has shown that he possesses organising ability of a high order combined with a wide knowledge of social problems and qualities of energy, imagination and political insight. The Acting Director feels sure that members of the Governing Body will welcome an appointment from within the ranks of the Office to this important post.

He wishes, in this connection, to express his special appreciation of the services rendered by Mr. C. W. H. Weaver and Mr. P. Waelbroeck. In addition to directing with the highest ability the work of the Sections for which they are directly responsible, they have always been willing to give to the Acting Director their unstinted assistance whenever the need arose. The value of such collaboration during the last two difficult years cannot be exaggerated and it should receive due recognition.

The general spirit of devotion of the staff as a whole, both in Montreal and elsewhere, should also not go unrecorded.

V. Participation of Costa Rica in the International Labour Organisation

Before concluding the present note, mention should be made of an important event which will be generally welcomed.

It will be remembered that an observer, Mr. Hector Beeche, appointed by the Government of Costa Rica, attended the New York-Washington Conference. In addressing the Conference, he expressed the hope that Costa Rica might soon become a Member of the International Labour Organisation, and this declaration was cordially welcomed. Subsequent to the Conference an informal discussion was initiated with the Costa Rican authorities on the procedure whereby Costa Rica could resume full participation in the Organisation. The Acting Director suggested that, if a desire to resume membership were officially conveyed to the Office, he would propose to the Governing Body by telegram that, subject to formal confirmation by the Conference at its next session, Costa Rica should resume full participation in the Organisation as soon as Governing Body approval had been obtained. At the Santiago Conference, Mr. Guillermo Padilla Castro, First Delegate of Costa Rica, made an official announcement of Costa Rica's desire to enter the Organisation, and an exchange of telegrams between the Acting Director and the Costa Rican Government, in which it was confirmed that Costa Rica would contribute to the budget of the Organisation on the basis of one unit, permitted the consultation of the Governing Body to be initiated. The following telegram was accordingly despatched to members of the Governing Body on 20 October 1942 :

Costa Rican Government has applied for immediate readmission Organisation and undertaken discharge duties membership including payment contribution basis one unit. Recalling welcome Conference New York to declaration made by Costa Rican representative propose regarding Costa Rica entitled full rights membership pending formal confirmation readmission next session Conference. Please cable your approval. This cable despatched all members Govbody.

At the moment of writing this note, 29 affirmative replies have been recorded. No abstention or negative answer has been received. The unanimous approval of the Governing Body will be officially communicated to Costa Rica and her resumption of full and active participation in the International Labour Organisation strikes a welcome and promising note. This is the first case in which a State has decided to resume membership in the Organisation and it is perhaps not too much to hope that it may create a precedent.

It is just a year since delegates to the New York Conference had in their hands the Acting Director's Report on what had happened to the Organisation during the fateful twenty-seven months which separated the New York Conference from the 25th Session of the International Labour Conference in Geneva. In the twelve months which have elapsed since that Report was issued, the Organisation has seen the New York Conference express with new conviction its devotion to the ideals of the Organisation and to the democratic foundation upon which they rest ; it has seen the Emergency Committee in London formulate a series of business-like practical decisions to advance towards positive achievement the resolutions which the New York Conference adopted ; it has seen the seamen and the shipowners coming from all parts of the free world to arrive at unanimous decisions on matters of vital importance to the safety and welfare of seamen ; it has seen the Santiago Conference give substance to the general principles of social insurance formulated at the Conference of the American Members of the International Labour Organisation at Havana in 1939.

That four such meetings should have been held during a year when the whole world is at war is surely an indication of the continued vitality of the Organisation and affords solid ground for sober confidence in its future. In conclusion, the Acting Director wishes to express his gratitude to the Chairman of the Governing Body, whose advice and assistance have been constantly at his disposal, and whose frequent visits to Montreal have provided opportunity for full and friendly consultations on all important points of policy. Such consultations are specially valuable when meetings of the Governing Body or of the Emergency Committee can only take place at irregular and sometimes lengthy intervals, and it is a matter for congratulation that the combination of geographical conditions and the Chairman's keen personal interest in the Organisation makes them frequent and indeed possible telephonically at any moment if the occasion should require.

The Acting Director has also kept in contact with other members of the Governing Body as opportunity offered or as circumstances might render necessary. The present note is, however, the first attempt to furnish them with a general résumé of the Office's activities. The Acting Director will be glad to receive any comments or suggestions which members of the Governing Body may wish to communicate to him, and although such an interchange of communications cannot be a satisfactory substitute for a meeting at which a collective opinion following a discussion can be expressed, the views of individual members may well contain indications of great value.

(Signed) Edward J. PHELAN.

Inter-American Committee on Social Security

The Inter-American Committee to Promote Social Security was formed at Lima on 12 December 1940 during a meeting held at the invitation of the Peruvian Government on the occasion of the inauguration of the Workers' Hospital of the National Insurance Fund of Peru.

The following were present :

Professor Constantino J. Carvallo, Peruvian Minister of Health, Labour and Social Welfare (Chairman), Mr. John G. Winant, Director of the International Labour Office, accompanied by the Chief of the Social Security Section of the I.L.O., a special delegate of the Pan American Sanitary Bureau, and leading administrators of social security institutions and diplomatic representatives of the following countries : United States of America, Argentine Republic, Bolivia, Brazil, Chile, Colombia, Ecuador, Mexico, Peru and Venezuela.

As a result of their deliberations, the following resolutions and declarations of support were adopted :

Resolutions and Declarations of Lima Meeting

The undersigned, whose qualifications and representations are stated opposite their signature here below, assembled in the Auditorium of the Workers' Hospital of the National Social Insurance Fund of Peru, in Lima, the twelfth day of December of the year one thousand nine hundred and forty, invited by the Chairman of the Board of Directors of the said Fund, Minister of Public Health, Labour and Social Welfare of the Republic of Peru, adopted the following resolutions :

Resolution I

That there be constituted an Inter-American Committee to Promote Social Security to make possible a systematic and continuous exchange of information among the social security institutions of the American countries, which might serve as a basis for the future organisation of an Inter-American Conference on Social Security.

That this Committee operate in relation with the International Labour Office.

Resolution II

That the Committee adopt the principles underlying the resolutions on social security approved by the Labour Conferences of the American States which are Members of the International Labour Organisation, held at Santiago de Chile in January 1936 and at Havana in December 1939.

Resolution III

That the Committee request the International Labour Office to secure the collaboration of the social security institutions which are not represented at this meeting.

That the Committee also request the International Labour Office to consider the establishment of a General Secretariat and the location of headquarters.

Resolution IV

The the Committee make arrangements with the International Labour Office to prepare, in co-operation with the social security institutions of the American countries, first, a manual of information covering actuarial, statistical, administrative and all other standards involved in the most efficient application of social security and second, an analysis of the various approaches to social security which have developed and are developing in the various nations of the world.

Transient Resolution

That a provisional Secretariat to the Committee be appointed in Lima to deal with all matters which should be submitted to it, pending the creation of the General Secretariat as provided for by resolution III.

Constantino J. CARVALLO,
Minister of Public Health, Labour and Social Welfare of the Republic of Peru, Chairman of the Board of Directors of the National Social Insurance Fund of Peru.

Carlos QUINTANA,
Ambassador of the Argentine Republic, specially appointed.

Pedro HIDALGO GONZÁLEZ,
Manager of the Private Employees' and Workers' Insurance Fund of the Republic of Ecuador.

Manuel MANDUJANO,
Counsellor of the Workers' Insurance Fund of the Republic of Chile.

Jorge FERNÁNDEZ STOLL,
Director of Labour and Social Welfare, Vice-President of the National Social Insurance Fund of Peru.

Salvador ALLENDE,
Minister of Health of the Republic of Chile, Chairman of the Board of Directors of the Workers' Insurance Fund of Chile.

Arthur J. ALTMAYER,
Chairman of the United States Social Security Board.

Victor ANDRADE
Manager of the Workers' Insurance and Savings Fund of Bolivia.

José VIZCARRA,
Chief of the Polyclinic of Valparaíso, of the Workers' Insurance Fund of Chile.

Edgardo REBAGLIATI,
Managing-Director of the National Social Insurance Fund of Peru.

Declaration I

The International Labour Office, represented by its Director, Mr. John G. Winant, assisted by Mr. Osvald Stein, Chief of the Social Insurance Section of the said Office, endorses the establishment of the Inter-American Committee to Promote Social Security and will provide its facilities for the accomplishment of the Committee's purposes.

John. G. WINANT,
Director of the International Labour Office.

Osvald STEIN,
Chief of the Social Insurance Section of the International Labour Office.

Declaration II

The diplomatic representatives of the Republics of the United States of Brazil, of Colombia, of the United States of Mexico and of the United States of Venezuela, attending, on behalf of their Governments, the inauguration of the services of the Workers' Hospital of Lima and invited to this meeting, note with pleasure the establishment of the Inter-American Committee to Promote Social Security and express their willingness to report and recommend these resolutions to their respective Governments.

Luiz Leivas BASTIAN PINTO,
*Chargé d'Affaires of the United
States of Brazil.*

Eduardo RESTREPO SÁENZ,
*Ambassador Extraordinary and
Plenipotentiary of Colombia.*

Moisés SÁENZ,
*Ambassador Extraordinary and
Plenipotentiary of the United
States of Mexico.*

Francisco VETANCOURT
ARISTIGUIETA,
*Envoy Extraordinary and Pleni-
potentiary of the United States of
Venezuela.*

Declaration III

The Pan American Sanitary Bureau, represented by its special delegate, Dr. Anthony Donovan, expresses its congratulation for the work which the Inter-American Committee to Promote Social Security intends to accomplish and offers its co-operation to facilitate the achievement of its high purposes.

Anthony DONOVAN,
*Special Delegate of the Pan American
Sanitary Bureau.*

In March 1941 the Chilean Government sent a letter to the Acting Director suggesting that an early meeting of the Committee should be held and expressing the hope that it might take place at Santiago de Chile. A second letter was received from Dr. Salvador Allende, Chilean Minister of Health, Social Insurance and Assistance, formally inviting the Committee to convene at Santiago de Chile in March 1942. This proposal received the unanimous support of the members of the Lima Committee.

On 18 August 1941 the Canadian Minister of Labour, Mr. Norman A. McLarty, informed the Acting Director of the decision of the Canadian Government to nominate a representative to the Inter-American Committee on Social Security.

At its 90th Session (New York, October 1941), during which a statement was made by Dr. Salvador Allende, the Governing Body authorised the Office to continue to give to the Inter-American Committee on Social Security any assistance it might request of the Office, and agreed that the Office would endeavour to secure recognition of the principle of tripartite representation in the delegations which would be sent to the meetings of the Committee. At the same time, the Governing Body authorised the Acting Director to inform the Committee of its desire to be represented at the Santiago meeting by a tripartite delegation.

Soon after this meeting, Dr. Salvador Allende invited the Governing Body to be represented at the Santiago meeting by a tripartite delegation.

As a result of the death of the President of Chile, Mr. Aguirre Cerda, in December 1941, and of the election of a new President, the Chilean Government asked for the postponement of the meeting from March to September.

The First Inter-American Conference on Social Security was held at Santiago de Chile from 10 to 16 September 1942,

under the presidency of Dr. Miguel Etchebarne, Chilean Minister of Health, Social Insurance and Assistance. Twenty-one American countries sent delegates to the Conference.

In accordance with a decision taken by the Emergency Committee at its 5th Session (London, April 1942), the Governing Body of the International Labour Office was represented by a tripartite delegation, consisting of :

Government group : Mr. VAN ZEELAND.

Employers' group : Mr. McDAVITT.

Workers' group : Mr. WATT.

The agenda of the Conference was as follows :

- I. *Extension of social insurance coverage to agricultural workers, the self-employed and domestic servants*—report by Dr. Julio Bustos, Chief of the Social Insurance Department, Dr. José Vizcarra, and Dr. Manuel de Viado (Chile).
- II. *Efficacy and economy of medical and pharmaceutical benefits in health insurance plans*—report by Dr. Edgardo Rebagliati, General Manager of the National Social Insurance Fund (Peru).
- III. *Administration of cash disability benefits*—report by Mr. Arthur J. Altmeyer, Chairman of the Social Security Board (United States).
- IV. *Health protection through social insurance*—report by Dr. Julio Bustos and Dr. Manuel de Viado (Chile).
- V. *The most expedient financial systems for social insurance having regard to extent of coverage, the characteristics of the insured population and the necessity of continuity of insurance protection*—report by Mr. Rolando González, Actuary of the Social Insurance Department (Chile).
- VI. *Desirability of a uniform system of vital statistics on an etiological basis*—report by Drs. Oscar Avendaño, Hermes Ahumada, Raúl López and Gregorio Garayar (Chile).

The Conference adopted a Declaration and a series of resolutions. It also adopted the Statute of the Inter-American Conference on Social Security. These documents are reproduced below.

The Declaration of Santiago de Chile

The First Inter-American Conference on Social Security,

Assembled in Santiago de Chile from 10 to 16 September 1942, at the invitation of the Government of Chile, under the auspices of the Inter-American Committee to Promote Social Security,

In the presence of delegates from twenty-one countries of the Continent,

With the participation of a tripartite delegation from the Governing Body of the International Labour Office and a delegation from the Pan American Sanitary Bureau,

Considering :

That freedom and dignity are essential and inalienable attributes of human personality ;

That, to be able to enjoy fully the basic freedoms of thought, expression and activity, every man and woman must be afforded physical and economic protection against social and economic risks through properly organised social action ;

That it is the common desire of the American nations to increase constantly the moral and material welfare of individuals and families.

Adopts the following Declaration :

I. SOCIAL AND ECONOMIC SECURITY

1. Society must find a new inspiration in a movement of solidarity of all men and nations to abolish poverty and secure the means of living in health and decency.

2. The potentialities of economic and technical resources must be turned to account in order to satisfy the necessities of life of the greatest number of persons and peoples everywhere.

3. The economic objective will not suffice to evoke a hearty and generous co-operation unless identified with the moral objective of a just social order, which equitably distributes the fruits of production.

4. Each country must create, conserve and build up the intellectual, moral and physical vigour of its active generation, prepare the way for its future generations, and support the generation that has been discharged from productive life. This is social security : a genuine and rational economy of human resources and values.

5. The provision of such basic security will promote personal effort and initiative and improve the structure of society by the elimination of the causes of social insecurity.

II. SOCIAL INSURANCE

6. Social insurance, as an expression of social security, is called upon :

- (a) to organise the prevention of risks the occurrence of which deprives the worker of his earning capacity and means of subsistence ;
- (b) to restore, as quickly and fully as possible, the earning capacity lost or reduced by reason of sickness or accident ;
- (c) to supply the means of subsistence in case of cessation or interruption of gainful activity as the result of sickness or accident, temporary or permanent disability, unemployment, old age, and premature death of the breadwinner.

III. A CONTINENTAL PROGRAMME

7. A policy of social security for the Americas should comprise measures for promoting employment and maintaining it at a high level, for increasing the national income and sharing it more equitably, and for improving health, nutrition, clothing, housing and general and vocational education for workers and their families.

8. The health, capacity and welfare of the workers of any one American nation is a concern of all American nations, and therefore concerted action by social security institutions is imperative for the preservation of their human assets as a guarantee of continental defence and integrity.

9. This action implies for the American nations the necessity of establishing a common reservoir of all things required for maintaining the continuity of their social policy, for preserving their unity, and for meeting any eventuality in this connection.

10. A continental agreement entered into by the social security institutions will forge new links of solidarity by solving problems in which the fate and conscience of all peoples are deeply engaged, and will strengthen the belief in the future of the Americas.

IV. A WORLD ASPIRATION

11. The decisions of the Americas with a view to a new structure of social security represent a contribution to world solidarity in seeking the well-being of peoples and the attainment and maintenance of peace.

Resolutions adopted by the First Inter-American Conference on Social Security

A. UNIFICATION OF SOCIAL INSURANCE

The First Inter-American Conference on Social Security :

Recommends to the countries of America which possess various schemes and institutions of insurance and social assistance in the course of development, but have not yet established an integral system of social insurance, that they should direct their social security policy towards the unification and generalisation of the various benefits within a compulsory scheme of social insurance.

B. SCOPE AND OBJECT OF SOCIAL INSURANCE

The First Inter-American Conference on Social Security :

Recommends that health protection should be organised on the basis of national insurance applied to wage earners and their families and also, under like conditions, to the self-employed ; this insurance should cover general and occupational risks and should be financed by the State, the employers and the workers.

The Conference likewise urges that, in pursuance of a policy of prevention, it is necessary to restore to activity in national production all persons involuntarily unemployed, and to provide treatment for the debilitated and sick, including those whose illness is not apparent, by incorporating periodical health examinations in the sickness insurance scheme. For this purpose it proposes—

1. The establishment, at the sole cost of the employer, of compulsory social insurance against industrial accidents and occupational diseases, to be co-ordinated with, and if possible unified with, compulsory insurance against sickness, disability, old age and death.
2. The extension of the scope of compulsory sickness insurance so as to include all wage earners, salaried employees, artisans, professional workers and small shopkeepers, and their families ; this insurance should provide medical, surgical, pharmaceutical, hospital, dental and prosthetic benefits and cash benefits.
3. Disability and old-age provision for the groups mentioned in the preceding paragraph, by means of temporary and life benefits varying between a minimum of subsistence and a suitable maximum, according to the amount of the wages earned, the length of the contribution period, and the family responsibilities of the beneficiary.
4. Provision for death, by means of widows' and orphans' insurance benefits.

5. Aid for the involuntarily unemployed, by means of cash benefits or loans, co-ordinated with an adequate employment service.
6. Creation of a State technical organisation with the function of affording general guidance to and supervising social security institutions.
7. Establishment of chairs of social medicine.

There should also be a State authority with purely sanitary functions to administer the sanitary code.

C. EXTENSION OF SOCIAL INSURANCE TO AGRICULTURAL WORKERS, DOMESTIC SERVANTS AND THE SELF-EMPLOYED

The First Inter-American Conference on Social Security decides :

1. That it is urgent to extend the scope of social insurance to include agricultural workers, domestic servants and the self-employed, so as to afford them physical and economic protection ;
2. That such extension should include also persons who, not being wage earners, perform agricultural work and do not earn enough to provide for their own security ;
3. That social insurance measures should be accompanied by efforts to improve by every means economic conditions, educational opportunities and healthy environment.

In addition the Conference declares :

That, where it is desired to proceed by stages to the integral application of social insurance to agricultural and other workers, the process should be divided as follows :

- (a) In the first period contributions should be levied and benefits granted in respect of those risks to which a current-cost system can be applied, including sickness, maternity, early diagnosis, temporary incapacity and industrial accidents ;
- (b) In the second period the benefits should be extended to include pensions for permanent disability, old age and death, *i.e.*, risks which require the accumulation of considerable reserves.

D. EXTENSION OF SOCIAL INSURANCE TO WHITE-COLLAR WORKERS

Considering :

That there exist groups of white-collar workers in the liberal professions who must be regarded as economically insecure, so that the public authorities ought to provide for their protection,

The First Inter-American Conference on Social Security decides :

That it is urgent to include in the agenda of the next Inter-American Conference on Social Security, with the due co-operation of the International Labour Organisation, the question of extending to the white-collar workers of the liberal professions the recognised benefits of social security.

E. SOCIAL INSURANCE AGAINST INDUSTRIAL ACCIDENTS AND OCCUPATIONAL DISEASES

Considering :

- (a) That industrial accidents and occupational diseases involve, for the workers who suffer them or their survivors, an economic disaster which the community should mitigate by introducing insurance of a social character, the contributions for which should be paid by the employers concerned ;
- (b) That such insurance should be compulsory, so that there exists for every case a sound institution to carry the liability in respect of industrial accidents and occupational diseases ;

- (c) That it is not possible that such insurance, which is social by nature, should be carried on for profit and that its finances should be loaded with heavy expenses for acquisition and commissions which make it dearer, whereby a heavy burden is laid on production ;
- (d) That the policy of prevention of occupational risks is not practicable except through a unified and co-ordinated scheme of compulsory social insurance, administered from a social standpoint and not with a view to profit ;
- (e) That the International Labour Organisation has always advocated that insurance against industrial accidents and occupational diseases should be a branch of social insurance ;

The First Inter-American Conference on Social Security,

Recommends to the Governments of the American nations that they should promote legislation to establish social insurance against industrial accidents and occupational diseases and an organisation for systematic prevention.

F. EFFICACY AND ECONOMY OF MEDICAL AND PHARMACEUTICAL BENEFITS IN SICKNESS INSURANCE PLANS

The First Inter-American Conference on Social Security declares :

1. That sickness insurance should grant efficient medical care, providing the insured persons and their families with all the facilities of modern medicine for the conservation of their health and for the detection and treatment of disease as soon as the first symptoms appear ; it recognises as measures conducive to this object—
 - (a) the direct provision of benefits by duly qualified medical officers ;
 - (b) the organisation of medical services and equipment in such a way as to be available to the various groups of insured persons under conditions that are satisfactory in respect of range, quality and accessibility ;
 - (c) active participation in the campaign against diseases which, by their etiology or frequency, may be considered as social, epidemic or endemic diseases.
2. That, in order to maintain the efficacy of the service and prevent it from falling below the standards of suitability and sufficiency, it is necessary to rationalise its administration by applying the principle of economy, which, without infringing the freedom of doctors to direct the diagnosis and prescribe the therapy, enables a maximum result to be obtained with a minimum of expenditure ; it recognises as measures conducive to economical medical care—
 - (a) the adoption of methods to secure an accurate diagnosis, and the choice of those therapeutical means which are least costly among those which possess the greatest efficacy ;
 - (b) proper and sufficient medication which excludes unnecessary, excessive and superfluous prescriptions ;
 - (c) the formulation of guiding principles, and instruction in those methods of treatment which possess the greatest efficacy and are at the same time the most economical.
3. That the doctors of the institutions should, having regard to their responsibility, participate in the technical organisation of benefits ; and that the institutions should, where salaried medical officers are concerned, provide for the improvement of their professional skill, offer opportunities for economic advancement, and, if possible, grant them retirement pensions.

In addition, the Conference

1. Invites the delegates to seek the adoption, by their Governments, of measures to facilitate the interchange of the pharmaceutical products manufactured by the industry or public establishments of their countries ;
2. Invites the attention of the countries represented to the suggestion that they should, in co-operation with the International Labour Office and the Pan American Sanitary Bureau, set up committees on medical rationalisation and economy which should be officially entrusted with carrying out the following duties :
 - (a) Formulation and application of uniform methods for the registration and statistics of the services, needs and forms of medical care. Formulation of uniform standards for the application of these methods. The registration and statistics should be simple in their mechanism and offer such evident and practical advantages that they will be taken up by the institutions concerned as measures of economy and discipline. Similarly, endeavours should be made to establish uniform names and classifications for the items entering into the accounts, so that the figures and results may be directly comparable without previous elaboration ;
 - (b) Study of the characteristics of the medical and pharmaceutical benefits of each country. Promotion of studies of the technical rationalisation and economy of benefits, subdividing the subjects and aspects to be investigated and enlisting the co-operation of institutes, university faculties and any other competent existing bodies ;
 - (c) Carrying out studies of medical economy, defining the medical and sanitary problems of regions and countries, and determining which are the most urgent measures ;
3. Decides in turn to set up its own committee on medical rationalisation and economy, which will co-ordinate and direct the work of the national committees, organise international enquiries and conferences, take part from time to time in experiments of general interest, establish scholarships and issue studies and publications in harmony with the policy and activities of the International Labour Office.

G. DISABILITY INSURANCE

The First Inter-American Conference on Social Security proposes that :

1. A person should be deemed to be disabled if his mental and physical capacity for any occupation on the labour market suitable to a person of the same sex, age or occupation is not such as to enable him, after rehabilitation, to earn a substantial wage.
2. Disability insurance should cover permanent incapacity for any remunerative work.
3. When the beneficiary recovers his capacity for work, preference should be accorded to finding him work suitable for his regained capacity.
4. Insurance against permanent disability should be linked up without interruption with insurance against sickness or temporary incapacity.
5. Any person entering insurance for the first time should undergo a complete medical examination by the insurance institution, when he takes up his employment.
6. Both insured persons and beneficiaries should be medically examined at intervals for the purpose of discovering incapacity in the course of development, avoiding simulation and verifying the permanence of the incapacity.
7. Centres for the vocational rehabilitation of disabled persons should be established within the framework of social insurance schemes.

8. Disability benefits should be awarded on a provisional basis, except where there is no possibility of rehabilitation.
9. Beneficiaries should be required to undergo treatment, especially surgical treatment, where, in the opinion of the doctors, it will be conducive to recovery.
10. A qualifying period of insurance as a condition for the award of disability benefits is advisable as an effective means of preventing an excessive growth of claims.
11. The rate of the disability benefit should be adequate to afford a minimum of subsistence compatible with the position of the insured person and his family responsibilities, but nevertheless so limited as to leave an incentive to return to work in cases where recovery is possible.
12. Employers should reserve for rehabilitated persons a certain number of jobs and employments which are compatible with their new working capacity.

H. PARTICIPATION OF EMPLOYERS AND WORKERS IN THE ADMINISTRATION OF SOCIAL SECURITY

The First Inter-American Conference on Social Security

Reaffirms the position of the International Labour Organisation; and

Recommends again the principle of the participation of representatives of employers and workers, designated by their respective organisations, in a consultative and advisory capacity in the administration of social security.

I. MAINTENANCE OF INSURANCE RIGHTS OF MOBILISED PERSONS

Considering :

- (a) that it is a matter of social necessity that all persons who perform labour and all groups of workers should enjoy the benefits of insurance ;
- (b) that the suspension of the contract of employment before its termination should not entail loss of insurance benefits, especially where the suspension is due to the performance of services or duties required by the Government ;

The First Inter-American Conference on Social Security,

Recommends that, in case of mobilisation of the armed forces, the State should take measures for the maintenance of the rights of insured persons.

J. FUNCTIONAL CO-ORDINATION OF ORGANS OF SOCIAL PROGRAMMES

The First Inter-American Conference on Social Security,

Recommends to the Permanent Inter-American Committee on Social Security the study of the best methods of assuring the technical and functional co-ordination of the bodies administering social programmes.

K. FINANCIAL ORGANISATION OF SOCIAL INSURANCE

The First Inter-American Conference on Social Security decides that—

1. The financial system depends not only on the branch of insurance to which it is to apply but also on various environmental factors (degree of economic development of the country, the stability of its currency, the stage of evolution reached by the insurance scheme, etc.).
2. Generally speaking, the reserve system, with individual premium or general average premium, is advisable for insurance schemes covering disability, old age and death, and the current-cost system for schemes covering sickness and maternity. It should, however, be left to the

experts to consider whether the local circumstances mentioned above should modify the financial system as theoretically applicable.

3. Experience shows that, notwithstanding the impossibility of laying down absolute rules for the matters dealt with in Question V, the conclusion formulated in the preceding paragraph is generally corroborated by the social insurance practice of various countries (Czechoslovakia, Italy, France, Germany, England, etc.) since the variations from this principle which occur at different times and places are due to local circumstances which experts are able to take into account.
4. The selection of the financial system, in conformity with the above considerations and having regard to general and particular circumstances affecting the insurance scheme, is a matter of great importance for securing the payment of benefits, and is bound up with the judicious investment of the reserves according to the guiding principles drawn up by the Committee of Experts (Geneva, 1938).
5. Whatever may be the financial system adopted in conformity with the above considerations, it should afford an absolute guarantee of the continuity of insurance protection.
6. It is considered that the proper working of financial systems is conditional upon the existence of an independent technical body competent to advise, subject to any statutory limitations, on the expediency or otherwise of any amendments proposed for insurance schemes.

L. UNIFICATION OF BIostatistical INFORMATION

The First Inter-American Conference on Social Security decides that—

1. It is necessary to proceed to the unification of biostatistical data with the object of making them comparable internationally.
2. With a view to obtaining efficient morbidity statistics from which positive conclusions can be drawn, it is necessary to recommend periodical medical examinations.
3. In order to render comparable internationally the statistics referred to in the previous point, it is necessary for the American countries to adopt uniform methods of medical investigation by means of physical examinations and clinical analyses, and likewise to unify as far as possible the details of the diagnosis.
4. It is necessary to adopt a nomenclature such as the International List of Causes of Death and adapt it so as to yield morbidity data of maximum utility.
5. The Permanent Inter-American Committee on Social Security should proceed to study the existing nomenclatures with the object of rendering possible the adaptation mentioned in the preceding point.
6. With a view to obtaining complete knowledge of population, it is necessary that laws be enacted by Governments to provide for the taking of a General Census at intervals of ten years at most.

M. PROTECTION OF MATERNITY, CHILDHOOD AND ADOLESCENCE

The First Inter-American Conference on Social Security,

Recommends to the countries represented the necessity of organising services for the protection of maternity, childhood and adolescence, in their economic, medical, social, legal and educational aspects, in accordance with public policy and a general technical programme which contemplates each and all of the phases of the problem. These services should be organised within the framework of social insurance.

N. CO-ORDINATION OF SOCIAL ASSISTANCE WITH SOCIAL INSURANCE

The First Inter-American Conference on Social Security,

Recommends those countries in which social security does not cover the entire population but which possess poor-relief and social assistance services, to co-ordinate and unify these services with those of social insurance, for the purpose of increasing their efficacy and economy.

Statute of the Inter-American Conference on Social Security

The First Inter-American Conference on Social Security decides

To establish, with the title of "Inter-American Conference on Social Security", a permanent agency of co-operation, which will act in concert with the International Labour Office and will be governed by the following Statute :

STATUTE OF THE INTER-AMERICAN CONFERENCE ON SOCIAL SECURITY

Title I

PURPOSES OF THE CONFERENCE

Article 1. The Inter-American Conference on Social Security, inspired by the principles concerning social security approved by the tripartite Labour Conferences of the American countries which are Members of the International Labour Organisation, is intended to facilitate and develop the co-operation of the social security administrations and institutions.

Title II

MEMBERSHIP

Article 2. Membership of the Conference is open to the representatives of—

the central administrations and ministerial departments interested in the purposes of the Conference ;
social security and social insurance institutions and funds ;
central advisory and technical councils concerned with social security and social insurance.

Efforts should be made to include representatives of employers and workers in the delegations.

Title III

PERMANENT COMMITTEE

Article 3. A Permanent Inter-American Committee on Social Security is established with the functions of—

- (a) giving effect to the resolutions and recommendations adopted by the Conference ;
- (b) preparing the sessions of the Conference and fixing the agenda of the sessions ;
- (c) contributing by every other means to the attainment of the purposes of the Conference.

Article 4. The Permanent Committee consists of one regular member, and at least one substitute member, from each country represented in the Conference, who are appointed by the respective Governments.

Article 5. The following are members of the Committee if they so desire :

- (a) a tripartite delegation appointed by the Governing Body of the International Labour Office ;
- (b) the Director of the International Labour Office ;
- (c) the Director-General of the Pan American Union ;
- (d) the Director of the Pan American Sanitary Bureau.

Article 6. The place at which the sessions of the Conference are held is not fixed, and the seat of the Permanent Committee shall be in the country to which its Chairman belongs.

Article 7. The Permanent Committee draws up its standing orders and determines its procedure. It may appoint an Executive Body to act for it during the intervals between its sessions.

Article 8. Each country shall have the right to propose items for inclusion in the agenda.

Article 9. At the request of the Committee and in consultation with it, the Director of the International Labour Office may appoint one of his assistants who is competent for social security questions to act as Secretary-General of the Committee.

Title IV

PERIODICAL REPORTS

Article 10. The Conference and the Committee will be kept informed by the Director of the International Labour Office, by means of periodical reports, on international developments in this field.

Article 11. The Director of the International Labour Office will inform the Governing Body of the Office, from time to time, of the work of the Conference and the Committee.

Title V

FINANCIAL ARRANGEMENTS

Article 12. The expenses resulting from the decisions of the Conference and the Committee may be financed by the subscriptions of the administrations and institutions which are members of the Conference, as may be determined by the members of the Committee referred to in Article 4.

The Committee may authorise the Secretary-General, or a Treasurer whom it may appoint, to collect the subscriptions and administer the finances.

TRANSITIONAL PROVISIONS

First Provision. The adoption of the present Statute by the First Inter-American Conference on Social Security shall not engage the administrations and institutions participating which, in conformity with the law or their rules, require to obtain special approval.

Second Provision. The provisions of the present Statute which concern the Governing Body of the International Labour Office shall not have effect until the Governing Body has approved them.

26th Session of the International Labour Conference

Philadelphia, 20 April - 12 May 1944

The 26th Session of the General Conference of the International Labour Organisation took place in Philadelphia, United States, from 20 April to 12 May 1944.

Communications relating to the convocation of this Conference were published in the *Official Bulletin*, Vol. XXVI, No. 2, 1 December 1944.

The texts adopted by the Conference at its 26th Session (Declaration of Philadelphia, Recommendations, resolutions) were published in the *Official Bulletin*, Vol. XXVI, No. 1, 1 June 1944.

A "Memorandum on the Nature of the Competent Authority Contemplated by Article 19 of the Constitution of the International Labour Organisation", prepared by the Legal Adviser of the International Labour Office and submitted to the 26th Session of the Conference as an appendix to Report I (*Future Policy, Programme and Status of the International Labour Organisation*), was also published in the *Official Bulletin*, Vol. XXVI, No. 2, 1 December 1944.

In view of the information which it contains on the activities and life of the I.L.O. during particularly important years, an extract from the Report of the Director of the International Labour Office to the 26th Session of the International Labour Conference is reprinted here.

Finally, in view of its significance for the understanding of I.L.O. procedures in budgetary and financial matters, and its full analysis of past practice in this field, Chapter VI, "Finance", of Report I (already mentioned above) is also included in this section.

Extract from the Report of the Director of the International Labour Office to the Conference¹

.

THE WORK OF THE I.L.O.

The development of the work of the I.L.O. during the period under review has been conditioned at every stage by the changing fortunes of war recapitulated in the introduction to this Report. The resulting difficulty

¹International Labour Conference, 26th Session: *Director's Report*, Chapter III (Montreal, 1944), pp. 66-84.

of holding regular meetings of the Conference and the Governing Body has been a severe handicap. As during the period preceding the New York Conference, the Office has been deprived of the constant contact with the representative bodies of the Organisation which is so essential to make its work fully effective, but, fortified and supported by the resolutions of the New York Conference and by the decisions of the London session of the Emergency Committee of April 1942, it has been able to make substantial progress in the discharge of the tasks committed to it. The crisis is by no means over—indeed it may well be that the most critical days are still ahead—but during the thirty months that have passed since the New York Conference further meetings have been possible in spite of the difficulties of transportation, the Acting Director and other members of the staff have been able to pay a number of visits to London and thus keep in contact with the British Government and with the other Governments established in London, and the regular relationship between the Office's activities and the Governing Body has been partially restored.

The Organisation has continued to maintain its membership despite the acute political difficulties of total war. The occupation of North Africa by United Nations forces was followed by German occupation of the whole of France and the disappearance of such precarious independence as the Vichy Government had succeeded in maintaining till that time. It will be remembered that the notice of withdrawal from the League of Nations given by the then Minister of Foreign Affairs on behalf of France, which expired on 19 April 1943, contained the following reservation in regard to the International Labour Organisation: "The French Government reserves the right to decide later whether it will continue its participation in the International Labour Organisation...". No communication concerning this reservation was received by the Office while there continued to be in France a Government enjoying the independence necessary to entitle it to give valid notice of withdrawal from the Organisation. Consequently, when submitting estimates of the receipts and expenditure of the Organisation for the year 1944 to members of the Governing Body by telegram in July 1943, the following proposal was made to the Governing Body: "Am of the opinion French I.L.O. membership should not be regarded as lapsed and it is desirable to take no action interpretable as breaking the continuity of French membership. Therefore propose to include French units in receipts side of Budget." This proposal was approved by the Governing Body and the status of France as a Member of the Organisation was accordingly maintained. On the convocation of the 91st Session of the Governing Body the Acting Director addressed to Mr. Adrien Tixier, Commissioner for Labour in the French Committee of National Liberation, a communication intimating that though the great majority of the French people were still in a position which prevented them from exercising their free will in the choice of their government, the Governing Body had taken the view that France had not ceased to be a Member of the International Labour Organisation and that he was confident that the Governing Body would welcome the designation of a French representative by the Committee. When the 91st Session was held in London, Mr. Tixier was particularly warmly welcomed, as was the attendance of the French workers' representatives. As regards the 26th Session of the International Labour Conference, the same considerations apply and the Office has been informed of the appointment, by the French Committee of National Liberation, of a complete delegation headed by Mr. Tixier.

The Conference will no doubt also welcome the readmission to membership in the Organisation of Costa Rica. This country was represented by observers at the regional conferences in Santiago de Chile and Havana, and at the New York Conference. The Costa Rican observer at the latter Conference, Mr. Héctor Beeche, told the Conference of his hope that his country would soon become again a Member of the Organisation, and this declaration was very warmly received by the Conference. At the Inter-American Conference on Social Security, held in Santiago de Chile in September 1942, the first delegate of Costa Rica, Mr. Padilla Castro, formally announced the wish of the Costa Rican Government to re-enter the Organi-

sation. Consulted by cable, the members of the Governing Body agreed to the Office's proposal that Costa Rica should be entitled to full rights of membership pending formal confirmation of its readmission by the next session of the International Labour Conference. Costa Rica, therefore, assumed the rights and duties of a Member of the International Labour Organisation as from 12 November 1942, subject to confirmation by the present Session of the Conference. The relevant documents are contained in the Appendix¹ to this Report which contains a draft of a proposed Conference resolution to confirm the readmission of Costa Rica to membership of the Organisation.

The notice of withdrawal from the League of Nations of Haiti will expire on 8 April 1944. The Conference will certainly applaud the declaration made by His Excellency Mr. Elie Lescot, President of the Republic of Haiti, during his visit to Montreal on 11 October 1943, that "Haiti will continue to be a Member of the International Labour Organisation, with the same rights and obligations as the other Members". The text of this declaration, and of the reply thereto made by the Acting Director of the International Labour Office is contained in the Appendix to this Report.

Finally, it should be recalled that notice of the withdrawal from the League of Nations was given by Rumania on 11 July 1940 as the Rumanian Government did not indicate its intention to remain a Member of the Organisation. The notice given to the League of Nations expired on 11 July 1942.

Normally, the progress of ratifications of Conventions would be one of the most important aspects of the Director's Report to the Conference. In time of war, when the application of the provisions of some Conventions has had to be partially suspended for reasons of *force majeure*, it was not to be expected that many ratifications would be registered. Therefore, it is of considerable interest to note that the number of ratifications has increased from 882 to 887. It is even more valuable to note the nature of the ratifications registered.

Of outstanding importance is the ratification by Great Britain of the two 1939 Conventions concerning contracts of employment of indigenous workers and penal sanctions for breaches of contract by such workers. These Conventions have not yet come into force pending ratification by other countries, but the British Government has not waited for the official coming into force in order to implement the provisions of the Conventions in most of the territories dependent upon Great Britain.

Another significant ratification is that of the Forced Labour Convention (1930) by Belgium, for application in the Belgian Congo and the Mandated Territory of Ruanda-Urundi. Though subject, as the Constitution of the Organisation and the text of the Convention permit, to adaptations in line with traditional Belgian colonial policy, the ratification by Belgium of this Convention marks an important step in the evolution of social policy in dependent territories.

The ratification by Mexico of the Conventions on holidays with pay (sea) and on statistics of wages and hours of work, is also of noteworthy interest.

It has not been possible to follow in all its steps the normal procedure for the supervision of the application of Conventions during the war. The Office, though with a proper regard for the circumstances of the time, has reminded Governments of the obligation to submit annual reports on the application of Conventions which they have ratified. It is gratifying to note that many such reports have been received, even from countries which are most concerned with, and affected by, the war. On the other hand, it has not been possible for the Committee of Experts on the application of Conventions to meet, and as no regular session of the Conference has been held there has been no over-all discussion of the problems of application. The question of the application of Conventions has however been duly included among the subjects to be brought before the present session of

¹ Not reproduced here.

Footnotes in the following pages are footnotes in the Report.

the Conference, and a report summarising the available information will be submitted.

The term of office of the present Governing Body, which was elected in 1937, should have expired in 1940, but it was impossible to proceed to new elections owing to the postponement of the 26th Session of the Conference. The Governing Body elected in 1937 therefore continued to function, since it could hardly be argued that the provision of the Constitution intended to permit of the revision of its membership from time to time and thereby make it more effectively representative should be construed as meaning that in circumstances which made such revision impossible it could not function at all. In 1941 the Office consulted the members by cable regarding the holding of a Session at the time of the New York Conference, and the members, by 19 votes to 2, approved the proposal to hold the session. At the opening of the session, after discussion of the position, they agreed unanimously "to proceed with the agenda of the 90th Session" and, foreseeing the impossibility of holding the regular quarterly sessions and in order that decisions might be taken whenever necessary, the Governing Body authorised the Director "to proceed to consultations by cable as an emergency measure when circumstances so required". Further, in order to enable the Director to consult full panels of employer and worker members (eight each), the employers' and workers' groups subsequently nominated members to replace provisionally those members who could not be reached owing to the war.

It is unnecessary to comment in detail on the proceedings of the New York Conference, for on the application of the decisions of that Conference. The official record has been published and a summary account of the principal discussions given in *Towards Our True Inheritance*.¹ The Governing Body, at its 90th Session in New York, authorised the immediate communication to the Governments of the important resolution regarding post-war emergency and reconstruction measures which the New York Conference adopted. This was done at the beginning of December 1941, and the machinery for carrying out the resolution was thus set in motion. Then came Pearl Harbour with all its consequences. However, it was possible to hold a meeting of the Emergency Committee of the Governing Body in London from 20 to 24 April 1942. This meeting dealt with a large number of important questions of policy and administration, including the budget for 1943 and the action to be taken on the resolutions of the New York Conference, in particular the resolution regarding post-war emergency and reconstruction measures.

The arrangements contemplated for the carrying out of this resolution which resulted from the decisions of the Emergency Committee can be summarised as follows :

While it was recognised that the I.L.O. had its own special competence as regards social problems, it was also recognised that the social could not be divorced from the economic, and that therefore the I.L.O. had a direct interest in the plans and policies that might be elaborated or decided on in the economic field and should be entitled to express its views on them. In order that it should be able to do so effectively, the following arrangements were contemplated :

- (a) The I.L.O. was to be kept informed of plans drawn up by Governments or other international agencies.
- (b) The I.L.O. was to be : (1) represented at any peace or reconstruction conference, and (2) associated with reconstruction planning—in other words, appropriate liaison was to be established between the I.L.O. and any official bodies dealing with reconstruction problems.
- (c) In scrutinising any plans communicated to it under (a) or in making any representations to the official bodies mentioned under (b), the Governing Body was to be assisted by an Advisory Committee.

¹ Conference of the International Labour Organisation, 1941, New York and Washington, D.C. : *Record of Proceedings* (Montreal, 1941) ; *Towards Our True Inheritance* (Montreal, 1942).

- (d) The Governing Body or the International Labour Conference was to give authoritative expression to the I.L.O.'s views or suggestions as occasion might require.

It will be noted that this constitutes a coherent system leading up to the formulation of policy by the representative bodies of the I.L.O. It ensures that the I.L.O. in formulating its policy, will be able to do so in the light of full information. Under (a) the I.L.O. receives official communication of whatever plans are prepared. Where these plans are drawn up by an international conference or committee, an appropriate system of liaison ensures that the Governing Body before expressing its views may know why and how decisions were arrived at. Since many of the subjects dealt with may be in fields which have not been continuously and intensively studied by the I.L.O., the Advisory Committee was intended to afford a further guarantee that the Governing Body before coming to decisions should have at its disposal not only full information but also the best possible advice on what might, in actual practice, be the repercussion of economic proposals on the possibility of achieving social objectives. Difficulties which could not have been foreseen when the Emergency Committee met in London in April 1942 have prevented the setting up of an Advisory Committee, and the Governing Body, at its London session in December 1943, agreed that further action concerning the Advisory Committee should be suspended pending the holding of the present Session of the Conference. The essential parts of the system are, however, (a), (b) and (d). It can and should function pending the constitution of an Advisory Committee, and is being put into operation progressively, particularly as regards the official communication of information to the I.L.O.

It could not be anticipated that the system should function instantaneously, automatically and completely in virtue of the decision of the New York-Washington Conference and the Emergency Committee. Because of the wider scope of the subjects covered, the co-operation of Government departments with which the I.L.O. has had hitherto little or no relation is necessary. Such departments cannot be expected to respond immediately to the I.L.O.'s requests as rapidly or as completely as Ministers or Departments of Labour and Social Affairs with whom a long tradition of collaboration has been built up. Effective collaboration is a slow growth and not something which can be secured by a stroke of the pen. It will take time before the dual objectives of the system are generally understood, namely, first to equip the I.L.O. with a solid basis on which to ground its policy, and, secondly, to enable the influence of the I.L.O., and particularly of the organised employers and workers associated with it, to be placed behind the economic policies which it may approve and thereby greatly enhance their chances of success.

In assessing the progress achieved thus far, it should be borne in mind that the setback of Pearl Harbour and of all that followed prior to the entry of United Nations forces in North Africa completely altered the political conditions under which the New York resolution was adopted, and that reconstruction, like peace itself, of which it is the first phase, is a continuous process. It will not be accomplished by a set of decisions, however wise and comprehensive and authoritative, but only by their continued application with such adaptations and modifications as changing circumstances may require. The I.L.O.'s part in reconstruction is therefore not to be measured by any successes or setbacks it may have experienced up to the present. Setbacks indeed may be expected. But they can never constitute permanent checks because there is no finality in the treatment of any reconstruction problem, and so long as the I.L.O. maintains its strength and vitality, it is certain to secure its due place and influence in the ordering of world affairs.

The London session of the Governing Body was, in spite of all difficulties of attendance, one of the most noteworthy that the Governing Body has ever held. It was characterised by singleness of purpose, broad vision and courage of decision. Its importance was emphasised by speeches by the Rt. Hon. Ernest Bevin and the Rt. Hon. Anthony Eden, which received wide publicity and the full text of which has been reproduced in the *International Labour Review*. This session of the Governing Body decided to convene the

present session of the Conference, and fixed for it an agenda of unprecedented scope and importance in virtue of which it takes its place among the series of international conferences to which has been entrusted the task of laying the foundations of the post-war world.

The maritime work of the Organisation has been resumed with considerable success since the adoption by the New York Conference of a Resolution which, *inter alia*, authorised the Office "to consult all interested organisations, institutions and individuals in order that at the end of the war plans will be available for the immediate regulation of economic and social conditions in the mercantile marine". The 12th Session of the Joint Maritime Commission was held in London from 26 to 30 June 1942.

The Commission adopted resolutions dealing with the ratification of maritime Conventions, safety measures in wartime, welfare and equality of treatment of seafarers irrespective of nationality, etc., and outlined a programme of work for the Office in regard to the compilation of a survey of conditions of service, the possibility of preparing an international maritime charter, and the study of the organisation of merchant fleets and of international agreements on the utilisation of merchant shipping. The Commission's resolution on safety measures, supplemented by a statement specially prepared by the Office at the request of the Commission¹, has undoubtedly proved of value to Governments in enabling them to revise their safety-appliance regulations in the light of the combined experience of the principal maritime countries. The Acting Commandant of the United States Coast Guard, Admiral Gorman, expressed his appreciation of the results achieved, stating that he had "followed closely the activities of the International Labour Office with regard to life-saving measures for merchant seamen in times of war" and felt "that through this interchange of ideas, much is being done to further the safety of the merchant seamen".

The Welfare Recommendation of 1936 has provided a solid basis for the rapid extension of welfare work during the war, which has been chronicled by the Office in the *International Labour Review*.² A comparative study of rates of pay, working hours and holidays for four countries (Belgium, Great Britain, Netherlands, Norway) has been published in the *Review*³, and the Office is compiling and keeping up to date a comprehensive survey of rates of pay and working conditions generally in over a score of maritime countries. Information is also being collected on other aspects of seafaring employment, and a substantial volume of material will therefore be available as a basis for the formulation of international policies.

The Commission also adopted a resolution, proposed by the shipowners' representatives, urging "that the shipping industry as a whole, both shipowners and seafarers, should be represented at the Peace Conference and any preparations for it or for carrying out the principles of the Atlantic Charter". This resolution was emphatically reaffirmed at a meeting in London in May 1943 of a Consultative Subcommittee set up by the Commission.

It is, of course, the established practice of the Organisation that maritime questions should be discussed, not at the ordinary sessions of the Conference, but by special maritime sessions, after preliminary examination by the Joint Maritime Commission. The Governing Body authorised, at its London meeting in December 1943, the convening of another session of the Joint Maritime Commission. At a meeting held in February 1944 the Subcommittee of the Joint Maritime Commission, after hearing an informal report on the progress made with the execution of the decisions of the 12th Session of the Commission, unanimously decided that it was desirable that a full meeting of the Commission should be held as soon as possible.

It is therefore contemplated that this session should be held in or about September of this year, with an agenda which will enable it to make a general survey of the present and future position of maritime employment. This

¹ *Life-Saving Measures for Merchant Seamen in Time of War* (Studies and Reports, Series P, No. 4).

² Cf. *International Labour Review*, April 1941 (Great Britain), July 1942 (Canada), August 1943 (Belgium), January 1944 (Norway), and various dates for shorter notes on other countries.

³ July 1943 and December 1943.

will doubtless be followed at a later date by a wider consultation either through a technical maritime Conference or a special maritime session of the General Conference or perhaps through both. The 26th Session of the Conference, while it is not called upon to devote specific attention to maritime problems, cannot however ignore some of their more general aspects. In view of the vital contribution of the shipping industry to the democratic cause during the war, and the essential part which it must play during the critical period of reconstruction after hostilities have ceased and in the days to come when peace shall have been re-established on a sure foundation, it would have been improper not to call the attention of the Conference to the gravity, magnitude and complexity of the problems with which the industry is faced, and remind it of the necessity for effective international regulation worked out with the full collaboration of the industry itself.

In addition to the meetings of the Governing Body, of its Emergency Committee, and of the Joint Maritime Commission, a number of meetings have been held with which the International Labour Office has been associated in different ways.

The first such meeting to which, in view of its importance, it seems desirable to refer, is the first session of the Inter-American Conference on Social Security.

The rapid extension of social insurance in the Americas since the Santiago Conference of American States Members had created among the administrators of the new systems a need to establish contact with one another for the purpose of exchanging ideas and co-operating practically in various ways. This need has been met by the founding of the Inter-American Conference on Social Security, the first session of which was held in September 1942, most appropriately in Santiago de Chile, at the invitation of the Chilean Government and under the auspices of the International Labour Office. The Conference was attended by delegates from 21 American countries, including Canada, and by a tripartite delegation from the Governing Body and delegation from the Pan American Sanitary Bureau.

In order to give solemn expression to its convictions, the Conference adopted the Declaration of Santiago de Chile, which affirms the continental solidarity of the Americas in the pursuit of social security, and contains the significant proposition that "the health, capacity and welfare of the workers of any one American nation is a concern of all American nations". The Conference also passed a series of 14 resolutions dealing with such matters as the unification and extension of social insurance, and the rationalisation of medical care services. The Conference adopted the Statute of a permanent agency of inter-American co-operation called the Inter-American Conference on Social Security, to act in concert with the International Labour Office in the promotion of social security in the Americas. On the Permanent Committee of the Conference seats are reserved for a tripartite delegation from the Governing Body and for the Director of the Office, the Director-General of the Pan American Union, and the Director of the Pan American Sanitary Bureau; all these seats have been duly accepted. Ecuador, Peru, Mexico, Costa Rica, Cuba, Panama and Venezuela have already formally adhered to the Statute of the new Conference, and other accessions are expected shortly. The Office is publishing on behalf of the Permanent Committee a quarterly bulletin, and a co-operative study on the problems of the organisation of medical care services has already been initiated.

An informal meeting was held in July 1943 in Montreal, when a number of experts came together for an exchange of views on new trends in social security policy. Given the nature of the meeting, the participants could express their personal judgment without engaging the responsibility of the administrations to which they belonged. The Chairman of the meeting was the Hon. Ian A. Mackenzie, Canadian Minister of Pensions and National Health. Besides Sir William Beveridge, the participants included the leading administrators of the social security systems of Cuba, Ecuador, Mexico, Peru and the United States, and other high officials from Canada, Chile and the United States. The consultation proved to be of great value to the Office when it came to draw up its social security proposals for the present Session of the Conference.

The series of Canadian-American meetings organised by the Office at the request of the American and Canadian Governments, and comprising representatives of the Governments, employers and workers of the two countries, was continued during the first part of the period under review. These meetings were called to enable the participants to discuss various labour and manpower questions arising out of the organisation of war economy. The interest taken in the four further meetings held was shown by the increase in the number of the participants. The seventh meeting, held in New York on 13 and 14 February 1943, was attended by 53 persons, including, in addition to 21 Canadian and 26 American members, visitors from Great Britain, Australia, New Zealand and India, who gave the meeting an account of the experience of their countries in the solution of the problems under discussion. As on the previous occasions, the Office was requested to prepare the documentary information on the subjects on the agenda. This documentary material, after being revised in the light of the discussions at the Canadian-American meetings and of enquiries on the spot, was used as the basis of the studies published by the Office on *Labour Conditions in War Contracts*, *Wartime Transference of Labour in Great Britain*, and *British Joint Production Machinery*.

Technical assistance has been afforded to numerous Governments during the period under review. The following paragraphs mention only the more important measures undertaken for this purpose and are not designed to be an exhaustive summary.

Technical assistance in connection with the planning or reform of social security schemes has been afforded to a number of Governments including those of Bolivia, Canada, Chile, Costa Rica, Ecuador, Great Britain, Haiti, Mexico and Venezuela.

In the spring of 1942, in response to a request from Sir William Beveridge, the Chairman of the British Interdepartmental Committee on Social Insurance and Allied Services, the Office put at the disposal of the Committee, for consultation on social insurance legislation and administration in other countries, the services of the late Mr. Osvald Stein and of Mr. Maurice Stack, who spent several weeks in London giving evidence before the Committee and presenting international documentation, which was in part incorporated in the appendices of the Report signed by Sir William Beveridge. The latter has expressed in warm terms his appreciation of the services rendered to the Committee by these two officials. The Office has also been associated, through Mr. Maurice Stack, in the preparation of the Report on Social Security for Canada prepared for the Prime Minister's Advisory Committee on Reconstruction by Dr. Leonard Marsh. Another important report which has been submitted to the Canadian House of Commons is that prepared by the Advisory Committee on Health Insurance, which contains numerous references to the publications of the Office.

A number of Latin American Governments have requested the assistance of the Office, particularly in connection with actuarial problems. The Office has been able to place at the disposal of several Governments the services of its actuarial consultant, Mr. E. Shoenbaum, Professor of Actuarial Science at the Charles University in Prague, who had belonged for many years to the Office's Correspondence Committee for Social Insurance. This expert, after directing the actuarial work which led to the reform of social insurance in Ecuador, sanctioned by the Act of 26 July 1942, was called upon to assist the Commission charged by the Bolivian Government with preparing a Social Insurance Bill. From La Paz Mr. Shoenbaum proceeded to Chile on the invitation of the Minister of Health and Social Insurance and Assistance, and thence to Costa Rica at the request of the Social Insurance Fund. Mr. Shoenbaum made the actuarial estimates for the Mexican Social Insurance Bill in the autumn of 1942 and he revisited Mexico a year later in order to complete his work in connection with this measure which has now come into force. High authorities of these countries, as well as those previously visited, have assured the Office of the usefulness and technical value of the services rendered by Mr. Shoenbaum.

In November 1943, at the request of the Venezuelan Government, a joint mission was sent by the Office and the Social Security Board of the United

States in order to assist in the working out of the administrative procedure to be used in the application of the Venezuelan Social Insurance Act. The Mission consisted of the late Mr. Stein and of Mr. Oscar M. Powell, Executive Director of the Board. The Office has just been informed that the necessary regulations have now been issued.

In February 1944 Mr. Henri Reymond and Mr. Alejandro Flores were sent by the Office to Haiti, at the invitation of the Government, in order to consult with the authorities on the development of a social insurance system. As the result of the consultation, a plan for the establishment of sickness and accident insurance was drawn up.

An interesting case of international economic and social collaboration, in which the Office was glad to be associated, occurred early in 1943. At the request of the Bolivian Government, the Government of the United States agreed to participate in a joint commission of enquiry into conditions of life and work in Bolivia, where various essential strategic materials, especially tin, are produced, with a view to making recommendations for their improvement. The Acting Director was informed by Mr. Cordell Hull, United States Secretary of State, and Mr. Guachalla, Bolivian Ambassador in Washington, on behalf of their respective Governments, that they would welcome the appointment of a member of the staff of the International Labour Office as adviser to the Commission as a whole. The Acting Director placed at the disposal of the Commission the services of Mr. Blelloch, whose services had previously been loaned by the Office to the Bolivian Government in 1940 as consultant on the drafting of labour legislation and the organisation of the appropriate administrative services.

The report of the Commission, which was signed at La Paz on 14 March 1943, contains detailed proposals for the improvement of conditions of life and labour in Bolivia, and puts forward the following interesting suggestion :

“ The execution of a far-reaching programme in the labour field will be greatly strengthened by the constant utilisation of the facilities of the International Labour Office. Particularly in the matter of administrative and legislative implementation, the experience of that agency will be most helpful. If the recommendations made in this report are acceptable, we suggest that the Bolivian Government request the International Labour Office, after the lapse of a year or two, to make a survey with a view to reporting on the progress that has been made and suggesting points where the programme should be modified or strengthened as indicated by experience. Bolivia has already received much benefit from membership in the International Labour Organisation, and we recommend an expanded use of its facilities, both currently and in the consideration of the inevitable post-war problems.”

It goes without saying that, should the Office in due course receive such a request, it would be glad to lend all the assistance in its power.

In the course of the industrial relations enquiry undertaken in 1943 by the National Labour Board of Canada, the Office was invited to submit information on the experience of other countries in regard to the legal regulation of collective agreements, conciliation in industrial disputes, and the right to strike, and Mr. Waelbroeck and Mr. Bessling attended hearings for this purpose in Ottawa. The Office was also asked by the Department of Labour in Ottawa to provide the assistance of experts to confer with a Departmental Committee set up to examine the majority and minority reports of the National Labour Council on this enquiry.

The Office was represented by Mr. Waelbroeck at the First Inter-American Population Congress, held in Mexico in October 1943. The object of the Congress was mainly to examine the views of the American countries on the problem of post-war migration movements.

At the request of the Commissioner for Social Affairs of the French Committee of National Liberation, the Office has sent Mr. Bessling to Algiers to co-operate with the Commissioner in the framing of social measures.

On the eve of the 26th Session of the Conference the Office received from the Belgian Government an invitation to co-operate in the framing of measures concerning pension insurance to be applied in the Belgian Congo.

Another particularly interesting development during the period under review has been the requests for technical assistance received by the Office from new international bodies in process of being established, such as the United Nations Relief and Rehabilitation Administration and the United Nations Interim Commission on Food and Agriculture. The services of a number of officials of the Office, and more particularly those of the Legal Adviser, have been made available to these bodies in an advisory capacity.

PUBLICATIONS

Despite the difficulties attendant upon printing and communications in wartime, the Office has been able to maintain and even to increase its publications programme since 1941 and to distribute its output, at least to some extent, to all Member countries. The volumes issued in Montreal in English now fill a five-foot bookshelf, and about half as much has been printed in French and in Spanish. Two studies in Portuguese have been printed in Rio de Janeiro.

There have been some changes in the character of the publications. In the past the programme was determined largely by the Agenda of the Conference. During the war, in the absence of regular meetings of the Conference and the Governing Body, the subjects of studies and the contents of the periodicals have had to be chosen with reference to the most urgent needs.

Thus, during the first years of the war and until recently, the publications dealt mainly with problems arising out of the war, by which all countries were directly or indirectly affected. As examples of studies of this character, mention may be made of *Studies in War Economics, Labour Conditions in War Contracts, Labour Supply and National Defence, and Life-Saving Measures for Merchant Seamen in Time of War*. Three other wartime studies were devoted to the experience of Great Britain, relating respectively to *Food Control, Wartime Transference of Labour and Joint Production Committees*.

As post-war problems and issues began to crystallise, especially during the past year, attention was turned to those aspects of reconstruction which appeared to fall within the scope of the International Labour Organisation in the light of the resolutions of the 1941 Conference and the decisions of the Emergency Committee. A transitional study was *The Displacement of Population in Europe*, which, though mainly an analysis of wartime changes, was directed towards facilitating the solution of the immediate post-war problems involved in the settlement and redistribution of the scattered populations. This has been followed by volumes such as *Intergovernmental Commodity Control Agreements, Co-operative Organisations and Post-War Relief, World Economic Development*, and the collection of *Constitutional Provisions concerning Social and Economic Policy*, which are wholly devoted to matters connected with the peace.

A similar transition has taken place in the contents of the *International Labour Review*, which, during the first years of hostilities, gave prominence to the effects of war and mobilisation, but has for some time assigned more and more space to articles and information on subjects related to post-war reconstruction.

The necessities of war and the exigencies of the coming peace have caused some dislocation of the well-established series in which the publications of the Office were classified. Some series—the *Official Bulletin*, the *I.L.O. Year Book*, the *Bibliography of Industrial Hygiene*, among others—have had to be interrupted or suspended, while at the same time various new types of publications have been evolved in anticipation of the imminent tasks of reconstruction. On the one hand, *The International Labour Code*, in which the sum and substance of the work of the Organisation down to the outbreak of war was brought together for convenient reference, has been followed by two other basic volumes already mentioned, the *Constitutional Provisions concerning Social and Economic Policy* and *Intergovernmental Commodity Control Agreements*. On the other hand, a beginning has been made with the issue of short studies dealing with post-war ques-

tions and intended to make available to the general public, in easily understandable form, some of the vast resources of information which the Office possesses. The reception accorded by the press of many countries to the first two of these brochures, *The Health of Children in Occupied Europe* and *Man-Power Mobilisation for Peace*, shows that they meet a real need. There has been a demand for quantities of copies on the part of Government departments, employers' and workers' organisations and other associations, and also, it is interesting to note, from education officers in the armed forces.

In the field of industrial safety the Office maintained its activity. The *Industrial Safety Survey* was published quarterly in English; beginning with 1944, it will also appear in Spanish. The preparation of further monographs on safety problems was also continued; the monograph on "Safety in the Installation and Use of Abrasive Wheels" is now being printed; the draft monograph on "Safety in Dock Work" was discussed at a meeting of Canadian and United States members of the Correspondence Committee on Accident Prevention held in New York on 15-16 December 1942, and is now being studied by the extra-American members of the Committee; it is hoped to have it ready for publication during 1944.

The preparation of a Model Safety Code for Factories was begun towards the end of 1942; and in 1943 the preparation of a Draft Model Safety Code for Civil Engineering Construction was also begun. Both these draft Codes are now well under way and the Office expects to submit the former to the Correspondence Committee on Accident Prevention for preliminary discussion in the early autumn of 1944 and to have it discussed at a special Preparatory Technical Conference later in the year. Material is also being collected for a Model Safety Code for Electrical Installations, the preparation of which will be begun as soon as a suitable expert can be found to undertake it.

The extent to which the Office's publications have been reproduced or cited in all sections of the press and in all parts of the world during the last two years seems to indicate that the present difficulties of communication have greatly enhanced the value of the information published by the Office. Articles on India, for example, are reproduced in South American publications, and notes on conditions in the occupied countries of Europe are widely utilised by North American newspapers and other periodicals. Thus the Office's function of collecting and distributing information is perhaps more highly appreciated in the present circumstances than ever before.

In order to reach certain countries with which air mail offers the only reliable method of communication, such as Sweden and China, air mail editions of the *Review* and of certain reports have been produced, and these have also been sent in limited numbers to other countries with which communications are slow or uncertain.

Additional evidence of the value of the Office's publications may be found in the fact that sales, which had fallen to a low level as a result of the breach of continuity consequent on the removal of the working centre to Montreal, have doubled in the last two years. Though the pre-war level has not yet been regained, the increase is continuing steadily, and at the present rate the 1944 figure will exceed that of 1939. Since the output of publications is only about half of the pre-war programme, and prices have not been increased, it will be seen that the distribution of individual documents is considerably more extensive than before the war.

* * *

During the period under review the International Labour Organisation has sustained a severe loss by the tragic death, by accident, of Osvald Stein on 28 December 1943. Members of the Conference were familiar with Stein as an incomparable worker and outstanding personality, distinguished for his intellectual capacity and sound judgment and for his tireless energy and capacity for hard work.

Osvald Stein, who was born at Litomysl, Bohemia, on 20 July 1895, was of Czechoslovak nationality. He joined the staff of the International Labour Office in 1922 to serve as an expert on social insurance under Mr. Adrien Tixier, today the Commissioner for Social Affairs in the French Committee of National Liberation, and at that time Chief of the Social

Insurance Section. In 1937, when Mr. Tixier became an Assistant Director, Stein succeeded him as Chief of the Section.

For more than twenty years Stein was to devote his remarkable energies to the building of an international social insurance code and to the national development of social insurance legislation throughout the world. Before the outbreak of the present war that code, to which no one had made a greater contribution than Stein, was virtually complete. Much of the preparatory work was Stein's, and the successful adoption, at the Conferences in 1925, 1927, and 1933, of the Social Insurance Conventions was very largely due to his technical guidance in committee and to his abilities as a negotiator. When the Conference of 1936 added the Sickness Insurance (Sea) Convention to the code, it stood complete and Stein might have truthfully claimed to be, with Mr. Tixier, its chief architect.

During these years he performed many missions on behalf of the Office. Probably the most remarkable of his missions in this period was his successful handling of a delicate question—the miners' pension settlement when the Saar Territory reverted to Germany. He also fulfilled missions to Turkey and to Great Britain, where in 1939 he gave evidence, with his colleague, Mr. Maurice Stack, before the Royal Commission on Workmen's Compensation.

When war broke out in 1939, Stein had completed the first great task of his career. In the few years that remained to him he was to achieve a second and greater task.

On the removal of the working centre of the I.L.O. to Montreal in 1940 he rendered valuable service in the arrangements for the transfer of staff to Canada. In the three years that followed he showed the full measure of his stature, and his outstanding abilities were recognised by his appointment as Assistant Director in 1942.

A detailed account of his untiring journeys and unremitting work since 1940 would fill many pages, but an outline will be enough to show the remarkable achievement that this one man's energies realised, particularly in the promotion of social insurance in Latin America.

Stein had attended the first regional conference of American States Members of the International Labour Organisation at Santiago de Chile in 1936, and there strengthened the bonds—already formed at Conferences in Geneva—with the representatives of Latin American States, and particularly with those Ministers and Government officials especially concerned with social insurance. For this Conference Stein drew up, on the basis of the existing international regulations, the draft of a social insurance code for the Americas. This able document was unanimously adopted, and marked, especially in Latin America, a new epoch in the evolution of social insurance. The resolution in which the draft code was embodied was considered afresh at a second regional conference at Havana in 1939. In the meantime the American countries had been active in planning social insurance schemes. Consequently, the Havana Conference, while confirming the Santiago programme, was able to agree upon a number of supplementary principles and to expand the original principles with new emphasis and detail.

But this was by no means all. An important development, in which Stein played a leading part, soon followed—the foundation of the Inter-American Committee on Social Security. An original Committee was formed at Lima in 1940 on the initiative of the Government of Peru and with the co-operation of the I.L.O., which was represented at Lima by its then Director, Mr. John G. Winant, and by Stein. Under the auspices of this Committee, and on the invitation of the Chilean Government, the First Inter-American Conference on Social Security was held in 1942 in Santiago de Chile.

That Conference, in addition to the "Declaration of Santiago de Chile", a general declaration outlining a continental programme of social security, and to a number of other important resolutions adopted the Statute of a permanent agency for technical co-operation, the Inter-American Conference on Social Security, to operate in concert with the I.L.O. The Statute also established the Permanent Inter-American Committee on Social

Security, to give effect to the decisions of the Conference, prepare its sessions, and contribute by every other means to the attainment of its purposes. At the request of the Committee, the Acting Director of the I.L.O. appointed Stein to be its Secretary-General.

By 1942 the machinery for inter-American co-operation had thus been set up, but Stein had in fact been working since 1940 to promote the progress of social insurance in the Americas. In 1940 he drew up in Bolivia plans for the development of a co-ordinated system. In 1941 he visited Colombia and Chile, where the Chilean Government consulted him on the reorganisation of its social insurance scheme. In 1942, in addition to attending the Santiago Conference, he visited Peru, Bolivia, Argentina and Uruguay. Early in 1943 he went to Mexico, where he was consulted upon regulations for the enforcement of the new Social Insurance Act, and late in the year, only a month before his death, he visited Venezuela, where he advised upon administrative technique for the application of sickness and accident insurance legislation, which had been planned with the help of the I.L.O. At the time of his death he was preparing for a visit to Haiti. Nor were his activities confined to the Americas. In the spring of 1942 he had visited London, to give evidence on behalf of the Office, together with Mr. Stack, before Sir William Beveridge's Interdepartmental Committee on Social Services.

"I have done the State some service" was a claim that Osvald Stein could have made in many countries. He rendered service not to one, but to many States, and to the International Labour Organisation as a whole. His untimely death ends the career of one of the most eminent of the first generation of international civil servants. Like his first chief, Albert Thomas, he has been suddenly taken from his task when the I.L.O. stands at the threshold of big events and when his great talents would have been needed more than ever. Though his work will go forward, no one man can fill his place, for it is given to few to unite his qualities of technical experience, wisdom, tact, and unsparing devotion to duty.

Extract from Report I to the Conference ¹

.....

FINANCE

Considerations concerning the finances of the International Labour Organisation arise in connection with the possibilities of carrying out its programme and of the application of any measures designed to render its functioning more effective, but they are also intimately connected with the question of status. It will be convenient to treat these various financial problems together, and indeed they are closely interrelated. Without adequate financial resources, the Organisation cannot hope to perform in a satisfactory manner the tasks allotted to it, and those resources must be provided through the operation of appropriate machinery whereby the estimates of expenditure can be examined and obtain such approval as will lead to the necessary contributions being forthcoming from Member States. The degree of responsibility which the Organisation is entitled to exercise in connection with this financial machinery may influence in considerable measure both the amount of the resources which it can obtain and the status which it enjoys. The International Labour Organisation has from the beginning insisted strongly on its autonomy and on its right to determine its own programme and policy. Any attempt by any outside body to control the International Labour Organisation's policy on the principle that he who pays the piper calls the tune would be certain to meet with strong resistance.

¹ International Labour Conference, 26th Session, Report I: *Future Policy, Programme and Status of the International Labour Organisation*, Chapter VI (Montreal, 1944), pp. 145-168.

The representatives of employers and of workers who have equal status with the representatives of Governments in the Conference and in the Governing Body would consider it a violation of the rights which the Constitution of the I.L.O. accords them if some other body in which they had not the same representation were to arrogate to itself the power to dictate or modify I.L.O. decisions arrived at by its representative organs on questions of policy. As a matter of fact, in the financial system which was evolved in the inter-war period, and which is still followed with such modifications as have been necessitated by the abnormal circumstances of the war, a careful distinction has in practice been made between political and financial control, and the right of the International Labour Organisation to take its own decisions of policy has been recognised by those organs of the League of Nations to which the I.L.O. budget is submitted and which are purely governmental in character.

In order to understand how this system works and the problems which it now presents, it is necessary to recall its origin. It must be remembered that when the Constitution of the International Labour Organisation was drawn up in Paris in 1919, simultaneously with the drawing up of the Covenant of the League of Nations, it was assumed that the membership of the League would be universal. Even when Germany and Austria were admitted to the International Labour Organisation at the Washington Conference, this admission was "in anticipation of their admission to membership of the League", which in fact subsequently occurred. On this assumption, which would have meant identity of membership, it seemed natural to leave to the institution of a more general character the responsibility for the financial measures required and the I.L.O. Constitution contained the following provision :

"All the other expenses of the International Labour Office and of the meetings of the Conference or Governing Body shall be paid to the Director by the Secretary-General of the League of Nations out of the general funds of the League (Art. 13 (2))."

It was however realised that the I.L.O. would have to function immediately and that some time might elapse before the League machinery could operate. Accordingly, provision was also made for transitional arrangements whereby the I.L.O. could obtain its own financial resources until such time as the League should come into being. Art. 38 of the I.L.O. Constitution provided :

"3. The expenses of the first meeting and of all subsequent meetings held before the League of Nations has been able to establish a general fund, other than the expenses of delegates and their advisers, will be borne by the Members in accordance with the apportionment of the expenses of the International Bureau of the Universal Postal Union."

Although these powers were in fact never brought into operation, their existence greatly helped the I.L.O. in securing loans of money and of services with which to organise its first activities.

The extension of these activities proceeded with great rapidity. The I.L.O. held two International Labour Conferences, one in Washington in 1919 and one in Genoa in 1920, before the first meeting of the Assembly at which a League budget could be adopted was held. By that time the I.L.O. was a going concern with a certain history of achievement behind it : nine Conventions and ten Recommendations adopted under its Constitution were before Governments ; the Office was engaged in correspondence concerning their ratification or application ; publications were being issued ; the Governing Body had established its routine and much of its tradition ; and a third meeting of the Conference was in active preparation.

The League was at a much earlier stage of its development. When the first general budget of the League came to be discussed, the League authorities and the delegates to the Assembly found it difficult to accept the idea that the financial needs of the I.L.O. could be, as it appeared to them, so disproportionate. It seemed, indeed, axiomatic that the part could not be larger than the whole, and long discussions and explanations were necessary

before the delegates to the Assembly who had not attended any of the International Labour Conferences and who were not directly concerned in any of the problems with which the Conference was dealing could be convinced of the necessity of incorporating the estimates proposed by the Governing Body into the general budget of the League. These difficulties diminished as the work of the I.L.O. became better known to the Assembly and as the procedure for dealing with financial questions was improved. The most important element in the machinery evolved was the Supervisory Commission. Experience had shown that the Fourth Committee of the Assembly (in which every delegation was entitled to a seat) was too large a body for detailed discussion of financial questions. Moreover it could only sit while the Assembly was in being and hence it could neither follow the application of the Assembly's decisions during the year nor circulate reports for consideration in advance of the Assembly's meeting. And further, even if a solution could have been found for these difficulties, its membership was liable to vary each year and it could hardly accumulate that knowledge and experience which could make its control really effective. The Supervisory Commission was a much smaller body of seven members, chosen by the Assembly to act, not as representatives of their Governments, but as independent experts. They were elected for three years but were re-eligible, and as they could meet several times during each year they had thus ample opportunity for becoming familiar with the detail of the League's financial administration. The functions of the Commission were advisory but it rapidly gained a great measure of authority owing to its carefully chosen membership. The recommendations contained in its reports had great weight with the Fourth Committee of the Assembly and it was to the Supervisory Commission that that Committee always turned for advice and guidance on any financial problem which arose.

The procedure leading to the incorporation of the I.L.O. budget in the general budget of the League as it was finally worked out comprised the following principal steps :

- (i) The Director circulated his detailed estimates for the following year to the Governing Body in advance of its April meeting. The Finance Committee of the Governing Body discussed the estimates item by item and reported to the Governing Body. The Governing Body, after discussing the Finance Committee's Report, voted the estimates with such amendments or modifications as it might decide. The Treasurer of the League was invited to be present at the meetings of the Finance Committee and of the Governing Body and was given an opportunity of informing the Governing Body of the general financial position of the League.
- (ii) The estimates voted by the Governing Body were submitted to the Supervisory Commission by the Director. The Director attended the meeting of the Supervisory Commission, accompanied by a tripartite delegation of the Governing Body, in order to give any necessary explanation in justification of the figures put forward. The Supervisory Commission on its side was able to explain to the I.L.O. representatives any general financial problems with which it was faced.

The Supervisory Commission was not entitled to alter the I.L.O.'s estimates, its function being to report its views on them to the Assembly. The Director was, however, given a certain latitude by the Governing Body to amend the estimates, after consultation with the tripartite delegation of the Governing Body, in order to meet the views of the Supervisory Commission when this should prove necessary. The exercise of this latitude was left to the Director's discretion, but it was of course understood that it should not conflict with the Governing Body's general policy, and frequently such adjustments were of a minor character in order to secure uniformity in budgetary methods and administrative practice as between the budgets of the I.L.O., the Secretariat of the League and the Permanent Court of International Justice.

Where the Supervisory Commission for reasons of general financial policy felt it necessary to press for a reduction in the I.L.O.'s estimates, the Director might similarly agree in virtue of the discretion left to him by the Governing Body, provided he felt that such reduction would not compromise the carrying out of any of the tasks which the Governing Body had decided the Office should perform. In such cases the Director would be left free to distribute the reduction over the various items in his estimates as he thought best. The object of allowing the Director this discretion was to avoid whenever possible a conflict between the I.L.O. and the Supervisory Commission at the Assembly.

- (iii) The budgets of the I.L.O., the Secretariat and the Court, accompanied by the Supervisory Commission's Report thereon, were then communicated to the League Governments for consideration by the Assembly.
- (iv) The Director, accompanied by the tripartite delegation of the Governing Body, would appear before the Fourth Committee of the Assembly, where he would defend the I.L.O. budget and give the Committee any explanations asked for. Here again he was authorised to agree to adjustments if it seemed desirable to do so, but in general practice such adjustments tended to be of a minor character.
- (v) When the three budgets had been voted by the Fourth Committee they became the general budget of the League, each however maintaining its identity as a separate section of this general budget. The Assembly then voted this general budget, unanimity being required, and this vote of the Assembly created the obligation for States Members of the League to pay their contributions according to the approved scale of allocations.
- (vi) The budget was officially communicated to League Members and they were asked to forward their contributions to the League Treasurer. The request for payment indicated how the total figure was arrived at, stating the amounts payable in respect of the Secretariat, the I.L.O. and the Court.
- (vii) When a contribution was received by the Treasurer he immediately remitted to the Director of the I.L.O. its share of the amount received. The I.L.O. thus received its income automatically as members of the League made their payments to the Treasurer, whether or not it was in need of resources at that particular moment.
- (viii) At the end of the financial year the surpluses and deficits of the three budgets were pooled. In other words, so far as surpluses and deficits were concerned, the general budget of the League was operated as a single unit. Any surplus in the I.L.O. budget, for instance, was first used to meet any deficit in the budgets of the Secretariat or of the Court, and if after any deficits had been met any net surplus in the general budget resulted, the amount was used to reduce contributions in the next budget but one unless the Assembly decided to use it for another purpose. If the I.L.O. had a deficit this deficit was met in the first instance out of any surpluses of the other two organisations. If after surpluses had been used to meet deficits a net deficit remained, this was met out of working capital and the amount so expended was restored in the next budget but one.
- (ix) The general budget of the League contained certain items of expenditure for the purposes of the I.L.O. not included in the I.L.O. budget proper. These included contributions to the Pensions Fund of the staff, a single pensions fund for employees of the I.L.O., the Secretariat and the Court having been instituted, and from time to time funds for capital expenditure such as building and major repairs to buildings, and, as indicated above, restoration of working capital expended to meet a deficit.

- (x) The Working Capital Fund, like the general budget, was divided into three parts available automatically to the three institutions, the I.L.O., the Secretariat and the Court, in the proportions of their respective budgets. Its restoration when expended was undertaken as indicated above.
- (xi) The accounts of the three organisations were audited by an auditor appointed by the Assembly. His report was examined by the Supervisory Commission and forwarded with any observations or proposals which the Commission might consider appropriate to the Assembly.

This summary of the financial machinery and procedure is of course only an outline from which many details have been omitted. It indicates briefly only those points which are of particular interest in considering the problem of the I.L.O.'s finance.

In the actual working of the system the I.L.O. enjoyed in fact a large measure of financial autonomy. In theory the Assembly was supreme, but in practice it was recognised by the League organs that a budget voted by the Governing Body had behind it a considerable weight of governmental authority and was therefore entitled to special consideration. Such differences of opinion as arose had frequently their source in the fact that the I.L.O. had no responsibility for the collection of contributions. When difficulty was encountered in this respect it was inevitable that the Supervisory Commission, feeling that it expressed the view of the Assembly, should press for reductions in the budget. The Governing Body might be reluctant to give way, but since in the ultimate analysis the two authorities represented the same Governments, no final conflict could ensue and agreement would be reached without appealing to the Assembly. Once the budget was voted the Governing Body was completely master of its management.

If account is taken of all the problems which had to be faced in financing the activities of a group of important international agencies, such a system was perhaps as effective as any which could have been devised. The possibility of its successful working was, however, based on two assumptions which no longer hold good.

The first of these assumptions was, as we have seen, identity of membership between the International Labour Organisation and the League. This is now far from being the case. No less than nine States are now Members of the I.L.O. which are not Members of the League, and these States account for 196 units out of the total of 616.27 units on which contributions to the I.L.O. budget are calculated in 1944.

Various methods might have been adopted to allow for States other than States Members of the League participating in the I.L.O. and making a contribution towards its expenses. For instance, in the case of the Permanent Court of International Justice, States which adhered to the Statute of the Court but which are not Members of the League may make a contribution to the expenses of the Court, which is then used to reduce the contributions of League Members in a subsequent year. In the case of the Opium Board, it was suggested that non-League States participating in its work should pay a proportion of the expenses actually incurred, plus a fair share of the overhead. Solutions of this kind, however, are hardly suitable in the case of an organisation such as the International Labour Organisation which has a general competence to initiate policies in a wide sphere of international interest and to pursue a variety of activities. It is essential in the interests of the Organisation itself that States should be full Members of it, with the same rights and obligations under its Constitution as other Members, including the rights and obligations connected with its finances, and it is indeed impossible to suggest that any of them should accept any lesser role.

The presence of States other than Members of the League as Members of the International Labour Organisation has inevitably greatly complicated the operation of the financial machinery just described.

The procedure indicated above still functions (subject to certain wartime modifications which will be discussed below), but it has to be accompanied

by a parallel procedure devised for the non-League States, since States not Members of the League cannot be bound by League decisions. Moreover, the I.L.O. must, as a consequence, take responsibility for the collection of part of its income. When the Governing Body adopts its budget it must adopt both an income and an expenditure budget. The income to meet the proposed expenditure is divided into two parts, that which is to be furnished by contributions from League Members and that which is to be furnished by contributions from Members of the Organisation who are not Members of the League.

The budget which goes forward to the Supervisory Commission is presented as a gross budget from which is deducted the amount payable by non-Members of the League, leaving the difference to be furnished by League Members through the operation of the League machinery as described. To the part payable by non-Members of the League has to be added their due share of pensions fund payments on behalf of the I.L.O. staff and of any sum required to restore working capital used to meet a deficit.¹ The corresponding payments by League Members, as already pointed out, do not figure in the I.L.O. part of the general League budget but are dealt with under a general League heading.

Once the I.L.O. budget has been adopted by the Governing Body, it is on the basis of this decision that the I.L.O. undertakes the collection of the amounts due from non-League Members, these amounts being paid to it direct. The procedure through the League organs is of no direct interest to non-League Members, provided no changes are made by the Assembly other than those to which the Director may agree in virtue of the discretion entrusted to him by the Governing Body. If any other changes were made, the whole system would break down. The foundation of any international budget is the agreement between Members of the institution concerned as to the relative proportions in which they will contribute to it. The co-existence of two decisions on the amount of the budget, one by the Assembly considered as valid for League Members, and one by the Governing Body considered as valid for non-League Members, would indirectly destroy this fundamental relationship and plunge the whole system into confusion.

No such crisis has ever occurred or even threatened. The dual system has so far worked successfully, but it is evident that its working depends entirely on the continued existence of a high degree of mutual understanding and goodwill between all concerned. While there is no reason to suppose that an equal measure of understanding and goodwill will not be forthcoming in the future, the theoretical possibility, however remote, of a conflict occurring may prevent the system from achieving its proper purposes of securing due equilibrium between the extent of the activities which it is desired to pursue and the amount which Member States are willing to contribute to that end. With the possibility of a conflict in the background, the Supervisory Commission or the Assembly may not press their views as energetically as they would otherwise do, and an unduly heavy responsibility is placed on the Director, who, in exercising the discretion entrusted to him by the Governing Body, on the one hand, may make concessions going beyond what the Governing Body would approve, or, on the other hand, by being too unyielding may precipitate a constitutional crisis between the two organisations. Decisions on financial questions must in the interests of the Organisation to which they relate be realistic, and the system under which they are reached should be such that they are not influenced by considerations of an entirely different order.

There are many other complications in the I.L.O. financial administration which arise from the absence of identity of membership between the I.L.O. and the League, but they are of minor importance in comparison with those which have just been discussed.

There are however graver and more fundamental problems of a quite different character which have now to be faced as a consequence of the war.

¹ In the case of a surplus, non-Members of the League have equally of course to be credited with their due share.

The second assumption upon which the successful operation of the existing financial system is based was the essential role played by the Assembly. It is from the Assembly that the Supervisory Commission derives its authority and it was the vote of the Assembly that gave validity to the general League budget and brought into being the obligation of League Members to make the contributions for which the income side of that budget provides.

When the possibility of a crisis in international life was foreseen, certain emergency powers decided on by the Assembly came into operation. A resolution adopted by the Assembly in 1938 provided that :

“ Until the next ordinary session of the Assembly¹, the Secretary-General and, as regards the International Labour Organisation, the Director of the International Labour Office, acting with the approval of the Supervisory Commission, which may take all decisions by a majority vote, shall have power in their discretion to take any exceptional administrative or financial measures or decisions which appear necessary (including the amendment of administrative or financial regulations) and such measures and decisions shall have the same force and effect as if they had been taken by the Assembly.”

It is in virtue of these emergency powers that the general League budgets of 1941-1944 have been approved and sent out to League Governments. In exercising these powers the Supervisory Commission has had to assume a heavy responsibility and the International Labour Organisation owes to the Commission, and particularly to its Chairman, Mr. Carl Hambro, and its Rapporteur, Sir Cecil Kisch, a debt of gratitude for the courage with which that responsibility has been shouldered in conditions of unprecedented difficulty. The Commission had in fact to fulfil two roles. It had first of all to examine the budget in its old capacity of an advisory body, and then, after it had discussed it in the light of its knowledge and experience, it had to report its conclusions, not to the Fourth Committee of the Assembly, in which all League States were represented, but to itself in its capacity of the body which, with the concurrence of the Secretary-General or the Director of the I.L.O., might take financial and administrative decisions which would have the same effect as if taken by the Assembly itself. Though this procedure constituted no doubt the best legal system which could have been devised to meet an international crisis, it was bound to be subjected to an increasing strain as the duration of the crisis was prolonged. The problems which the Commission had to face became increasingly difficult. The Secretariat, with the exception of an important part of the Financial and Economic Department which had moved to Princeton, and the Secretariat of the Opium Board which had moved to Washington, remained in Geneva, where its activities were of necessity limited ; it was difficult for many Governments, and still more for public opinion, which knew little of the technical work of the League and tended to think of it exclusively as an organ for the preservation of peace, to understand how much of its technical work was still deserving of financial support ; and those Governments from which support was forthcoming were precisely those whose war burdens were heaviest or whose territory had been occupied and who were therefore in greater or less degree without resources. In these circumstances the demand that the activities of the I.L.O. should be multiplied and extended presented a problem. Any increase in the I.L.O.'s budget involved an increase in the amount of the general League budget at a time when, for the reasons just given, any increase in that budget was liable to evoke criticism, or even to have an adverse effect on contributions.

The difficulties in this situation must be faced frankly. It may sound contradictory to assert that while Governments are insisting that the I.L.O.

¹ The duration of these powers was extended by a decision of the Assembly in 1939 which was as follows :

Until the next ordinary session of the Assembly, the Secretary-General and the Director of the International Labour Office, acting with the approval of the Supervisory Commission (which may take all decisions by a majority vote), shall continue to have the special powers provided for by the Assembly's resolution of September 30th, 1938.

should undertake new activities and responsibilities, the same Governments will make difficulties about a general League budget which contains provision for the payment by League Members of their due share of the expenditure involved. The explanation is that where expenditure for the I.L.O. is combined with expenditure for the League and the Court, the national disbursing authorities are likely to look at the total result, *i.e.*, at the value of the League "unit" which determines the amount of their total contribution and to protest at any increase therein. The straight issue as to whether the I.L.O. is to be given the necessary resources becomes confused. Whereas there has been no meeting of the Assembly since 1939, the International Labour Organisation held a Conference attended by 35 States in 1941; the Governing Body has remained in being, met in 1941, and has also taken decisions as required by telegraphic consultation. It has also met as an Emergency Committee in 1942 and in full session in 1943. A large number of Governments have participated in these meetings, have decided on the activities to be pursued, and have approved the proposals made to them for the necessary financial provision to carry them out. These decisions, however, are not directly manifest in the use of the League emergency powers which is the only way in which at present the financial machinery of the League can be operated.

The essence of the difficulty resides in the fact that the emergency powers are not, and could not be expected to be, suitable for the adoption of general League budgets imposing considerably heavier financial burdens on League Members. The machinery described earlier in this section of the report had as one essential feature the submission of the general budget to the Fourth Committee at which all League States were represented, and subsequently its approval by the Assembly itself. While the emergency procedure can be operated smoothly so long as the contributions from League Members willing and able to pay are reduced, or at all events not increased, it clearly presents difficulties when any substantial increase has to be envisaged.

The success with which the League finances have been managed during the crisis has indeed been due to the application of this principle. In the first budget adopted under the emergency powers in 1940 the value of the League unit was reduced by 16.6 per cent., and that reduction was in part made possible by a reduction in the budget of the I.L.O. As League Member States fell under enemy occupation and so became unable to contribute, the resulting loss of contributions was met by reductions in the budget. At the same time, the spending organisations were instructed to adjust their expenditure as accurately as possible to income actually received. Thus loss of income was met either by a reduction in the budget if such loss could be foreseen when the budget was being adopted or by a reduction in expenditure under the budget if it occurred during the operation of the budget. This system, if it could have been applied consistently, would have maintained the value of the reduced League unit at a constant figure and consequently the amount contributed by those League Members who were willing and able to continue to pay.

The first strain on the system arose out of the necessity for providing the I.L.O. with additional resources to begin the reconstruction work decided on by the New York-Washington Conference in 1941. A supplementary credit of 1,000,000 Swiss francs for this purpose was approved early in 1942. The Acting Director proposed that he should be authorised to attempt to collect this sum *pro rata* from the Members of the I.L.O. directly but this proposal was not acceptable to the League authorities. They preferred to advance 753,161 Swiss francs, the amount for which League Members would be responsible, out of general League funds and restore the amount so advanced in the 1943 budget. As the I.L.O. reconstruction work would have to continue in 1943, this meant that the 1943 League budget would have to bear a double burden, namely 753,161 frs. for the restoration of the 1942 advance and the same amount for expenditure in 1943, or a total of some 1,500,000 frs. Certain other increases had also to be made, and in consequence the value of the League unit for 1943 rose

from 20,398.90 frs. to 26,304.15 frs., or by 22.5 per cent.¹ This increase did not escape criticism from certain League Members and the Supervisory Commission felt that it should make a reduction in the budget for 1944 if possible.

In drawing up the I.L.O. budget for 1944 the Acting Director felt that provision should be made for the intensification and extension of the I.L.O.'s activities which he anticipated would soon be required. It was however suggested that, in view of what has just been indicated, the I.L.O. budget for 1944 should be so constructed that Members should not be called upon to contribute more than in 1943, and that the problem of providing the I.L.O. with a budget which would enable it to play its proper part in the treatment of the problems which will arise during the closing stages of the war and after its conclusion, should be considered in connection with the budget for 1945. There was however a clear understanding both by the Governing Body and the Supervisory Commission that since the 1944 budget so framed would only enable the I.L.O. to continue its existing activities, a supplementary credit might be requested if Governments wished it to undertake other tasks. The decision of the Governing Body to call a meeting of the International Labour Conference in April 1944, and the agenda fixed for that meeting, made such a supplementary credit necessary, and the sum of 970,000 frs. has been provided, of which 661,499 frs. has been advanced by the League authorities on behalf of League Members, the remainder being furnished out of funds held by the I.L.O. derived from non-League Members. It cannot be assumed that this will be a special and isolated expenditure. The whole purpose of maintaining the I.L.O. during the crisis was to permit it to function in a normal way as soon as conditions would allow. The change in the war situation now makes it possible to envisage that periodical meetings of the Conference and of the Governing Body will be resumed. Thus the supplementary credit will require to be continued in 1945, and since the advance made in 1944 will need to be restored, the general League budget for 1945 will presumably have to carry an addition of approximately 1,320,000 Swiss francs. This however, is only a relatively minor element in the financial problem which has to be faced.

It must be remembered also that new international organisations are already at work or are in the process of creation, and that they are likely to be given financial resources sufficient to enable them to undertake the tasks allotted to them. The leading statesmen in many countries, voicing a unanimous demand of public opinion throughout the free world, have stated unequivocally that the economic life of the world must be organised so as to provide full employment and a rising standard of living. Both in the national and the international sphere this has been set as the prime objective. The importance of the contribution which the International Labour Organisation can make to this achievement has been repeatedly underlined in official pronouncements. It follows that the I.L.O. must be given the financial resources necessary to enable it to perform the functions which are expected of it. Some indication of the nature and extent of the activities which it should undertake are given in other parts of this report and in the reports on other items on the agenda which are before the Conference. While the decisions of the Conference cannot be anticipated in detail, it is clear that in all probability many new and important tasks will have to be assumed by the I.L.O.; that in addition to meetings of the Governing Body and the Conference, regional and technical meetings may have to be prepared and convened; that the Organisation must be in a position to lend effective collaboration to other international institutions; and that in general the I.L.O. must be equipped to take its due place in world organisation. No doubt all this cannot be done in one single step. But the conclusion is inescapable that the problems involved in a steady and rapid expansion must be faced and solved and that consequently the 1945 budget must provide the foundation on which the I.L.O.'s future activities can be firmly based.

¹ This increase in the value of the unit corresponded to an increase in the general League budget of 1,740,914 frs. of which approximately 1,500,000 frs. was due to the operation concerning the I.L.O. just described.

It follows that the increase in the 1945 budget will be substantially greater than that required to restore and continue the supplementary credit for the present Conference, and the question inevitably arises whether such an increase can be obtained through the operation of the existing machinery, without throwing on it a strain which it was never designed to bear.

When the question of placing on the agenda of the Conference the item relating to the future policy, programme and status of the I.L.O. was being discussed by the Governing Body, the workers' group proposed, and the Governing Body agreed, that among the points to be considered by the Conference should figure the question of "the financial autonomy" of the Organisation. What the workers' group had in mind was that the status of the Organisation and the necessity for rendering its functions more effective required both that it should handle all aspects of its own financial policy, and that in particular it should: (a) adopt its own budget in final form; (b) collect directly the contributions of its Member States; (c) be enabled to dispose of its surpluses and be responsible for meeting its own deficits; and (d) hold its own working capital and be entitled to set up and hold such funds for other purposes as it might decide from time to time.

It will be seen from the preceding observations that this is practically what happens in relation to Members of the International Labour Organisation which are not Members of the League. As regards League Members the financial machinery of the League is employed. When this question of financial autonomy was raised in the past, it was argued that so long as League Members provide the I.L.O. with their due share of the resources necessary and do not use the League financial machinery as an indirect method of controlling I.L.O. policy, it would seem that if they prefer to make their contributions through the League it was difficult to propose that it should not be open to them to do so, and that it would not be helpful to have a division of opinion on the subsidiary question of the channel through which contributions should be paid. The view of the workers' group is, however, that the use of League machinery has indirect effects, and that the amount of the budget which it is possible to obtain for the I.L.O. is in fact affected by the general financial position and policy of the League for which the I.L.O. has no responsibility, and by the position which the League may enjoy at any particular moment in the eyes of public opinion. They argue that a separate I.L.O. budget would obtain better support from parliaments and that trade union and public opinion could be more easily mobilised in its support, and that similarly direct payment of I.L.O. contributions would secure for the I.L.O. a higher percentage of collection. And finally they urge that unless the I.L.O. controls its own surpluses and is responsible for its own deficits, it lacks the essential character of financial autonomy and has less incentive to manage its finances with prudence and economy.

It must be admitted that these arguments are of a serious character and that they take on added weight in view of recent developments and of the problems that have to be faced in the near future. Moreover, the extent of the changes they would involve if accepted should not be exaggerated. From this point of view it will be convenient to comment on them briefly in the reverse order.

As regards (d) the I.L.O. already in practice holds a part of its working capital. Since this is used every year while awaiting the receipt of contributions it would be a useless formality to repay it to the central working capital fund at the end of each year and then proceed to withdraw it a few weeks later. The I.L.O. has already constituted certain funds derived from non-League Members' payments and holds them or employs them as the Governing Body decides.

As regards (c), *i.e.*, that the I.L.O. should deal with its own surpluses and meet its own deficits, there is nothing new or revolutionary in this proposal. It was once formally approved by the Governing Body on the initiative of its Chairman, Sir Atul Chatterjee, whose wide administrative experience gave his proposal special authority. It did not, however, secure the agreement of the League authorities and was consequently dropped.

As regards (b) the I.L.O. already collects directly the contributions of its non-League Members. Direct collection from League Members would

not involve any change in the constitutional relationship between the I.L.O. and the League, but only an amendment to the existing Financial Regulations. There may of course be a fear that if the I.L.O. is successful in collecting its contribution from a League Member the chance of the League collecting its share may be reduced. On the other hand, under the present system the I.L.O. can only obtain its share if the global contribution is paid to the League, and as in many cases States feel unable to make payments to the League, the I.L.O. loses contributions which possibly it might otherwise obtain. Certain League Members in fact on their own initiative paid the part of their League contribution affected to the I.L.O. direct, but the Contributions Committee of the League and the Supervisory Commission felt that this practice should be discouraged. These cases however indicate that separate collection by the I.L.O. would probably give better results, so far as the I.L.O. is concerned, than the present system. There is, moreover, a financial principle involved. Good financial management of the budget implies that expenditure should not be made only because it has been authorised but only if its necessity clearly becomes apparent during the financial year, and that if the anticipated income is not forthcoming every possible economy should be made in order to avoid a deficit on the year's working. This principle implies that the spending authority should also be the authority responsible for securing income.

The question raised by (a), namely, the adoption by the I.L.O. of its own budget in final form, raises more difficult issues. The proposals under (b), (c) and (d) could be all applied while leaving the procedure for the adoption of the budget unchanged. They would give the I.L.O. a greater measure of financial autonomy but they would not secure the principal objective of the workers' proposal. On the other hand, if the I.L.O. budget required approval only from I.L.O. representative organs, (b), (c) and (d) would follow as a matter of course.

As already pointed out, the present procedure for the adoption of the budget, though it has worked through four years of war, is hardly suitable for the treatment of the budgetary problems which can now be foreseen. Even the I.L.O.'s procedure whereby the Governing Body's decision settles the budget so far as non-League Members are concerned is imperfect and needs to be improved. So long as the non-League Members were few in number and had seats on the Governing Body no difficulty was likely to be encountered. With the increase in the number of non-League Members, not all of whom are likely to be represented on the Governing Body at any one time, the system, though imperfect in form, might work in practice, like the emergency League procedure, so long as a series of comparatively stable budgets could be envisaged. Some method of associating non-League Members who have not seats on the Governing Body in its financial decisions must be found if the I.L.O. is to proceed progressively to a post-war budget of appropriate size.

This however is a matter on which appropriate action can be taken by the Organisation itself and various procedures could be considered.

One solution might consist in associating the International Labour Conference with the adoption of the I.L.O. budget in the following way. The Governing Body would adopt the budget as it does at present. It would be circulated to Governments and brought before the International Labour Conference. The discussion on the Director's Report, in which the activities of the Organisation are reviewed, would constitute the general discussion of the Conference of the policy and programme of the Organisation and would give all delegates an opportunity for criticism, comment or suggestion. The budget would then be submitted to a special committee of the Conference composed, like the Fourth Committee of the Assembly, of one Government delegate from each Member. The Director in explaining and justifying his estimates before this Committee would be accompanied by a tripartite delegation from the Governing Body, as at present happens with the Supervisory Commission and the Assembly. If any difficulties were encountered which could not easily be adjusted, the budget would be referred back to the Governing Body. When the necessary measure of agreement had been obtained, the budget would be submitted for adoption by the Conference.

It would seem desirable to include in the procedure the special committee composed of Government delegates. As has already been pointed out, the procedure for the adoption of the budget must be realistic; it must secure that the activities desired are measured accurately in terms of the financial resources which will be provided for their execution. These resources are provided by the Governments and it is they who have to undertake to secure the necessary appropriations from their parliaments. It is essential therefore that the agreement of their duly accredited representatives should be obtained. It is equally essential that the I.L.O., through its tripartite organs, should decide what are the activities for which resources are required and be entitled to express its opinion on their adequacy. This is secured in the above scheme by maintaining the present practice of having the budget adopted in the first instance by the Governing Body, by the participation of a tripartite delegation in the discussions with the proposed special committee, by reference back to the Governing Body if difficulties are encountered, and by submission of the budget to the full Conference for approval. A procedure of this kind would associate all non-League Members of the Organisation with the adoption of the budget, whether they were represented on the Governing Body or not, and would therefore provide a more solid basis for collection than exists under the present system.

Such a procedure, although here suggested in order to allow all non-League Members of the Organisation a voice in the determination of the I.L.O.'s budget, could also function for all Members of the Organisation, whether Members of the League or not, and be the only procedure required if there were general agreement to this effect. Non-League Members would naturally have no objection: such a solution would meet the demand of the workers' group for "financial autonomy": and although the employers' group has not expressed its views as definitely as the workers' group, it has on occasion taken very much the same line. League Members, and in particular those who have given the strongest financial support to the I.L.O. during the war, have hitherto favoured the system whereby their obligation to pay their due contributions to the I.L.O. was created by the adoption of the general budget of the League by the Assembly. At a time when the future role and status of the I.L.O. are under review, they will no doubt re-examine the whole question, and it may be confidently assumed that they will do so in the friendliest and most helpful spirit. Some of the considerations which are relevant to such a re-examination have already been briefly discussed. Others will depend on what decisions are contemplated as regards the future functioning of the League, its relation to new international agencies and possibly modifications in its structure and activities. On these it would scarcely be appropriate to speculate. It may however be pointed out that even if the I.L.O. were given complete control of its own budgetary procedure a close relationship between the I.L.O. and the League would continue to be necessary. There will be common problems and the need for a uniform policy on a number of financial and administrative problems.

The procedure of a general League budget is not an end in itself. It was designed as a means of securing a central control whereby duplication of effort, competing scales of salaries, and diverse or contradictory administrative practices might be avoided. The device of a single budget and a centralised financial control is the best guarantee of good financial management in any administration. But it presupposes that the supreme authority in the system covers both policy and finance. In the League structure this supreme authority lies with the Assembly and covers completely the Secretariat itself and the League's technical activities. The system could therefore function so far as the League proper was concerned in its complete and most effective form.¹

But the system did not and could not function in the same way as regards the I.L.O., which was a sister, and not a subordinate, institution.

¹ The system could function without difficulty as regards the Permanent Court of International Justice because the Court constituted an instrument of fixed dimensions and its budgetary requirements were in consequence comparatively stable.

From the beginning, the I.L.O. claimed to be an autonomous institution, and that claim was admitted in one form or another by a number of decisions taken by the Assembly itself. None of these decisions expressly or directly limited the Assembly's financial powers. But whereas in the case of all the League institutions proper the Assembly's powers were absolute, even when questions of policy were involved, and were indeed from time to time so exercised, it was recognised that the I.L.O.'s budgetary proposals had a special character and in practice if not in form a decision in regard to them was reached by negotiation and agreement and not by invoking superior authority.

A modification of the League's financial procedure so far as the I.L.O. is concerned could therefore be undertaken without constituting any fundamental change and all the essential objects which the procedure as employed in practice secures could be equally well secured under a system of proper consultation between the I.L.O. and the League, it being left to the International Labour Organisation to carry through the whole of its own financial procedure in the light of the results of such consultation. The fact that the two institutions engaged in such consultations would have an important element of common membership would mean that any initial divergence of views between them would easily be resolved.

If, as seems probable, a number of new international agencies are set up, some machinery of consultation between all of them, in order to avoid the friction and waste which would result from divergent administrative practices and competition in recruitment, is clearly desirable. Thus, the fundamental problem which the League procedure was designed to solve is likely to take on a much wider aspect, for which the old machinery must necessarily prove inadequate.

The question may be raised whether a procedure such as that discussed above, whereby the I.L.O. would deal with its budget entirely through its own machinery, would involve the modification of Article 13 of the Constitution of the Organisation, which provides that each of the Members will pay the travelling and subsistence expenses of its delegates and their advisers and of its representatives attending the meetings of the Conference or Governing Body, as the case may be; that all other expenses of the International Labour Office and of the meetings of the Conference or Governing Body shall be paid to the Director by the Secretary-General of the League of Nations out of general funds of the League; and that the Director shall be responsible to the Secretary-General of the League for the proper expenditure of all moneys paid to him in pursuance thereof. This would hardly seem to be necessary. While Article 13 of the Constitution gives the Organisation certain rights to receive funds from the League, it has not been interpreted as precluding the Organisation from receiving funds from other sources and has never been regarded as an obstacle to the development of the arrangements, which have now been sanctioned by the Financial Regulations for some ten years, in virtue of which an increasing proportion of the income of the Organisation is contributed directly to it by States which are not Members of the League.

The foregoing pages will, it is hoped, give delegates to the Conference some indication of the more important questions which arise in connection with any consideration of the I.L.O.'s financial problems and will enable them to discuss the issues of policy involved. No text of a draft Resolution is appended to serve as a basis of discussion, for the reason that financial matters have hitherto been dealt with exclusively by the Governing Body and the Office accordingly felt that it could hardly put forward proposals for discussion by the Conference without prior consultation with the Governing Body. It is the intention of the Acting Director to draw the attention of the Governing Body to the principal issues involved at the meeting which the Governing Body will hold immediately before the meeting of the Conference. There may also be an opportunity for exploring the situation with the Supervisory Commission, a meeting of which is envisaged early in April. In the light of the further information which may be available as the result of these two meetings, it may be possible to make suggestions to the Conference as to what action it might appropriately take.

The final test of the financial machinery of any international organisation is the ease and regularity with which contributions are forthcoming from Member States. It is of course necessary that the financial resources requested should be adequate for the purposes which the organisation in question is expected to fulfil, but if the figure is fixed at such a level that collection cannot be easily and regularly secured, the resulting loss of revenue is the least of the difficulties liable to be encountered. Incomplete collection alters, at all events for the time being, the proportions in which Member States have agreed to bear their share of the budget, and the feeling that the good payers are paying for the bad not only makes the adoption of future budgets difficult, but may have repercussions that indirectly hinder activities which are desirable in the interests of the organisation itself and of all its Members. It would be a mistake to assume that if some or all of the modifications in the financial system of the I.L.O. which have been discussed above were adopted, all difficulties as regards collection would necessarily be removed. Even if the budget were drawn up with the greatest care and after the fullest consultation, difficulties in collection may be encountered. Some Members may fall into arrears and special arrangements to deal with such cases may have to be made.

There is a good deal of truth in the view which Lord Balfour expressed many years ago that the greatest difficulty that would be encountered in securing the effective working of international agencies would be the obtaining for them of a stable and adequate revenue.

That this should be so is to be explained by the fact that whereas a considerable degree of active and positive national collaboration to carry out any international decision can in general be expected, national collaboration as regards financial decisions is less likely to be of the same character. The government delegates who participate in the framing of an international decision, for example, on the subject of social insurance, will nearly always be Ministers or high officials who are concerned with social insurance in their own countries, and provided they have succeeded in obtaining a sufficient measure of satisfaction on any point to which they attach importance, they are able to secure the necessary national action when they return to their own countries or are, at all events, able to exercise powerful influence in its favour. International and national action on the subject are two complementary efforts pursued not only for the same purpose, but largely by the same people. The international demand for national action is something to be welcomed and supported, not something to which the national officials concerned are at the best neutral and at the worst indifferent or even hostile. This semi-automatic co-ordination between international and national effort does not function as regards the decisions of an international agency concerning its budget. Here the influence of delegates can in general only be exercised indirectly within the machinery of their national administrations. The amounts involved are too small to justify the regular attendance at the international meeting of high Treasury or Ministry of Finance officials who would be directly concerned with the matter when the necessary national action has to be taken; and the international decision must always, in however small a degree, increase the difficulty of the national problem rather than assist in its solution. Where provision for national expenditure is concerned the national financial authorities will naturally also be critical and possibly unsympathetic but political and financial considerations can be directly confronted and much more easily adjusted within the national framework than within the complicated machinery required for the adoption and collection of an international budget.

Thus an imperfect liaison between international agencies and the national machinery through the operation of which their revenues are secured is likely to remain a feature of the financial problems of international agencies which will only disappear as they develop to their full stature, as the contribution their effective working can make to the order and prosperity of the world becomes evident and as expenditure for their needs on an adequate scale becomes a generally recognised necessity.

These considerations lead, it seems, to the conclusion that the idea

that the problem can be solved by the institution of a single international budget, in which the budgets of the different international agencies would be combined does not go to the root of the problem. It seems to be based on an oversimplification, namely, the assumption that the financing of international agencies presents exactly the same problems as the financing of the various departments of a single Government and that therefore an analogous procedure should be adopted without further consideration. Eventually, no doubt, an international budget and the necessary machinery for its effective operation will be devised and operated. But until the general set-up of international agencies is known—their number, their scope, their membership, their degree of control over policy, the success with which they succeed in operating, and the support or otherwise they receive from public opinion—it would seem wiser to proceed by the series of practical steps which appear most appropriate during the creative and experimental stage. As pointed out elsewhere in this report, the approach now being made to providing the world with the necessary international agencies is gradual and functional. The choice of such an approach is deliberate and its advantages are manifest. Many of these advantages would be lost and the whole prospect of success might indeed be prejudiced if a centralised system of finance based on insufficient experience were introduced at too early a stage. This does not imply of course that co-ordination should be wholly lacking. The necessity for consultation between international agencies on their common financial and administrative problems is, as already indicated, obvious. Moreover, an important form of co-ordination functions automatically at the national level. The delegates representing a country in a series of international agencies draw their instructions from and report back to a common authority in which the policies they advocate or the activities they approve are the result of interdepartmental discussion and agreement. It is as the result of this co-ordination that the various international agencies will first be able to discover the scale, extent, and intensity of their operations and this experience will provide the basis on which co-ordination at the international level can subsequently be soundly constructed.

The foregoing discussion has been limited to the consideration of general issues which arise in connection with the problem of the I.L.O.'s finances. No attempt has been made to discuss the budget itself, its size, content and other related questions, on which decisions will of course be required and concerning which proposals will be laid before the Governing Body.

There is, however, one question, relating to the content of the budget, reference to which should not be omitted from any survey of the steps which might be taken to render the functioning of the International Labour Organisation more effective and which is of direct interest to the Conference. This is the proposal made several years ago that the expenses of delegations attending the Conference should be borne in whole or in part by the budget of the Organisation and not, as at present, directly by the Governments concerned.

The principal arguments in favour of such a change are that the burden involved in attendance at the Conference falls in an uneven and unjust manner on the different Members for purely geographical reasons. The sacrifice of both time and expense varies directly with the distance from the place at which the Conference meets. To take an extreme example, in the inter-war period the time taken to travel to and from the Conference might occupy in one case as many months as it did hours in another. It was specially unfair that it was precisely on those countries which had difficulty in finding delegates of sufficient standing able to be absent from home for so long a period that the heaviest financial burden fell. The great development of air transportation is likely to make the hardship involved in the time element of considerably less importance in the future but the inequality in the costs which have to be met will remain. Apart from this aspect of the question there is also its effect on the composition of the Conference and consequentially on the authority of its decisions and on the national action necessary to implement them. Where heavy travelling expenses are involved there is an obvious temptation for countries to appoint as their

governmental delegates diplomatic or consular representatives located at or near the place of the meeting and to be content with an incomplete delegation. When this is done it is difficult and indeed impossible for any great interest to be taken within the country concerned in the Conference and its work.

The Constitution, it is true, provides that the Governments are to be responsible for the payment of the expenses of their delegates and advisers attending the meeting of the Conference, but it does not seem that the wording of this text should be an obstacle to any arrangement for pooling such expenses through the mechanism of the budget. When the matter was previously discussed one of the objections urged was that such pooling, while it would lighten the burden on the distant countries, would increase the amount to be provided by the others and such an increase was not at that time acceptable. Now that the whole future role and activities of the I.L.O. are to be reassessed the principle deserves to be re-examined. Numerous details would require consideration before a practical working scheme could be evolved and it would hardly be possible to make the necessary budgetary provision during the war, when expenditure for other matters will no doubt be considered to deserve priority. But there is no doubt that any measure which would help to ensure the presence of complete delegations at the Conference composed of personalities playing an active and important role in the life of their countries must strengthen the Organisation both directly and indirectly in numerous ways. The Organisation in its general conception consists not only of its central organs, the Conference, the Governing Body and the Office, but also of the ministries, departments, and employers' and workers' organisations which within its Member States are concerned with its work and occupied constantly or intermittently with its affairs. The multiplication of personal links between their representatives during their attendance at the Conference will give rise to an increased sense of community of effort, which perhaps more than anything else can make the I.L.O. "a living organisation".

Decisions on Financial and Budgetary Questions

An analysis of the procedure in regard to financial and budgetary matters both before the war and during the war is to be found in the first part of Chapter VI, "Finance", of Report I submitted to the 26th Session of the International Labour Conference¹ and reprinted above on pp. 226-241. The present section should be read in conjunction with that analysis.²

Resolution adopted by the 19th Assembly of the League of Nations on 30 September 1938

"Until the next ordinary session of the Assembly, the Secretary-General and, as regards the International Labour Organisation, the Director of the International Labour Office, acting with the approval of the Supervisory Commission, which may take all decisions by a majority vote, shall have power in their discretion to take any exceptional administrative or financial measures or decisions which appear necessary (including the amendment of administrative or financial regulations), and such measures and decisions shall have the same force and effect as if they had been taken by the Assembly."

Budget of the International Labour Organisation for 1940

The draft budget of the I.L.O. for 1940 was examined by the Supervisory Commission in the presence of representatives of the Governing Body of the I.L.O. The relevant passage from the first report of the Supervisory Commission to the 1939 Assembly is given below.

¹ International Labour Conference, 26th Session, Report I: *Future Policy, Programme and Status of the International Labour Organisation* (Montreal, 1944).

² Decisions of the Governing Body and Emergency Committee on financial and budgetary questions, appearing in the sections dealing with their various sessions, are briefly mentioned in this section for the sake of completeness. In addition, this section reproduces extracts from League of Nations documents approving the budget of the I.L.O. during the years covered by the present volume, and certain communications sent to members of the Governing Body at particularly difficult times when events made a meeting of the Governing Body or Emergency Committee impossible.

Several pages of the "Note by the Acting Director for the Information of Members of the Governing Body" also relate to financial and budgetary questions (see pp. 173-200).

EXTRACT FROM THE FIRST REPORT OF THE SUPERVISORY
COMMISSION TO THE 1939 ASSEMBLY¹

III. *International Labour Organisation*

27. In accordance with a recommendation made by the Committee on Budgetary Economies, the Governing Body of the International Labour Office invited the Treasurer of the League of Nations to make a statement to its Budget Committee on the financial situation before that Committee discusses the budget estimates of the Office.

In the same spirit of closer co-operation with the Supervisory Commission, the Governing Body appointed a tripartite delegation to accompany the Director during the Supervisory Commission's discussion of the budget estimates of the Organisation.

The representatives of the Governing Body were accordingly present this year when the draft budget for 1940 was examined. The Supervisory Commission highly appreciated this further tangible proof of the importance which the competent authorities of the International Labour Office attach to the maintenance of increasingly close and cordial relations with the financial authorities of the League.

28. The Director and Deputy Director in the first place gave an account of the general structure of the budget, which, including expenditure for pensions, amounts to 9,797,320 Swiss francs, or 1,160,497 Swiss francs less than the credits voted for the current financial year.

29. It will be seen from the following table that the cuts made by the Governing Body exceed by 35,000 francs the reductions recommended by the Committee on Budgetary Economies :

	Recommendations of the Committee on Budgetary Economies Swiss francs	Estimates of the Governing Body Swiss francs
(a) Reductions in standing charges in connection with staff	800,000	810,930
(b) Reductions in general charges and economies resulting from the reductions in staff.	265,000	289,567
(c) Reduction in non-recurring expenditure.	60,000	60,000
	<hr/> 1,125,000	<hr/> 1,160,497

The reduction of 810,930 francs in the standing charges in connection with staff represents the abolition of forty-four permanent posts and the de-grading of two First Division posts.

30. The Committee on Budgetary Economies further proposed, in view of the serious interference that was bound to result from the reduction in staff, to give the Director "certain facilities, within the limits of the budget, for dealing with the problems involved and possible repercussions on the international character of the staff". The Governing Body, acting on the intention thus expressed, included a special reorganisation credit of 250,000 francs compensated for by economies of the same amount.

31. Further, in addition to the reductions recommended by the Committee on Budgetary Economies, the Governing Body has been compelled

¹ The report is dated 31 May 1939.

to make various economies in order to offset the decline in the supplementary receipts of the Organisation in 1940. This decline is due to—

- (a) the disappearance of the exceptional contribution of 55,942 francs made by Egypt in 1939 ;
- (b) a reduction of 10,000 francs in the estimate of receipts from the sale of publications.

The Governing Body has further been able, without adding to the budget, to meet the supplementary expenditure, amounting to 97,000 francs, due to the statutory annual increments of salary.

In other words, the economies made by the Governing Body amount to a total sum of 1,323,439 Swiss francs.

32. In view of the successful efforts of the Governing Body to effect the reductions advocated by the Committee on Budgetary Economies, the Commission agreed to the credits requested. It was understood, however, that, in pursuance of the Committee's second recommendation, to which reference is made in paragraph 5 (b) above, the expenditure of the budget would be very strictly controlled so that, whatever circumstances might arise, the normal working of the services could continue without endangering the financial equilibrium of the League.

33. Two special points engaged the Commission's attention :

(a) The Commission noted the inclusion in the budget of a credit of 70,000 francs for preparatory conferences and regional conferences. The representative of the Office explained that, influenced on the one hand by the success of the Santiago Conference, and on the other hand by the Supervisory Commission's observations on the objections to charging foreseeable expenditure to the unforeseen expenditure credit, the Governing Body had decided to include in the budget an adequate credit for that purpose. In confirmation of a decision it took in September last, the Commission made strong representations to the Director to make the acceptance of invitations from Governments to hold conferences in their territories dependent on their compliance with their obligations in respect of contributions to the expenses of the League.

(b) The Commission was informed that arrangements for the control of publications, similar to the control exercised by the Publications Committee of the Secretariat, had been introduced in the International Labour Office. The Commission strongly urged that both organisations should see that their publications were neither too long nor too verbose, and should intervene at a sufficiently early stage, before the contents of the publications concerned were more or less definitely fixed.

34. Subject to these observations, the Commission approved the 1940 budget of 9,090,000 Swiss francs—1,742,578 Swiss francs to be derived from States not members of the League and 7,347,422 Swiss francs to be included in the general budget of the League.

.....

The revised budget for 1940 was examined and approved by the Emergency Committee of the Governing Body at its 4th Session ¹ and approved by the Fourth Committee of the Assembly of the League of Nations on 8 December 1939 and by the Assembly itself on 14 December 1939. Relevant extracts from League of Nations documents and details as to the facts are given below.

¹ Geneva, 10-12 October 1939 ; see *Official Bulletin*, Vol. XXIV, No. 4, 27 December 1939, p. 112.

EXTRACT FROM THE THIRD REPORT OF THE SUPERVISORY
COMMISSION TO THE 1939 ASSEMBLY¹

.....

V. RECTIFIED AND REDUCED BUDGET FOR 1940

.....

16. As regards the International Labour Organisation, the Commission noted that the cut was 1,232,000 francs, or more than 13 per cent. as compared with the draft 1940 budget, and of 2,319,837 francs, or 22.79 per cent. as compared with the budget for the current year. All items but two had been reduced and the increases related solely to heads (" Travelling expenses of officials leaving posts in Geneva " and " Unforeseen ") on which heavier calls would necessarily have to be made in the present unsettled circumstances than before the emergency.

It was informed that the budget had been exhaustively examined at a three-day session of the Emergency Committee of the International Labour Office, to which the Governing Body had delegated its powers. Whether they represented the participating Governments, the employers or the workers, the members of the Committee had been unanimous in considering that the estimates should not be further reduced.

17. Article 29 of the Financial Regulations, as at present drafted, prohibits the transfer of credits from one chapter to another of the budget. The Commission considered that this rule, which was essential in normal circumstances, was of more doubtful application in the present situation. Having regard, therefore, to the considerable cuts made in the budgets of the Secretariat and of the International Labour Organisation and to the difficulty of accurately estimating next year's requirements, it agreed that, subject to certain indispensable safeguards, which are under consideration, the rule should be relaxed for the duration of the crisis.

.....

EXTRACT FROM THE SUMMARY OF THE FIRST MEETING
OF THE FOURTH COMMITTEE OF THE ASSEMBLY
OF THE LEAGUE OF NATIONS
(4 DECEMBER 1939, AFTERNOON)

Introductory Remarks of the Chairman

.....

The members of the Committee would have noticed that the exceptional and singularly wide powers with which the Secretary-General of the League of Nations and the Director of the International Labour Office, acting in conjunction with the Supervisory Commission, were thus invested² conferred upon them powers of decision which the Fourth Committee did not possess, and those powers did not seem to exclude the approving of the budget. Nevertheless, it had seemed desirable to provide all States Members which were normally represented by their delegates to the Fourth Committee with an opportunity for proceeding, if they so desired, to the customary examination of administrative and financial questions—more particularly the examination of the budget for the forthcoming financial period. . . .

¹ The report is dated 19 October 1939.

² See resolution quoted above, p. 242.

APPROVAL OF THE BUDGET OF THE INTERNATIONAL
LABOUR ORGANISATION FOR THE FINANCIAL YEAR 1940
BY THE FOURTH COMMITTEE OF THE ASSEMBLY
OF THE LEAGUE OF NATIONS

The budget of the International Labour Organisation for the financial year 1940 was approved by the Fourth Committee at its Fourth Meeting held on 8 December 1939 (morning).

MAINTENANCE IN FORCE OF THE POWERS CONFERRED
ON THE SUPERVISORY COMMISSION BY THE ASSEMBLY
RESOLUTION OF 30 SEPTEMBER 1938

In the course of its Fifth Meeting, held on 8 December 1939 (afternoon), the Fourth Committee adopted the following resolution :

Until the next ordinary session of the Assembly, the Secretary-General and the Director of the International Labour Office, acting with the approval of the Supervisory Commission, which may take decisions by a majority vote, shall continue to have the special powers provided for by the Assembly resolution of September 30th, 1938.

APPROVAL OF THE BUDGET OF THE INTERNATIONAL LABOUR
ORGANISATION FOR THE FINANCIAL YEAR 1940
BY THE ASSEMBLY OF THE LEAGUE OF NATIONS

In the course of its Fourth Plenary Meeting, held on 14 December 1939, the Assembly of the League of Nations took note of the report of the Fourth Committee and adopted the resolutions attached thereto (including the resolution quoted above).

POWERS AND FUNCTIONS OF THE SUPERVISORY COMMISSION

In the course of its Fourth Plenary Meeting, held on 14 December 1939, the Assembly adopted the following resolution :

. . . During the year 1940, all the powers and functions conferred on the Council of the League of Nations by the Regulations for the Financial Administration of the League or by the Regulations of the Staff Provident Fund may be exercised by the Supervisory Commission with the same force and effect as if they were exercised by the Council itself.

.

Subsequent events made it necessary to prepare a reduced plan of expenditure for 1940. This plan was adopted by the Governing Body at its 89th Session (Geneva, 3-5 February 1940)¹ and by the Supervisory Commission at its 87th Session (The Hague, 9-10 February 1940). The relevant passage from the report of the Supervisory Commission is given below.

¹ See above, p. 57.

EXTRACT FROM THE REPORT OF THE SUPERVISORY
COMMISSION FOR 1940¹

DECISIONS TAKEN BY THE SUPERVISORY COMMISSION
AT ITS 87TH SESSION (THE HAGUE, 9-10 FEBRUARY 1940)

IV. *Reduced Plan of Expenditure*

14. In pursuance of a decision taken by the Supervisory Commission at a previous session, the Secretary-General and the Director of the International Labour Office prepared for 1940 plans of expenditure reduced to the extent of the anticipated shortfall in income. The Commission approved the proposals of the competent officials; these proposals, in the case of the Secretariat, amounted to a sum of 7,436,508 Swiss francs, which is 69 per cent. of the assessed income, and in that of the International Labour Organisation to 6,777,000 francs, or to 80.88 per cent. of budgetary receipts.

Budget of the International Labour Organisation for 1941²

At the 88th Session of the Supervisory Commission held at Estoril on 28 September 1940, the League members, acting through the Supervisory Commission to which the Assembly had delegated special powers, agreed to provide for the ordinary expenditure budget of the International Labour Organisation 3,253,000 Swiss francs. The relevant passages from the report of the Supervisory Commission are given below.

EXTRACTS FROM THE REPORT OF THE SUPERVISORY
COMMISSION FOR 1940³

V. EXPENDITURE BUDGET FOR 1941

31. The Commission noted that the figure inserted for the budget of the International Labour Organisation was very much lower than that which the International Labour Office had the intention of proposing. The Commission suggested a further global reduction in the budget of the International Labour Organisation amounting to 131,000 Swiss francs, and this proposal was accepted by the Deputy Director. The Commission therefore decided to insert in the general budget of the League the sum of 3,253,000 Swiss francs for the International Labour Organisation.

¹ The report is dated 4 November 1940.

² See resolutions of 30 September 1938 and 8 December 1939 quoted on pp. 242 and 246.

³ The report is dated 4 November 1940.

ANNEX B

Resolutions

.....

In order to ensure the working of the League in 1941, the Supervisory Commission, in agreement with the Secretary-General and the Director of the International Labour Office and in accordance with the powers conferred upon it by the 1939 Assembly, takes the following decisions :

.....

Resolution III(a) *Budget.*

The Supervisory Commission passes, for the twenty-third financial period ending December 31st, 1941, the expenditure budget amounting to 10,659,711 Swiss francs and the income budget amounting to 7,539,683 gold francs. The Secretary-General and the Director of the International Labour Office shall have full powers to make transfers within the budgetary chapters.

.....

To the sum of 3,253,000 Swiss francs representing the contribution from States Members of the League of Nations, there were to be added appropriate contributions from States Members of the International Labour Organisation but not Members of the League, a sum estimated at 955,340 Swiss francs, and the sum which it was estimated might be received as supplementary credits, an amount of 15,660 Swiss francs. Since a meeting of the Governing Body appeared impossible before the end of the year, the aggregate amount for the expenditure budget of 1941, *i.e.*, 4,224,000 Swiss francs, was submitted by correspondence to the members of the Governing Body who were asked for their approval.

On 9 December 1940, the following telegram was sent to members of the Governing Body :

Montreal, 9 December 1940.

Since meeting Governing Body impossible before end year submit approval expenditure budget 1941 of 4,224,000 Swiss francs combining amount payable by League Members under decision Supervisory Commission exercising powers conferred 1939 Assembly with appropriate contributions non-Members. As prudent anticipate not all payments punctual propose accordance Governing Body policy for 1940 work to plan of expenditure of approximately 75 per cent. subject revision as financial prospects develop voluntary contribution staff being continued. View cost cabling will post itemisation these amounts which however necessarily subject transfers under existing authority. This message sent all members Governing Body. Grateful if you would cable approval above figures.

PHELAN, *Deputy Director*, I.L.O.

On 13 December 1940, the following communication was sent to those members of the Governing Body whom it was possible to reach by letter :

Montreal, 13 December 1940.

Sir,

As it is impossible for a meeting of the Governing Body to be held before the end of the year, it is necessary to submit the expenditure budget of the Office for 1941 to the members of the Governing Body for their approval by letter or cable.

The total expenditure budget for which approval is sought is 4,224,000 Swiss francs. This figure corresponds to the amount to be paid by Members of the League of Nations, after discussion at the meeting of the Supervisory Commission at Lisbon in October, plus the appropriate contributions of the States that are Members of the International Labour Organisation but not of the League of Nations. If account is taken of the contribution for pensions, reserves and working capital, the total payment of . . . [there follows the name of the State Member concerned] in 1941 will be the same as in 1940.

It is prudent, in the present circumstances, to recognise that not all the contributions due may be punctually received, and it is therefore proposed that in accordance with the policy adopted by the Governing Body for 1940 the Office should work to a plan of expenditure of approximately 75 per cent. of the above amount, subject to revision in the light of the financial prospects as they develop and assuming that the voluntary contribution made by the staff of the office will be continued.

Itemised particulars of the expenditure budget will be forwarded to you at an early date; it will, however, be understood that the amounts shown for the particular items will necessarily be subject to modification by transfers effected in accordance with the powers already conferred by the Governing Body.

I should be grateful if you would let me have as soon as possible your approval of the foregoing figures.

A similar communication has been addressed to the other members of the Governing Body by letter or cable.

I have the honour to be, etc.,

(Signed) E. PHELAN,
Deputy Director.

In reply to the communications sent to them a majority of members of the Governing Body explicitly approved the proposed expenditure budget for 1941. The replies received by the Director gave the following result: Governments, 9 approvals; Employers, 4 approvals, 1 abstention; Workers, 4 approvals. The budget of the Organisation for 1941 was, moreover, formally approved by the Governing Body at its 90th Session (New York, 25-29 October and 5 November 1941) ¹

Budget of the International Labour Organisation for 1942

The budget of the International Labour Organisation for 1942 was passed without any modification by the Supervisory Commission at its 89th Session (Montreal, July 29-30, 1941).

In submitting this budget to the Supervisory Commission the Acting Director recalled that in normal circumstances the Director presented to the Supervisory Commission a budget

¹ See above, p. 96.

which had already been approved by the Governing Body. This had not been possible on that particular occasion but he had prepared his estimate after obtaining such information as was possible as to the attitude of Member States and after consulting the Chairman of the Governing Body. The Governing Body had approved the 1941 budget and he accordingly believed that it would approve the proposals relating to 1942. He underlined, however, that he could not commit the Governing Body, a meeting of which was being arranged in October.

The relevant extracts from the report of the Supervisory Commission are given below.

EXTRACTS FROM THE FIRST REPORT OF THE SUPERVISORY
COMMISSION FOR 1941¹

G. BUDGET FOR 1942

II. *International Labour Organisation*

24. In normal circumstances, the Director presents to the Supervisory Commission a budget which has already been approved by the Governing Body. This has not been possible on this occasion. The Budget estimates for 1942, submitted to the Commission, were prepared by the Acting Director after he had obtained such information as was possible concerning the attitude of Member States and after consulting the Chairman of the Governing Body. The Acting Director expressed the belief that the Governing Body would approve the proposals, which, if adopted, would enable the International Labour Office to continue the activities now being pursued under the budget of the current financial year, but in submitting it to the Supervisory Commission he wished it to be understood that he could not commit the Governing Body, a meeting of which is being arranged in October.

The Acting Director's proposals were framed on the following two principles :

(1) The Expenditure Budget at the charge of League Members could be reduced by 2½ per cent. but no more substantial reduction could be contemplated without endangering the existence of the Organisation.

(2) States should not be asked to pay more in respect of the International Labour Organisation in 1942 than in 1941.

25. The total sums, other than pensions contributions, payable by Members of the League in respect of the International Labour Organisation in 1941 and 1942 would then compare as follows :

	1941	1942
	Swiss francs	
1. Expenditure Budget	3,253,000	3,169,302
2. Restoration of ordinary working capital spent in 1940	834,059	85,982
3. Instalment of debt to the Secretariat of 1,200,000 francs	—	318,775
	<u>4,087,059</u>	<u>3,574,059</u>

¹ The report is dated 15 October 1941.

The Commission, after having carefully considered the Acting Director's comments on the various items of the Expenditure Budget, decided to pass it without any modification.

.....

ANNEX B

*Resolutions*¹

.....

(b) *Budget.*

The Supervisory Commission passes, for the twenty-fourth financial period ending December 31st, 1942, the Expenditure Budget amounting to 9,647,462 Swiss francs and the Income Budget amounting to 6,823,713 gold francs. The Secretary-General and the Director of the International Labour Office shall have full powers to make transfers within the budgetary chapters.

.....

The budget of the International Labour Organisation for 1942 was approved by the Governing Body at its 90th Session (New York, 25-29 October and 5 November 1941).²

Arrangements which had to be made at a later stage with regard to a supplementary credit for the year 1942 (1 million Swiss francs) were approved by the Emergency Committee at its 5th Session (London, 20-24 April 1942).

Budget of the International Labour Organisation for 1943

At its 5th Session (London, 20-24 April 1942) the Emergency Committee of the Governing Body authorised the Acting Director to submit to the Supervisory Commission budget estimates for 1943, the total of which would be equal to the ordinary budget for 1942 (4,224,000 Swiss francs) plus the supplementary credit for 1942 (1 million Swiss francs), it being understood that the latter figure might have to be changed towards the end of 1942 in the light of changed circumstances.³

The attitude of the Supervisory Commission with regard to the I.L.O. Budget for 1943 is reflected in the following extracts.

¹ Adopted by the Supervisory Commission in the course of its 89th Session held at Montreal on 29 and 30 July 1941.

² See above, p. 101.

³ See 5th Session of the Emergency Committee of the Governing Body, Report of the Finance Committee, p. 163.

EXTRACTS FROM THE FIRST REPORT OF THE SUPERVISORY
COMMISSION FOR THE YEAR 1942¹

.....

H. BUDGET FOR 1943

.....

II. International Labour Organisation

The budget for the International Labour Organisation for 1943, including 1,000,000 Swiss francs for reconstruction, amounts to 5,224,000 francs, of which 3,835,026 is contributed by States Members. Provision has also been made in the League Budget for 1943 under the heading "International Labour Organisation" for 753,161 francs to cover additional expenditure authorised for 1942 but not included in the Budget for that year. This expenditure relates entirely to post-war reconstruction undertaken in pursuance of the New York-Washington Conference.

In dealing with this budget, the Commission was faced with an initial difficulty. The Acting Director stated that the budget had already been adopted by the Governing Body and that he was not in a position to accept any decrease seeing that this would entail a reduction of activities to which the Governing Body attached the highest importance.

With a view to assisting the Commission in the discharge of the duties laid upon it by the Assembly, the Commission suggests that, on future occasions, the Governing Body might see its way to authorise the Acting Director of the International Labour Office and its representatives meeting with the Supervisory Commission to accept such modifications as may be considered desirable in the light of the financial situation existing at the time.

The Commission closely examined the estimates put before it by the International Labour Office. For the reasons given above, the Acting Director could not agree to a reduction in the estimates, but he felt that, in the light of further experience and the lapse of time, expenditure under the special programme in 1942 was likely to fall short by a moderate sum of the provision made, though he desired to preserve the latitude of going up to the full limit contemplated. In these circumstances, no change has been made in the estimates of the International Labour Office, but the Commission has decided to reduce Part VII of the Budget (Restoration of Working Capital Fund) by 200,000 francs.

.....

ANNEX C

*Resolutions*²

.....

(b) *Budget.*

The Supervisory Commission passes, for the twenty-fifth financial period ending December 31st, 1943, the Expenditure Budget amounting to 11,388,376 Swiss francs and the Income Budget amounting to 8,055,073 gold francs. The Acting Secretary-General, the Acting Director of the International Labour Office and the Registrar of the Permanent Court of International Justice shall have power to make transfers within the budgetary chapters and from chapter to chapter.

.....

¹ The report is dated 15 October 1942.

² Adopted by the Supervisory Commission in the course of its 90th Session held at Montreal from 25 to 27 August 1942.

Budget of the International Labour Organisation for 1944

As was the case for the budget for 1941, approval of the Governing Body for the budget for 1944 was sought on the basis of telegraphic or written consultation. The telegram sent by the Acting Director to some members of the Governing Body is reproduced below.

Montreal, 9 July 1943.

As no meeting Govbody or Emergency Committee possible before meeting Supervisory Commission July Twentyseventh ask your approval I.L.O. 1944 budget on basis each Member will pay same ordinary contribution as in 1943. French notice of withdrawal from League given 1941 expiring 1943 contained reservation leaving open question I.L.O. membership. Am of opinion French I.L.O. membership should not be considered as lapsed and it is desirable take no action interpretable as breaking continuity French membership. Therefore propose include French units in receipts side of budget. Practice adjusting expenditure so far as possible actual income received will be continued. Budget on above basis insufficient meet any substantial extension reconstruction activities which Governments may desire as circumstances develop. Understood therefore that supplementary credit can be asked for in this eventuality. Please cable approval.

PHELAN.

On the same date the following letter was sent to members of the Governing Body who could be reached easily by mail :

Montreal, 9 July 1943.

Sir,

I have the honour to communicate to you the text of the following message which is being sent by telegram to regular members of the Governing Body of the International Labour Office who cannot be reached easily by mail :

[There follows the text of the telegram quoted above.]

I should be grateful to you if you would let me have, at your earliest convenience, your reply to the request contained in that telegram.

I have the honour to be, etc.,

(Signed) E. J. PHEALN,
Acting Director.

Replies received to these communications by the Director gave the following result : Governments, 10 approvals, 1 abstention ; Employers, 7 approvals, 1 abstention ; Workers, 7 approvals. The Acting Director accordingly sent the following telegram to members of the Governing Body who could not easily be reached by mail :

Montreal, 10 August 1943.

Reference my cable ninth July asking approval 1944 budget proposals replies received as follows Governments ten favourable one abstention. Employers seven favourable one abstention. Workers seven favourable. Total twenty-four favourable none against two abstentions. Three replies

not yet received. Membership France accordingly considered maintained and French units included I.L.O. bareme. Total budget 5,479,000 Swiss francs of which League Members share 3,725,534 francs approved Supervisory Commission under emergency powers. Members contributions therefore kept at same amount in 1944 as in 1943 but understood provision supplementary credit will be considered by Govbody and Supervisory Commission if Governments request activities which cannot be undertaken without additional resources.

PHELAN, *Acting Director.*

On 12 August 1943 the following letter was sent to members of the Governing Body who could be reached easily by mail :

Montreal, 12 August 1943.

Sir,

With reference to my letter of 9 July 1943 concerning the budget of the International Labour Organisation for 1944, I have the honour to communicate to you the following message which I am sending to members of the Governing Body (by telegram in the case of those members who cannot be reached easily by mail) in order to inform them of the result of the consultation :

[There follows the text of the telegram quoted above.]

I have the honour to be, etc.,

(Signed) E. J. PHELAN,
Acting Director.

At its 91st Session (London, 16-20 December 1943) the Governing Body confirmed its approval of the budget of the Organisation for 1944 amounting to 5,479,000 Swiss francs ; it also approved a supplementary credit of 970,000 Swiss francs for the purpose of enabling the Office to deal with a number of new tasks entrusted to it.¹

The relevant extracts from the First Report of the Supervisory Commission for the year 1943 and from the First Report for the year 1944 are given below.

EXTRACTS FROM THE FIRST REPORT OF THE SUPERVISORY COMMISSION FOR 1943 ²

.....

I. BUDGET FOR 1944

.....

II. *International Labour Organisation*

The budget for the International Labour Organisation for 1944 amounts to 5,479,000 Swiss francs. Of this, 3,725,534 francs is contributed by League Members, as compared with 3,835,026 Swiss francs in 1943, or a reduction of 109,492 Swiss francs.

¹ See *Official Bulletin*, Vol. XXVI, No. 2, 1 December 1944, p. 130.

² The report is dated 20 September 1943.

While the budget which the Acting Director put forward would enable the International Labour Organisation to undertake substantially the same activity as in 1943, the resulting income would be inadequate to meet certain extensions of activities which it was anticipated Governments might require, and in that eventuality it would be necessary to seek supplementary credits.

The Commission examined the detail of the estimates put before it by the International Labour Office and, in deciding to approve them, agreed that, if Governments wished the International Labour Organisation to undertake activities which could not be financed under the present budget and if such proposals were approved by the Governing Body, the provision of supplementary credits would be considered.

.....

*Q. Resolutions*¹

.....

(b) *Budget.*

The Supervisory Commission passes, for the twenty-sixth financial period ending December 31st, 1944, the Expenditure Budget amounting to 10,089,049 Swiss francs and the Income Budget amounting to 7,136,049 gold francs. The Acting Secretary-General, the Acting Director of the International Labour Office and the Registrar of the Permanent Court of International Justice shall have power to make transfers within the budgetary chapters and from chapter to chapter.

.....

EXTRACT FROM THE FIRST REPORT OF THE SUPERVISORY
COMMISSION FOR 1944²

**H. SUPPLEMENTARY INTERNATIONAL LABOUR OFFICE CREDIT IN 1944
TO PROVIDE FOR THE CONVENING OF A CONFERENCE**

In its report of September 20th, 1943, the Commission, after examining the budget of the International Labour Organisation for the year 1944, reported that the voted budget "would be inadequate to meet certain extension of activities which it was anticipated Governments might require and in that eventuality it would be necessary to seek supplementary credits", and when the Governing Body of the International Labour Office, meeting in London in the following December, decided to hold a Labour Conference in 1944, it was apparent that a supplementary credit would be necessary.

But, as the budget for 1944 had already been voted and notified to States Members, the Commission decided that the new credit for the Conference and certain other purposes which had since been authorised should be advanced temporarily from the Guarantee Fund and provision for restoration made in the budget for 1945.

The supplementary credit required amounted to 970,000 Swiss francs and was composed as follows :

	Swiss francs
Cost of Conference	620,000
Organisation of Industrial Committees	150,000
Special temporary allowances	100,000
Unforeseen	100,000

¹ Adopted by the Supervisory Commission in the course of its 92nd Session held at Montreal from 27 to 29 July 1943.

² The report is dated 31 October 1944.

This sum was divisible among Members of the League and those non-member States which were Members of the International Labour Organisation as follows :

	Swiss francs
Member States	661,499
Non-Member States	308,501

In accordance with this decision, the sum of 661,499 Swiss francs had been included in the budget for 1945.

Budget of the International Labour Organisation for 1945

At its 93rd Session ¹ (Philadelphia, 13 and 14 May 1944) the Governing Body approved the budget estimates for 1945 amounting to a total of 11,635,505 Swiss francs.

Extracts from the First Report of the Supervisory Commission for the year 1944 relating to this budget are given below.

EXTRACTS FROM THE FIRST REPORT OF THE SUPERVISORY
COMMISSION FOR 1944 ²

F. BUDGET FOR 1945

II. International Labour Organisation

The total Expenditure Budget of the International Labour Organisation for 1945 amounts to 11,575,505 Swiss francs. Of this, 7,851,517 Swiss francs is contributed by League Members, as compared with 3,725,534 Swiss francs in 1944.

. . . The purpose of this increase in the International Labour Organisation Budget is to enable it to intensify certain of its activities and to undertake certain new developments on which the International Labour Conference held at Philadelphia in April-May 1944 and the Governing Body recently decided.

While both the Conference and the Governing Body were unanimous in thinking that these extended activities were both desirable and necessary in 1945, their exact timing cannot be accurately forecast and the possibilities of undertaking them must necessarily depend on the general development in the world situation, and in particular on the liberation of the occupied countries in Europe and the progress of their rehabilitation. The International Labour Organisation budget therefore contains a special chapter (Chapter VII) providing credits of 4,500,000 francs which can only be expended with the special authorisation of the International Labour Office Finance Committee or of the Governing Body if circumstances render the holding of certain meetings both desirable and possible.

¹ See *Official Bulletin*, Vol. XXVI, No. 2, 1 December 1944, p. 231.

² The report is dated 31 October 1944.

*S. Resolutions*¹

.....

(b) *Budget.*

The Supervisory Commission passes, for the twenty-seventh financial period ending December 31st, 1945, the Expenditure Budget amounting to 14,868,409 Swiss francs and the Income Budget amounting to 10,516,522 gold francs. The Acting Secretary-General, the Acting Director of the International Labour Office and the Registrar of the Permanent Court of International Justice shall have power to make transfers within the budgetary chapters and from chapter to chapter.

Budget of the International Labour Organisation for 1946²

The budget estimates of the I.L.O. for 1946, amounting to a total of 11,521,510 Swiss francs, was adopted by the Governing Body at its 95th Session (Quebec, 21-27 June 1945).³

The relevant extracts from the First Report of the Supervisory Commission for the year 1945 are given below.

EXTRACTS FROM THE FIRST REPORT OF THE SUPERVISORY
COMMISSION FOR 1945⁴

.....

F. BUDGET FOR 1946

.....

II. *International Labour Organisation*

The total Expenditure Budget of the International Labour Organisation for 1946 amounts to 11,621,510 Swiss francs. Of this, 8,618,015 Swiss francs is payable by League Members, as compared with 8,513,016 Swiss francs for 1945, but, of this latter figure, 661,499 Swiss francs related to the reimbursable credit provided in 1944. The budget for ordinary current expenditure to be contributed by League Members is therefore 766,498 Swiss francs higher than for 1945, but this result is entirely due to a Member State which appeared as a contributing Member only of the International Labour Organisation in 1945 being shown as a contributing League Member for 1946.

.....

¹ Adopted by the Supervisory Commission in the course of its 94th Session held at Montreal from 21 to 23 September 1944.

² Although this budget does not fall within the period under review in the present volume of the *Official Bulletin*, the facts relating to it are mentioned briefly since it was the last budget of the I.L.O. passed by the Supervisory Commission.

³ See *Official Bulletin*, Vol. XXVII, No. 1, December 1945.

⁴ The report is dated 20 November 1945.

P. *Resolutions*¹

.....

(b) *Budget.*

The Supervisory Commission passes, for the twenty-eighth financial period ending December 31st, 1946, the Expenditure Budget amounting to 17,883,849 Swiss francs and the Income Budget amounting to 12,649,363 gold francs. The Acting Secretary-General, the Acting Director of the International Labour Office and the Registrar of the Permanent Court of International Justice shall have power to make transfers within the budgetary chapters and from chapter to chapter.

.....

Resolution adopted on the Report of the Second (Finance) Committee by the 21st Assembly of the League of Nations, 18 April 1946 (afternoon)

To conclude this section, the following resolution adopted on the report of its Finance Committee by the last Assembly of the League of Nations is reproduced here, since it gives the Assembly's final approval and confirmation of the decisions quoted or mentioned in the preceding pages.

The Assembly,

Calling to mind :

(a) The resolution adopted at its nineteenth ordinary session on September 30th, 1938, and confirmed by the resolution adopted at its twentieth ordinary session on December 14th, 1939, whereby power was conferred, until the next ordinary session of the Assembly, upon the Secretary-General and the Director of the International Labour Office, acting with the approval of the Supervisory Commission, to take any exceptional administrative or financial measures which might appear necessary (including the amendment of administrative or financial regulations), such measures to have the same force and effect as if they had been taken by the Assembly, and

(b) The resolution adopted at its twentieth ordinary session on December 14th, 1939, whereby the Supervisory Commission was invested, during the year 1940, with authority to exercise all the powers and functions conferred on the Council of the League of Nations by the Regulations for the Financial Administration of the League or by the Regulations of the Staff Provident Fund with the same force and effect as if they had been exercised by the Council itself :

Takes note of the reports of the Supervisory Commission for the years 1940, 1941, 1942, 1943, 1944 and 1945 and of the Commission's General Summarised Report on its Work during the Period of Emergency, 1940-1946 ;

Approves and confirms the decisions taken during these years in pursuance of the above-mentioned resolutions of the Assembly ;

Expresses its warm appreciation of the efforts made by the Commission, in association with the Secretary-General, the Acting Director of the International Labour Office, the Registrar of the Permanent Court of International Justice and the Treasurer of the League, to safeguard the interests of the League and its Members and to maintain and develop the work of the Secretariat and of the International Labour Office at the highest possible level during the emergency period.

¹ Adopted by the Supervisory Commission in the course of its 96th Session held at Paris from 12 to 14 October 1945, continued at Geneva from 15 to 17 October 1945 and resumed in London from 15 to 18 November 1945.

Peru and the International Labour Organisation

Although the notice of withdrawal from the League of Nations given by the Peruvian Government expired on 8 April 1941, Peru decided to continue its membership and support of the International Labour Organisation.

The following telegram was received by the International Labour Office from the Peruvian Minister of Foreign Affairs on 5 April 1941 :

(Translation)

I am glad to inform you that the Peruvian Government, desirous of continuing its collaboration with the International Labour Office, is resolved to maintain its membership of the Organisation after the 8th of this month, on which date its withdrawal from the League of Nations becomes effective.

SOLF Y MURO, *Minister of Foreign Affairs.*

Mr. E. J. Phelan, Acting Director of the Office, sent the following telegram in reply on 7 April 1941 :

(Translation)

I thank your Excellency most cordially for your telegram announcing the decision of the Government of Peru to maintain its collaboration with the International Labour Organisation. I heartily welcome this auspicious decision, the value and importance of which I fully appreciate and beg leave to assure your Excellency that the Office remains entirely at the disposition of the Peruvian Government for any services within its competence which it can render.

PHELAN, *Acting Director.*

Rumania and the International Labour Organisation

No official communication was received from the Rumanian Government announcing the withdrawal of Rumania from the International Labour Organisation.

The Office nevertheless had knowledge of the following letter addressed by the Rumanian Ministry of Foreign Affairs to the Rumanian Minister of Labour :

(Translation)

Sir,

With reference to your communication No. 3711 of 3 September 1941, I have to inform you that, in consequence of the withdrawal from the League of Nations on 10 July 1940, Rumania *ipso facto* withdraws from its organisations, even those with an autonomous character, such as the I.L.O.

In these circumstances, our country is obviously no longer under any obligation to contribute to the expenses of the International Labour Office.

In addition, no publications of any description should be requested from the Office, nor should any relations or correspondence of whatever nature be entered into.

For the Minister of Foreign Affairs :

(Signed) Gh. DAVIDESCO.

Costa Rica and the International Labour Organisation

In the autumn of 1942, Costa Rica requested and obtained her readmission to the International Labour Organisation, as set forth in the "Note by the Acting Director for the Information of Members of the Governing Body", which is reproduced above.¹

This readmission was confirmed by a decision of the 26th Session of the International Labour Conference (Philadelphia) on 21 April 1944.

The documents concerning the readmission of Costa Rica as a Member of the Organisation were published in *Official Bulletin*, Vol. XXVI, No. 2, pp. 144-148.

¹ See p. 198.

France and the International Labour Organisation

A number of documents concerning France's membership of the International Labour Organisation relating to the period covered by the present volume are reproduced in *Official Bulletin*, Vol. XXVI, No. 2, 1 December 1944 (cf. pp. 149-153).

Czechoslovakia and the International Labour Organisation

During an official visit to Ottawa, His Excellency Dr. Eduard Benès, President of the Czechoslovak Republic, received at Government House on 4 June 1943 Mr. Lindsay Rogers and Mr. Osvald Stein, Assistant-Directors of the International Labour Office, who represented the Acting Director, Mr. Edward J. Phelan, at that time in London.

The texts of the address delivered by Mr. Rogers on this occasion and of the statement made by President Benès are reproduced below.

MR. LINDSAY ROGERS' ADDRESS

On the morning of the first of February 1919 you, as Minister for Foreign Affairs of the Czechoslovak Republic, went to the French Ministry of Labour in Paris to attend the first meeting of the Commission on International Labour Legislation, which had been set up by virtue of a resolution adopted by the Peace Conference the day before. From the deliberations of that Commission of which you were a member came Part XIII of the Treaty of Versailles, which created the International Labour Organisation. In this Organisation you always took a keen personal and, when occasion permitted, an official interest. You were Chairman of the International Labour Conference which met in 1925, and in 1937, as President of your Republic, you welcomed the Governing Body to Prague.

Now, nearly six years later, it seems almost as if the whole cycle had revolved and that the past again is future. As we greet each other in the hospitable Dominion of Canada we are in a sense fellow exiles. You, as President of your Republic until the Western Powers left it to its fate, and now President again of a Republic free in spirit but still to be freed in fact, are concluding a triumphal tour of the United States and Canada and you are to travel farther and succeed, I confidently anticipate, in cementing additional firm and friendly ties between the United Nations. We, the international staff of the Organisation which you helped to create, were unable to function in Geneva and had to come to Montreal. In the absence of the Acting Director, Mr. Phelan, who is in London, Dr. Osvald Stein and I have the honour to greet you here. That we, Assistant-Directors of the International Labour Office should be *locum tenentes* is not inappropriate. Dr. Stein is your compatriot. I am a citizen of the country in which 25 years ago important preparations were made for the birth of your Republic. May this be a happy augury!

And may I say a personal word? In the dark days of the spring of 1939 when your peace-loving land was being ravaged by methods which technically did not constitute war and when, unlike you, leaders of the Western Powers had not yet seen clearly the Nazi threat to decency and justice everywhere, you served as a professor on the Walgreen Foundation at the University of Chicago. I, called from Columbia University (which in June of that year made you an honorary doctor of laws), served at the same time on the Walgreen Foundation. I remember the confident hopes that you then expressed—hopes which you knew could not be realised at once: the darkness would be dense and long before dawn could come.

The darkness has been dense, but now the sky seems to be brighter. The dawn may come more quickly than we dare to hope. It will be, as you have so well said to many audiences in Great Britain and on this continent, a dawn quite different from that of 25 years ago. It will be cold and grey. Human misery will be greater than in 1918, but human hopes and human demands will also be greater. You will rebuild your Republic. We in the International Labour Organisation will be entrusted with new responsibilities. Our methods and opportunities will differ but our task will be the same: to assist in the forward march of the common man towards his true and just inheritance. We pledge our help to you, Mr. President, and we confidently count on support from you.

STATEMENT BY PRESIDENT EDUARD BENĚŠ

In offering hospitality in this country to the working centre of the International Labour Office, Canada has established a new claim to the thanks of all the nations united in this war of liberation. The International Labour Office, first under the direction of John G. Winant and now under that of Edward J. Phelan, has made good use of the facilities at its disposal and has attempted—with success, I am happy to say—to fulfil its function. As the British Foreign Secretary, Anthony Eden, declared to the House of Commons, the International Labour Organisation has struggled manfully and with considerable success to remove certain of the evils which are among the root causes of war.

These evils, such as low standards of living, insecurity, and widespread and prolonged unemployment, must be foreseen and fought against by co-ordinated international action if there is to be a strong and durable peace. It is for this reason that the work of the International Labour Organisation should be supported and strengthened, now and after the war, with a view to attaining through the greatest possible international co-operation the objective so clearly put forward by the authors of the Atlantic Charter—that is, “the securing for all of improved labour standards, economic advancement and social security”.

Czechoslovakia, an active participant in the International Labour Organisation from the beginning, has based its social policy—its whole policy, in fact—on the principles of collective action and collective responsibility, at the same time scrupulously safeguarding individual freedom and individual initiative so far as is compatible with the general welfare. Having been called upon to preside over one of the first sessions of the International Labour Conference, I recall, with pride, the contribution made to the International Labour Organisation by my country through its harmonious economic and social development, by the spirit of its laws, and by their just and equitable administration. “Social justice”—the guiding aim of Albert Thomas, that great Frenchman who first directed the International Labour Office—has been and will remain the objective of Czechoslovakia.

Addressing the Czechoslovak State Council on 19 April 1943, Mr. Jan Bečko, Minister of Social Welfare, after having recalled the wise and vigorous course followed within the International Labour Organisation by his predecessors, such as Lev Winter and Jaromir Nečas, stated that the Organisation will become the main organ for the solution on an international scale of those problems on which economic and social progress depends.

From now on, therefore, we must plan practical solutions and formulate the principles which will assure to all nations military and political security, and to the common man an equitable share in industrial, social and cultural development. To the fundamental rights of man, to freedom of speech and thought, to equality before the law deriving from political democracy—which Nazi barbarism has made us value to the full—will be added new rights as a counterpart to the contribution which each individual owes to the community: the right to work, to health, to educational and professional development, to social security, and to the fullest realisation of the individual.

Thus, nations and men will be able to turn to account all their potentialities in a co-ordinated effort to develop their vast resources and to permit the greatest number of individuals to share in the advantages of a constantly improving civilisation. In this evolution, the International Labour Organisation will play a notable role, because it symbolises and is able to realise international co-operation in the economic and social spheres.

May I therefore in this sense congratulate the International Labour Organisation for its work in the past and particularly also for having succeeded in continuing its activity even during this horrible war. And may I wish it a further happy existence, an existence and activity which mankind—so terribly afflicted by the present catastrophe—will so urgently need after this war.

Haiti and the International Labour Organisation

DECLARATION OF MR. ELIE LESCOT, PRESIDENT OF THE REPUBLIC OF HAITI, TO THE ACTING DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE

On 11 October 1943, at the International Labour Office, Montreal, Mr. Elie Lescot, President of the Republic of Haiti, made the following declaration in the presence of Mr. Maurice Dartigue, Secretary of State for Education, Agriculture and Labour, and Mr. Abel Lacroix, Secretary of State for Finance, Commerce and Economic Affairs :

1. The Republic of Haiti will continue to be a Member of the International Labour Organisation, with the same rights and obligations as the other Members.

2. The share of the Republic of Haiti in the budget of the International Labour Organisation will be fixed by agreement between the Government of the Republic and the Governing Body of the International Labour Office.

3. The arrangements described in the preceding paragraph may be terminated only by the communication to the Director of the International Labour Office of the denunciation of the present declaration, with two years' notice.

REPLY OF THE ACTING DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE TO THE DECLARATION OF THE PRESIDENT OF THE REPUBLIC OF HAITI

Mr. President,

In the name of the International Labour Office, I take note with the keenest satisfaction of the declaration which you have just made.

It follows, in accordance with the constitutional practice of the International Labour Organisation, that the Republic of Haiti, which is a Member of the Organisation, will continue to be a Member with the same rights and obligations as the other Members ; that the share of the Republic of Haiti in the budget of the Organisation will be fixed by agreement between the Government of the Republic and the Governing Body of the Office ; and that these arrangements may be terminated only by a denunciation communicated to me with two years' notice.

It is with great pleasure, Mr. President, that I take note of these arrangements, in which I am pleased to see the beginning, already marked by your decision personally to honour the International Labour Office with your visit, of still closer collaboration between the Republic of Haiti and the Office, tending to further social progress in your country.

In execution of its constitutional functions, the International Labour Office will be happy to give your Government all the assistance within its power in order to help the authorities of Haiti to carry out the noble task which they have undertaken of ensuring the increasing prosperity of the people of Haiti, raising the standard of living and encouraging intellectual and material development, in accordance with the spirit of social justice and within the framework of universal peace.

Interpretation of the Decisions of the International Labour Conference

I. Convention (No. 16) concerning the Compulsory Medical Examination of Children and Young Persons Employed at Sea (1921)

The following correspondence relating to the above-named Convention has been exchanged between the Norwegian Government and the International Labour Office :

1. Letter from the Minister of Social Affairs, Norway, to the International Labour Office

Oslo, 13 October 1939.

Sir,

I have the honour to inform you that on 9 June 1939 an Act was passed amending Section 85 of the Act concerning the seaworthiness of ships, with a view to enabling Norway to ratify the Convention concerning the medical examination of young persons (sea). I beg to enclose a copy of the amending Act together with a copy of the Bill which was presented to the Storting.

As it was not quite clear whether there was complete conformity between the Convention and the Act, this Department asked, by letter of 15 August 1939 the authority concerned, namely the Department of Commerce and Shipping, etc., for supplementary information.

In a letter dated 31 August 1939 (of which I enclose a copy) the Department of Commerce and Shipping stated that, even if certain provisions in the Act might be regarded as exceptions not authorised by the Convention, this should not be an obstacle for ratification as the exceptions in question are of no practical importance.

I am aware of the fact that the International Labour Office is not authorised to give binding statements as to whether the laws and regulations adopted comply with the requirements of the Convention in such a way as to enable the ratification of the Convention by Norway. It would however be of great importance to have the opinion of the International Labour Office in this matter and I therefore venture to request that you may be good enough to let me have a statement in this connection.

I have the honour to be, etc.,

(Signed) (Illegible.)

2. Letter from the International Labour Office to the Minister of Social Affairs, Norway

Geneva, 7 February 1940.

Sir,

I have the honour to refer to your letter of 13 October 1939, in which you requested the views of the Office upon the question whether the Norwegian Act of 9 June 1939 amending the Act respecting State supervision

of the seaworthiness of ships fulfilled the requirements of the Convention concerning the medical examination of children and young persons at sea (1921), and would therefore enable Norway to ratify this Convention.

It appears to be clear from the text of the Act of 9 June 1939 that the production of a medical certificate of fitness is not required in the case of young persons engaged (*a*) elsewhere than in a port of Europe, the United States of America or Canada; or (*b*) for service for a period not exceeding fourteen days. The existence of this formal discrepancy between the provisions of the law and the requirements of the Convention is indeed admitted in the letter from the Minister of Commerce dated 31 August 1939, a copy of which was enclosed in your letter of 13 October 1939.

The obligation undertaken by a State in ratifying a Convention is not however simply to ensure formal concordance between the terms of its national legislation and those of the Convention; it is to ensure that the requirements of the Convention are fully complied with *in fact*. In this case, it is for the Norwegian Government itself to decide whether any further methods, by way of legislation or otherwise, are necessary to ensure that in practice the requirements of the Convention will be complied with, or whether there is in fact no necessity to make special provisions for the cases not covered by the existing legislation.

If, in the light of its knowledge of the facts, the Norwegian Government decides that the Convention can be ratified without modification of the existing legislation, it would no doubt be desirable for the Government to indicate in its annual report upon the measures taken to give effect to the Convention, that no measures are required to deal with the cases not covered by the legislation, for the reason that in practice such cases do not occur. The situation of fact having thus been made clear on the authority of the Government, and in the absence of any evidence to the contrary, such as might for instance be adduced in observations or complaints made by an organisation of employers or workers, it is in the view of the Office improbable that any question would be raised as to the effective application of the Convention by Norway.

As is indicated in your letter, the Constitution of the International Labour Organisation does not confer upon the Office any authority to interpret the provisions of Conventions adopted by the Conference. The foregoing observations are submitted in the hope that they may be of service to your Government in deciding whether or not to ratify the Convention—a decision for which, as in all cases, the responsibility rests of course upon the Government.

I have the honour to be, etc.,

(Signed) A. TIXIER,
Assistant-Director.

II. Convention (No. 66) concerning the Recruitment, Placing and Conditions of Labour of Migrants for Employment (1939)

The following correspondence relating to the interpretation of the above-named Convention has been exchanged between the Netherlands Government and the International Labour Office.

1. Letter from the Minister of Social Affairs of the Netherlands to the Director of the International Labour Office

(Translation)

The Hague, 18 March 1940.

Sir,

I venture to bring to your notice a point that has arisen in the course of the examination of the question whether the Netherlands can take the necessary measures with a view to the possible ratification of the draft Convention (No. 66) concerning the recruitment, placing and conditions of labour of migrants for employment.

I should be very much obliged if you would be so good as to give me, if possible, certain information.

As you are aware our law on placing (Act of 29 November 1930, Bulletin of Laws, No. 433) provides for the methodical extinction of fee-charging employment offices conducted with a view to profit. Persons conducting an employment agency with a view to profit require an authorisation from the Minister of Social Affairs. Only persons who, on 1 March 1929, were already conducting a fee-charging employment agency with a view to profit can obtain such an authorisation, subject of course to compliance with all the other conditions. The authorisation holds good only until the death of the person to whom it is granted. The effect of this arrangement is that fee-charging employment agencies conducted with a view to profit will eventually disappear.

I note that as a result of Article 3, paragraph 2, of the above-named draft Convention, private employment agencies conducted with a view to profit are definitely excluded from engaging in the operations of recruitment, introduction and placing. In the case of the Netherlands, this provision would constitute an obstacle to ratification of the Convention, inasmuch as our legislation, as I have already pointed out, permits fee-charging employment agencies conducted with a view to profit to operate subject to certain conditions.

It is not possible to modify our legislation for the purpose of adapting it to the Convention.

Among the fee-charging employment agencies conducted with a view to profit, there are for example, agencies dealing with the hotel industry, with artistes (impresarios) etc., and no doubt there are still others as, for example, agencies for domestic occupations. The activity of these agencies is international. Such fee-charging employment agencies conducted with a view to profit are to be found in nearly every country. In my view, other countries will encounter the same difficulty as the Netherlands in ratifying this Convention, for it seems to me virtually inconceivable that placing agencies for artistes (impresarios) and for the hotel industry should be prohibited everywhere.

I should be very much obliged if you could enlighten me on this question and say how other countries have overcome this difficulty.

If, on the other hand, there should be any means by which it would be possible for the Netherlands to ratify this Convention without violating the provisions of Article 3, I should be very glad if you would indicate it to me.

I should be extremely grateful if you would let me have a reply to these questions, to which I attach a very great importance.

I have the honour to be, etc.,

(Signed) J. VAN DEN TEMPEL,
Minister of Social Affairs.

2. Letter from the Director of the International Labour Office to the Minister of Social Affairs of the Netherlands

(Translation)

Geneva, 18 April 1940.

Sir,

In your letter of 18 March 1940 (No. 5136, DIV. A. D.) you asked the Office for an explanation of the effect of Article 3, paragraph 2, of the draft Convention (No. 66) concerning the recruitment, placing and conditions of labour of migrants for employment.

I have the honour to transmit to you, in the accompanying memorandum, the view of the International Labour Office on this question, subject to the customary reservation that the Constitution of the International Labour Office does not confer on the Office any special power to give authoritative interpretations of the provisions of the Conventions adopted by the International Labour Conference.

I trust that the indications given in the memorandum may be of use to you and assist in facilitating the ratification by the Netherlands of the Convention in question.

I have the honour to be, etc.,

For the Director :
(Signed) E. J. PHELAN,
Assistant-Director.

Memorandum by the International Labour Office

(Translation)

I. As pointed out by the Netherlands Government, Article 3, paragraph 2, of Convention No. 66 does not include fee-charging employment agencies conducted with a view to profit among the agencies that may be allowed to engage in the operations of recruitment, introduction and placing defined in paragraph 1 of this Article. It follows from this omission that a State which ratifies the Convention cannot permit agencies of this kind to engage in these operations in its territory. It is necessary, however, to make it clear that Article 3, paragraph 2, does not raise any question as to the existence or operation of fee-charging employment agencies conducted with a view to profit, this question having been dealt with by Convention No. 34. The effect of the provision is solely to exclude from the scope of the operations of such agencies, where they exist, operations of recruitment, introduction and placing of migrants for employment which are defined in paragraph 1 of Article 3 of Convention No. 66.

There is thus no obstacle to the ratification of Convention No. 66 in the mere fact that the Netherlands legislation, as is indicated in the Government's letter, provides for the methodical extinction of fee-charging employment agencies conducted with a view to profit by a system under which a person already conducting such an agency on 1 March 1929 may be authorised, subject to all other conditions being fulfilled, to continue to conduct it until at latest the death of the person so authorised. Any obstacle there might be would be due only to the difficulty the Netherlands Government might find in prohibiting, pending the ultimate disappearance of all the fee-charging employment agencies conducted with a view to profit under the system of extinction now in force, such agencies as may continue to exist from engaging in the operations specified and defined in Article 3, paragraph 1, of the Convention.

In other words, it is not necessary, in order to permit ratification of the Convention, that the Netherlands legislation should be amended so as to

replace the present system of gradual extinction by a system of abolition. Such an amendment would be required only to enable ratification of Convention No. 34. All that would be required for the ratification of Convention No. 66 would be that private employment agencies conducted with a view to profit should be debarred from engaging in the operations of recruitment, introduction and placing of migrants for employment. Only if such a prohibition should be deemed impractical would it be necessary to conclude that, for the time being, ratification of the Convention by the Netherlands Government is impossible.

II. With a view to considering the possibilities of overcoming this difficulty the Netherlands Government enquires what measures have been taken by other States to bring their legislation into harmony with the provisions of the Convention. The Netherlands Government, indeed, appears to consider it unlikely that the elimination of employment agencies conducted with a view to profit can be contemplated in the case of certain classes of workers, and in particular of artistes, hotel workers and domestic workers.

Inasmuch as there is as yet no ratification of Convention No. 66, it is not possible at present to cite the experience of other countries. It may, however, be pointed out that the Conference was acting quite deliberately when it dealt with employment agencies conducted with a view to profit in the way it did in Article 3 of the Convention. In the Grey Report prepared for the first discussion of the subject at the 1938 Session of the Conference, the Office suggested that Governments might be consulted on the following point :

6. (1) Bodies to be authorised to recruit workers of one country and introduce them into and place them in employment in another country :

- (a) public employment exchanges or other public bodies ;
- (b) subject to securing a licence from authorities for this purpose :
 - (i) an employer or persons engaged by him and acting only on his behalf ;
 - (ii) *private employment agencies* (persons, companies, institutions, agencies or other organisations acting as intermediaries either for securing employment for a worker or a worker for an employer).

When this point came under discussion in the Conference Committee on Migrant Workers, an amendment to redraft the opening phrase of clause (b) (ii) to read "*private employment agencies not conducted with a view to profit*" was submitted by the Polish Government member who gave reasons why, in his view, employment agencies conducted with a view to profit should in any event be debarred from engaging in the operations in question. This amendment was adopted without opposition.

It was on the question thus formulated that Governments were consulted and, on the basis of the replies received, the Office submitted, in the Blue Report prepared for the second discussion of the subject at the 1939 Session of the Conference, the following draft of this provision of the Convention :

2. The right to engage in the operations enumerated in paragraph 1 of this Article shall be restricted to—

- (a) public employment agencies or other public bodies of the territory in which the operations take place ;
- (b) public bodies of territory other than that in which the operations take place and which are authorised to operate in that territory by an agreement between the Governments concerned ;
- (c) any body established in accordance with the terms of an international instrument ;

- (d) a prospective employer or a person in his service acting on his behalf; and
- (e) private employment agencies not conducted with a view to profit.

When the draft text came under discussion in the Conference Committee on Migrant Workers, the Netherlands Government member proposed to amend the paragraph by adding a new clause (f) in the following terms: "private employment agencies conducted with a view to profit with a special licence granted by the public authorities in accordance with national laws and regulations".

The reasons that had been invoked the previous year by the Polish Government member were urged against this amendment, which was rejected by 43 votes to 22.

From these votes it is to be presumed that other Governments may perhaps not find the same difficulties as the Netherlands Government in applying Article 3, paragraph 2, of the Convention in the form in which it was adopted.

III. Finally, it may be observed that, even in the Netherlands, it appears from the legislation that it is not considered impractical to dispense with the services of employment agencies conducted with a view to profit for the operations of recruitment, introduction and placing of migrants for employment. In fact, as has been pointed out above, the system now in operation in the Netherlands in regard to these agencies must result automatically in their disappearance by the end of an indefinite period, which cannot extend beyond the date of the death of the last person who, on 1 March 1929, was conducting an employment agency with a view to profit. The working of the system clearly implies that during this period all the operations at present carried out by employment agencies conducted with a view to profit, including those relating to the recruitment, introduction and placing of migrants for employment of all kinds, will be effectively taken over by other placing agencies, the intervention of which is permitted by Convention No. 66.

Hence, without any amendment of the existing legislation, the Netherlands will eventually be automatically in a position to ratify the Convention. The question that arises is whether any steps can be taken to hasten the time when this position will be reached. From the legal point of view, in order to attain this result it would be necessary that employment agencies conducted with a view to profit should, pending their automatic disappearance, no longer be authorised to engage in the operations specified in Article 3, paragraph 1, of the Convention. From the practical point of view it would be necessary that arrangements should be made now for the transfer of the conduct of these operations to other agencies—arrangements which will, in any event, be necessary to fill the gap left by the employment agencies conducted with a view to profit as they gradually disappear.

Official Action on the Decisions of the International Labour Conference

Conventions

CHINA

Formal ratification of the Convention (No. 59) fixing the minimum age for admission of children to industrial employment (revised 1937).

By letter dated 19 February 1940 the Director of the Permanent Office of the Chinese Delegation to the League of Nations communicated to the Secretary-General of the League of Nations the ratification by China of the above-named Convention.

The letter from the Director of the Permanent Office of the Chinese Delegation to the League of Nations is as follows :

Geneva, 19 February 1940.

Sir,

I have the honour to inform you, in accordance with the provisions of Article 10 of the Convention fixing the minimum age for admission of children to industrial employment (revised 1937), adopted as a Draft Convention by the International Labour Conference at its 23rd Session on 22 June 1937, that the Chinese Government ratified this Convention on 2 December 1939.

I am now instructed to forward to you herewith, together with an English translation, the instrument of ratification by my Government of the above-named Convention, which, in accordance with the provisions thereof, is to be registered by the Secretariat of the League of Nations.

I have the honour to be, etc.,

(Signed) WHO CHI TSAI,
*Director of the Permanent Office
of the Chinese Delegation to the
League of Nations.*

In accordance with Article 20 of the Constitution of the International Labour Organisation, the ratification by China of this Convention was registered by the Secretariat of the League of Nations on 21 February 1940.

The text of the instrument of ratification is as follows :

(Translation)

The National Government of the Republic of China, by these Presents, ratifies the Convention fixing the minimum age for admission of children to industrial employment (revised 1937), adopted as a Draft Convention by the International Labour Conference at its Twenty-third Session on 22 June 1937, in accordance with the provisions of Article 10 of this Convention.

IN FAITH WHEREOF the Great Seal of the Republic of China and the signature of the President of the National Government are affixed to these Presents.

The second day of the twelfth month of the twenty-eighth year of the Republic of China (2 December 1939).

(Signed) LIN SHEN,

*President of the National Government
of the Republic of China.*

(Countersigned) WANG CHUNG-HUI,

Minister for Foreign Affairs.

EGYPT

Formal ratification of the Convention (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

On 5 October 1940 the Chargé d'Affaires for Egypt at Berne deposited with the Secretariat of the League of Nations the instrument of ratification by Egypt of the above-named Convention.

In accordance with Article 20 of the Constitution of the International Labour Organisation, this ratification was registered by the Secretariat of the League of Nations on 5 October 1940.

The record of the deposit of the instrument of ratification is as follows :

Société des Nations

League of Nations

(Translation)

Record
of the deposit of the instrument of ratification
by EGYPT

of the Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, adopted by the International Labour Conference at its Twenty-fourth Session held at Geneva on 20 June 1938.

In conformity with the provisions contained in Article 25 of the Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, Mr. Waguih Rostum, Chargé d'Affaires for Egypt at Berne, called today at the Secretariat of the League of Nations to effect the deposit of the instrument of ratification of the above-named Convention by His Majesty the King of Egypt.

The instrument, having been examined and found to be in good and correct form, has been deposited for safekeeping in the archives of the League of Nations.

In accordance with the provisions of the first paragraph of Article 2 of the Convention, the Egyptian Government excludes from its ratification Parts III and IV of the said Convention.

IN FAITH WHEREOF the undersigned have prepared this record.
Done in two copies at Geneva, this fifth day of the month of October one thousand nine hundred and forty.

(Signed) T. AGHNIDES,
Under-Secretary-General.

(Signed) W. ROSTUM,
Chargé d'Affaires for Egypt at Berne.

The text of the instrument of ratification is as follows :

(Translation)

FAROUK THE FIRST, KING OF EGYPT

To all whom these Presents shall come : Greeting !

Having seen and considered the Draft Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, adopted by the International Labour Conference at its Twenty-fourth Session held at Geneva from 2 to 22 June 1938, the tenor of which is as follows :

[Here follows the text of the Convention]

We, having given Our approval to the above Draft Convention, with the exclusion of Parts III and IV thereof, hereby accept and confirm it, and by these Presents declare to accept, ratify and confirm it, and to promise to observe it and to ensure that it shall be inviolably observed, with the exclusion of Parts III and IV thereof.

IN FAITH WHEREOF, We have signed with Our Own hand this present instrument of ratification and caused Our Royal Seal to be affixed thereto.

Done at the Palace of Abdine, this twenty-ninth day of the month of Ragab of the Islamic Year one thousand three hundred and fifty-nine (the second day of the month of September of the year one thousand nine hundred and forty).

(Signed) FAROUK R.

By the King :
Minister of Foreign Affairs :

(Signed) HUSSAN SABRY

IRAQ

Formal ratification of the Conventions (No. 19) concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents (1925), (No. 42) concerning workmen's compensation for occupational diseases (revised 1934), and (No. 58) fixing the minimum age for the admission of children to employment at sea (revised 1936).

By letter dated 18 April 1940, the Minister for Foreign Affairs of Iraq communicated to the Secretary-General of the League of Nations the ratification by Iraq of the first-named Convention.

The letter from the Minister for Foreign Affairs is as follows :

Baghdad, 18 April 1940.

Sir,

I have the honour to inform you that the Royal Government of Iraq hereby formally accede to the Convention (No. 19) concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

I should be obliged if you would be good enough to let me know the date on which the above-mentioned Convention will enter into force in respect of Iraq.

I have the honour to be, etc.,

For the Minister for Foreign Affairs :
(Signed) R. KHAJAN.

In accordance with the provisions of Article 20 of the Constitution of the International Labour Organisation, the ratification of this Convention by Iraq was registered by the Secretariat of the League of Nations on 30 April 1940.

By letter dated 7 July 1941, the Minister for Foreign Affairs communicated to the Secretary-General of the League of Nations the instrument of ratification by Iraq of the Convention (No. 42) concerning workmen's compensation for occupational diseases (revised 1934).

The letter from the Minister for Foreign Affairs is as follows :

Baghdad, 7 July 1941.

Sir,

I have the honour to refer to the letter of the International Labour Office dated 28 May 1937, addressed to the Ministry of Interior regarding the ratification of the Convention (No. 42) concerning workmen's compensation for occupational diseases (revised 1934).

I beg to transmit herewith the instrument of ratification of the said Convention executed by His Highness the Regent in the name of His Majesty the King, together with an English translation thereof.

I should be grateful if you would be good enough to acknowledge receipt of this communication.

I have the honour to be, etc.,

Minister for Foreign Affairs :
(Signed) (Illegible.)

In accordance with the provisions of Article 20 of the Constitution of the International Labour Organisation, the ratification by Iraq of this Convention was registered by the Secretariat of the League of Nations on 25 July 1941.

The text of the instrument of ratification is as follows :

(Translation)

By the Grace of God
FAISAL THE SECOND, KING OF IRAQ,

To all to whom this Instrument shall come, Greeting !

WHEREAS on 4 June 1934, the International Labour Conference adopted a Draft Convention (No. 42) concerning workmen's compensation for occupational diseases (revised 1934) ;

AND WHEREAS on 28 May 1937, the Secretary-General of the League of Nations communicated to Our Minister for Foreign Affairs a certified true copy of the said Draft Convention ;

AND WHEREAS it is provided in Article 405 of the Treaty of Versailles that in the case of a Draft Convention so communicated each Member of the International Labour Organisation shall, if such Draft Convention obtains the consent of the authority or authorities within whose competence the matter lies, communicate the formal ratification thereof to the Secretary-General of the League of Nations ;

AND WHEREAS the said Draft Convention has obtained, on 24 July 1939, the consent of the authority or authorities within whose competence the matter lies and such action as is necessary to make the provisions of the said Draft Convention effective has been taken ;

WE, having seen and considered the said Draft Convention, have approved, accepted and confirmed the same in all and every one of its Articles and Clauses, as We do by this Instrument approve, accept, confirm and ratify them for Ourselves, Our Heirs and Successors, engaging and promising upon Our Royal Word that We will sincerely and faithfully perform and observe all and singular the things which are contained and expressed in the said Draft Convention, and that We will never suffer the same to be violated by anyone or transgressed in any manner as far as lies in Our power,

For the greater testimony and validity of all which We have caused Our Royal Seal to be affixed to the Instrument.

DONE at the Royal Palace of Baghdad the twentieth day of Jamad-ul-Awal, 1360 of the Hijra, corresponding with the fourth day of June 1939 of the Christian Era and in the third year of Our Reign.

In the Name of His Majesty

KING FAISAL II,

The Regent :

By Command of His Highness

The Regent :

Minister for Foreign Affairs :

(Signed) (Illegible.)

By letter dated 13 December 1939 the Minister for Foreign Affairs communicated to the Secretary-General of the League of Nations the instrument of ratification by Iraq of the Convention (No. 58) fixing the minimum age for the admission of children to employment at sea (revised 1936).

The letter from the Minister for Foreign Affairs is as follows :

Baghdad, 13 December 1939.

Sir,

I have the honour to refer to the letter of the International Labour Office dated 23 November 1939, addressed to the Ministry of Interior concerning the ratification of the Convention (No. 58) fixing the minimum age for the admission of children to employment at sea (revised 1936).

I have the honour to transmit herewith the instrument of ratification of the said Convention, executed by His Highness the Regent in the name of His Majesty the King, together with an English translation thereof.

I should be grateful if you would be good enough to acknowledge the receipt of this communication.

I have the honour to be, etc.,

For the Minister for Foreign Affairs :
(Signed) R. KHAJAN.

In accordance with Article 20 of the Constitution of the International Labour Organisation, the ratification of this Convention by Iraq was registered by the Secretariat of the League of Nations on 30 December 1939.

The text of the instrument of ratification is as follows :

(Translation)

By the Grace of God
FAISAL THE SECOND, KING OF IRAQ,

To all to whom this Instrument shall come, Greeting !

WHEREAS on 24 October 1936 the International Labour Conference adopted a draft Convention (No. 58) fixing the minimum age for the admission of children to employment at sea (revised 1936) :

AND WHEREAS on 21 January 1937, the Secretary-General of the League of Nations communicated to Our Minister for Foreign Affairs a certified true copy of the said draft Convention :

AND WHEREAS it is provided in Article 405 of the Treaty of Versailles that in the case of a draft Convention so communicated each Member of the International Labour Organisation shall, if such draft Convention obtains the consent of the authority or authorities within whose competence the matter lies, communicate the formal ratification thereof to the Secretary-General of the League of Nations :

AND WHEREAS the said draft Convention has obtained, on 23 January 1938, the consent of the authority or authorities within whose competence the matter lies and such action as is necessary to make the provisions of the said draft Convention effective has been taken :

WE, having seen and considered the said draft Convention, have approved, accepted and confirmed the same in all and every one of its Articles and Clauses, as We do by this Instrument approve, accept, confirm and ratify them for Ourselves, Our Heirs and Successors ; engaging and promising upon our Royal Word that We will sincerely and faithfully perform and observe all and singular the things which are contained and expressed in the said Draft Convention, and that We will never suffer the same to be violated by any one, or transgressed in any manner, as far as lies in Our power.

For the greater testimony and validity of all which We have caused Our Royal Seal to be affixed to this instrument,

DONE at the Royal Palace of Baghdad, the twenty-fifth day of Rabi-ul-Thani, 1358, of the Hijra, corresponding with the fifteenth day of June, 1939, of the Christian Era, and in the first year of Our Reign.

In the Name of His Majesty

KING FAISAL II,

The Regent:

By Command of His Highness

The Regent:

Minister for Foreign Affairs:

(Signed) (Illegible.)

MEXICO

Formal ratification of the Conventions (No. 54) concerning annual holidays with pay for seamen (1936), (No. 62) concerning safety provisions in the building industry (1937) and (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

By letter dated 11 June 1942, the Mexican Consul and Chargé for Relations with the League of Nations in Berne transmitted to the Acting Secretary-General of the League of Nations the instrument of ratification by Mexico of the Convention (No. 54) concerning annual holidays with pay for seamen.

The letter from the Mexican Consul and Chargé for Relations with the League of Nations is as follows:

(Translation)

Berne, 11 June 1942.

Sir,

I have the honour to inform you that my Government has forwarded to me the instrument of ratification by Mexico of the Convention concerning annual holidays with pay for seamen, which was adopted at the 21st Session of the International Labour Conference in 1936.

I therefore have the honour to transmit to you the aforesaid instrument of ratification and to request that you be good enough to inform me of the exact date on which this ratification is registered by the Secretariat.

I have the honour to be, etc.,

(Signed) Jorge Daesslé SEGURA,

*Consul and Chargé for Relations
with the League of Nations.*

In accordance with the provisions of Article 20 of the International Labour Organisation the ratification by Mexico of this Convention was registered by the Secretariat of the League of Nations on 12 June 1942.

By letter dated 2 July 1941 the Acting Chargé d'Affaires for Mexico in Geneva transmitted to the Acting Secretary-General of the League of Nations the instrument of ratification by Mexico of the Convention (No. 62) concerning safety provisions in the building industry.

The letter from the Acting Chargé d'Affaires is as follows :

(Translation)

Geneva, 2 July 1941.

Sir,

I have the honour to inform you that my Government has forwarded to me the instrument of ratification by Mexico of the Convention (No. 62) concerning safety provisions in the building industry which was adopted by the International Labour Conference at its 23rd Session in June 1937.

I therefore have the honour to transmit to you the aforesaid instrument of ratification and to request that you be good enough to inform me of the exact date on which this ratification is registered by the Secretariat.

I have the honour to be, etc.,

(Signed) Palma GUILLÉN,
Acting Chargé d'Affaires for Mexico.

In accordance with Article 20 of the Constitution of the International Labour Organisation, the ratification of the above-named Convention was registered by the Secretariat of the League of Nations on 4 July 1941.

By letter dated 14 July 1942 the Mexican Consul and Chargé for Relations with the League of Nations in Berne communicated to the Acting Secretary-General the instrument of ratification by Mexico of the Convention (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

The letter from the Mexican Consul and Chargé for Relations with the League of Nations is as follows :

(Translation)

Berne, 14 July 1942.

Sir,

I have the honour to inform you that my Government has forwarded to me the instrument of ratification by Mexico of the Convention (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, which was adopted by the International Labour Conference at its 24th Session held at Geneva in June 1938.

I therefore have the honour to transmit to you the aforesaid instrument of ratification and to request that you be good enough to inform me of the exact date on which this ratification is registered by the Secretariat of the League of Nations.

I have the honour to be, etc.,

(Signed) Jorge Daesslé SEGURA.
Consul and Chargé for Relations
with the League of Nations.

In accordance with Article 20 of the Constitution of the International Labour Organisation the ratification by Mexico of this Convention was registered by the Secretariat of the League of Nations on 16 July 1942.

The text of the instrument of ratification of the Convention (No. 54) concerning annual holidays with pay for seamen (1936) is as follows :

(Translation)

MANUEL AVILA CAMACHO

Constitutional President of the United States of Mexico,

To all who may see these Presents, make known :

WHEREAS the International Labour Conference at its 21st Session held at Geneva, Switzerland, adopted on the twenty-fourth day of October one thousand nine hundred and thirty-six, a draft Convention concerning annual holidays with pay for seamen, the text and tenor of which are as follows :

[Here follows the text of the Convention in Spanish]

WHEREAS the Convention reproduced above was approved by the Senate of the Union on the twenty-eighth day of December, one thousand nine hundred and thirty-nine,

NOW THEREFORE, I, MANUEL AVILA CAMACHO, Constitutional President of the United States of Mexico, in exercise of the powers conferred upon me by paragraph 10 of Article 89 of the Political Constitution, hereby ratify, accept and confirm the said Convention, and promise, in the name of the Mexican Republic, to execute and observe it and to cause it to be executed and observed.

IN FAITH WHEREOF, We have issued these presents, signed by Our Hand, authenticated by the Great Seal of the Nation, and countersigned by Mr. EZEQUIEL PADILLA, Secretary for External Relations, at the Seat of the Federal Executive Power in the City of Mexico, this twenty-first day of the month of October one thousand nine hundred and forty-one.

(Signed) M. AVILA CAMACHO.

The Secretary for External Relations,

(Signed) (Illegible.)

The instruments of ratification for Conventions Nos. 62 and 63 are in similar terms.

NETHERLANDS

Formal ratification of the Conventions (No. 13) concerning the use of white lead in painting (1921) and (No. 63) concerning statistics of wages in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

The ratification of the Convention (No. 13) concerning the use of white lead in painting (1921) was registered by the Secretariat of the League of Nations on 15 December 1939.

The text of the instrument of ratification is as follows :

(Translation)

WE, WILHELMINA,

By the Grace of God, Queen of the Netherlands, Princess of Orange-Nassau, etc.

To all who may see these Presents, Greeting!

Having seen and examined the draft Convention concerning the use of white lead in painting, adopted on 19 November 1921 by the General Conference of the International Labour Organisation of the League of Nations at its 3rd Session held at Geneva from 25 October to 19 November 1921, the tenor of which is as follows :

[Here follows the text of the Convention in French and English]

Approve by these Presents the aforesaid draft Convention, Declare that it is accepted, ratified and confirmed, and Promise that it shall be inviolably observed.

IN FAITH WHEREOF, We have delivered these Presents, signed by Our hand and ordered them to be sealed with Our Royal Seal.

GIVEN at The Hague this second day of December in the Year of Grace one thousand nine hundred and thirty-nine.

(Signed) WILHELMINA.

(Signed) E. N. VAN KLEFFENS.

By letter dated 7 March 1940 the Acting Chargé d'Affaires for the Netherlands in Berne communicated to the Acting Secretary-General of the League of Nations the instrument of ratification by the Netherlands of the Convention (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

The letter from the Acting Chargé d'Affaires is as follows :

(Translation)

Berne, 7 March 1940.

Sir,

I have the honour to transmit, in accordance with instructions from my Government, the instrument of ratification, signed by Her Majesty the Queen of the Netherlands at The Hague on 24 February 1940, of the Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, which was adopted on 20 June 1938 by the General Conference of the International Labour Organisation in the course of its 24th Session held at Geneva from 2 to 22 June 1938, and approved by the Netherlands Act of 16 November 1939 (*Collection of Laws of the Kingdom of the Netherlands*, No. 33).

In transmitting to you this instrument, I have the honour to request that you be good enough to inform me of the date on which the ratification of this Convention is registered with the Secretariat of the League of Nations.

I have the honour to be, etc.,

(Signed) H. BOSCH VAN DRAKESTEIN,
Acting Chargé d'Affaires for the
Netherlands.

In accordance with the provisions of Article 20 of the Constitution of the International Labour Organisation, the ratification by the Netherlands of this Convention was registered by the Secretariat of the League of Nations on 9 March 1940.

The text of the instrument of ratification is as follows :

(Translation)

WE, WILHELMINA,

By the Grace of God, Queen of the Netherlands, Princess of Orange-Nassau, etc.

To all who may see these Presents, Greeting !

Having seen and examined the draft Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, adopted on 20 July 1938 by the General Conference of the International Labour Organisation in the course of its 24th Session held at Geneva from 2 to 22 June 1938, the tenor of which is as follows :

[Here follows the text of the Convention in French and English]

Approve by these Presents the aforesaid draft Convention, Declare that it is executed, ratified and confirmed, and Promise that it shall be inviolably observed.

IN FAITH WHEREOF, We have delivered these Presents signed by Our hand and have ordered them to be sealed with Our Royal Seal.

GIVEN at The Hague, this twenty-fourth day of the month of February in the Year of Grace one thousand nine hundred and forty.

(Signed) WILHELMINA.

(Signed) E. N. VAN KLEFFENS.

NEW ZEALAND

Formal ratification of the Convention (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

By letter dated 19 October 1939 the Prime Minister of New Zealand communicated to the Secretary-General of the League of Nations the formal ratification by New Zealand of the above-named Convention.

The letter from the Prime Minister is as follows :

Wellington, 19 October 1939.

Sir,

I have the honour to forward you herewith formal notification of the ratification by the New Zealand Government of draft Convention No. 63, adopted by the 24th Session of the International Labour Conference in June 1938.

I have the honour to be, etc.,

(Signed) P. C. WEBB,

For the Prime Minister.

In accordance with the provisions of Article 20 of the Constitution of the International Labour Organisation, the ratification by New Zealand of this Convention was registered by the Secretariat of the League of Nations on 18 January 1940.

The text of the instrument of ratification is as follows :

WHEREAS the Secretary-General of the League of Nations has communicated to His Majesty's Government in New Zealand a certified copy of draft Convention No. 63 adopted by the 24th Session of the International Labour Conference in June 1938 ;

AND WHEREAS it is provided in Article 405 of the Treaty of Versailles that in the case of a draft Convention so communicated each member of the International Labour Organisation shall, if such draft Convention obtains the consent of the authority or authorities within whose competence the matter lies, communicate the formal ratification thereof to the Secretary-General of the League of Nations ;

AND WHEREAS the said draft Convention has in respect of New Zealand obtained the consent of the authority or authorities within whose competence the matter lies and such action as is necessary to make the provisions of the said draft Convention effective therein has been taken ;

NOW THEREFORE, the Government of New Zealand, having considered the draft Convention, hereby confirm and ratify the same and undertake faithfully to perform and carry out all the stipulations therein contained, subject to the express reservation that Part II—Statistics of Average Earnings and of Hours Actually Worked—be excluded from acceptance of the draft Convention in accordance with the provision made in Article 2 of the same, and subject to the further reservation that all areas shall be excluded from the application of the Convention other than the North Island of New Zealand and adjacent islets ; the South Island of New Zealand and adjacent islets ; Stewart Island and adjacent islets ; and the Chatham Islands.

IN WITNESS whereof this instrument of ratification is signed and sealed by the Prime Minister and the Minister of External Affairs of the Dominion of New Zealand.

DATED at Wellington, this 10th day of October one thousand nine hundred and thirty-nine.

(Signed) M. J. SAVAGE,
Prime Minister and Minister of
External Affairs.

NORWAY

Formal ratification of the Conventions (No. 22) concerning seamen's articles of agreement (1926) and (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

By letter dated 20 March 1940 the Secretary-General of the Ministry of Foreign Affairs communicated to the Secretary-General of the League of Nations the instrument of ratification by Norway of the above-named Conventions.

The letter from the Ministry of Foreign Affairs is as follows :

(Translation)

Oslo, 20 March 1940.

Sir,

I have the honour to transmit to you, for the purpose of registration with the Secretariat of the League of Nations the instrument of ratification by His Majesty the King of Norway of the following Conventions :

1. Convention concerning seamen's articles of agreement, adopted as a draft Convention by the International Labour Conference at its Ninth Session on 24 June 1926 ;
2. Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, adopted as a draft Convention by the International Labour Conference at its Twenty-fourth Session on 20 June 1938.

The adherence of Norway to the Convention mentioned under No. 2 above is subject to the exclusion of Part III thereof in pursuance of the provisions of Article 2 of this Convention. I have the honour therefore to append to the instrument of ratification a declaration to this effect.

I have the honour to be, etc.,

For the Minister :
(Signed) JINS BULL,
Secretary-General.

In accordance with the provisions of Article 20 of the Constitution of the International Labour Organisation, the ratification by Norway of these Conventions was registered by the Secretariat of the League of Nations on 29 March 1940.

The text of the instrument of ratification of the Convention concerning seamen's articles of agreement is as follows :

(Translation)

WE, HAAKON,
King of Norway,

Hereby make known that :

Having seen and examined the Convention concerning seamen's articles of agreement adopted as a draft Convention by the International Labour Conference at its Ninth Session on 24 June 1926,

We have resolved to adhere by these Presents to the said Convention and promise to cause it to be observed in accordance with its form and tenor.

IN FAITH WHEREOF, We have signed this letter of adherence and have caused it to be sealed with the Seal of the Kingdom.

Royal Palace,
Oslo, 7 March 1940.

(Signed) HAAKON R.

(Signed) Halvdan KOHT.

The instrument of ratification of the Convention concerning statistics of wages and hours of work is in similar terms, but it is accompanied by the following Declaration in accordance with Article 2 of the Convention :

I, the undersigned, Minister of Foreign Affairs of Norway, hereby declare that in adhering to the Convention concerning statistics of wages

and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, adopted by the International Labour Conference at its Twenty-fourth Session on 20 June 1938, Norway excludes from its acceptance Part III of the Convention, in accordance with paragraph 1 of Article 2 of the Convention.

Oslo, 7 March 1940.

(Signed) Halvdan KOHT,
Minister of Foreign Affairs.

SWEDEN

Formal ratification of the Convention (No. 20) concerning night work in bakeries (1925).

By letter dated 3 January 1940, the Acting Chargé d'Affaires for Sweden at Berne communicated to the Acting Secretary-General of the League of Nations the instrument of ratification by Sweden of the above-named Convention.

The letter from the Acting Chargé d'Affaires is as follows :

(Translation)

Berne, 3 January 1940.

Sir,

In accordance with instructions received from my Government, I have the honour to transmit to you herewith the formal ratification by Sweden of the Convention concerning night work in bakeries, adopted as a draft Convention by the International Labour Conference at its session held in Geneva in 1925.

I have the honour to be, etc.,

(Signed) Osten LUNDBORG,
Chargé d'Affaires for Sweden.

In accordance with Article 20 of the Constitution of the International Labour Organisation, the ratification by Sweden of this Convention was registered by the Secretariat of the League of Nations on 5 January 1940.

The text of the instrument of ratification is as follows :

(Translation)

WE, GUSTAF,

By the Grace of God, King of the Swedes, the Goths and the Wends hereby make known that :

The Resolutions adopted by the Conference of the International Labour Organisation at Geneva in 1925 having been, in accordance with the provisions of Part XIII of the Treaty of Versailles, submitted to the Swedish Riksdag, and the Riksdag having approved the draft Convention concerning night work in bakeries, adopted by the Conference ;

To this end and purpose it is Our pleasure hereby to ratify, approve and accept the said Convention with all its Articles, points and clauses.

IN FAITH WHEREOF, We have signed these Presents with Our own hand and have caused Our Royal Seal to be affixed thereto.

Given at the Castle of Stockholm, 1 December 1939.

(Signed) GUSTAF R.

(Countersigned) Rickard SANDLER.

SWITZERLAND

Formal ratification of the Conventions (No. 11) concerning the rights of association and combination of agricultural workers (1921), (No. 29) concerning forced or compulsory labour (1930), (No. 45) concerning the employment of women on underground work in mines of all kinds (1935), (No. 62) concerning safety provisions in the building industry (1937) and (No. 63) concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture (1938).

By letter dated 21 May 1940 the Head of the Swiss Federal Political Department communicated to the Acting Secretary-General of the League of Nations the instrument of ratification by Switzerland of the above-named Conventions.

The letter from the Head of the Swiss Federal Political Department is as follows :

(Translation)

Berne, 21 May 1940.

Sir,

I have the honour to transmit to you, for the purposes of registration, the instruments of ratification by the Federal Council of the following Acts :

1. The International Labour Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, with the exclusion of Parts III and IV thereof ;
2. The International Labour Conventions concerning the rights of association and combination of agricultural workers (1921) ; forced or compulsory labour (1930) ; the employment of women on underground work in mines of all kinds (1935) ; and safety provisions in the building industry (1937).

I have the honour to be, etc.,

(Signed) BONNA,
Federal Political Department.

In accordance with the provisions of Article 20 of the Constitution of the International Labour Organisation, the ratifications of the above-named Conventions by Switzerland were registered by the Secretariat of the League of Nations on 23 May 1940.

The text of the instrument of ratification of the Convention (No. 11) concerning the rights of association and combination of agricultural workers is as follows :

(Translation)

THE FEDERAL COUNCIL OF THE SWISS CONFEDERATION,

Having seen and examined the Convention concerning the rights of association and combination of agricultural workers adopted by the General Conference of the International Labour Organisation of the League of Nations at its 3rd Session held in 1921, which Convention was approved by the Federal Assembly of the Swiss Confederation on 20 June 1939 and the tenor of which is as follows :

[Here follows the text of the Convention in French]

DECLARES that the above Convention is ratified and has force of law in all its parts, promising in the name of the Swiss Confederation to cause it to be strictly and faithfully observed so long as it shall remain applicable in Switzerland.

IN FAITH WHEREOF, the present ratification has been signed by the President and the Chancellor of the Swiss Confederation and sealed with the Federal Seal.

DONE at Berne this thirtieth day of April one thousand nine hundred and forty (30 April 1940).

On behalf of the Swiss Federal Council :

(Signed) PILET-GOLAZ,

President of the Confederation.

(Signed) G. BOVET,

Chancellor of the Confederation.

The instruments of ratification of Conventions Nos. 29, 45 and 62 are in similar terms.

The instrument of ratification of Convention No. 63 is in the following terms :

(Translation)

THE FEDERAL COUNCIL OF THE SWISS CONFEDERATION,

Having seen and examined the Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, adopted by the General Conference of the International Labour Organisation of the League of Nations at its 24th Session held in 1938, which Convention was approved by the Federal Assembly of the Swiss Confederation on 20 June 1939 and the tenor of which is as follows :

[Here follows the text of the Convention in French]

DECLARES that the above Convention is ratified and has force of law as regards Parts I, II, V and VI, promising in the name of the Swiss Confederation to cause it to be strictly and faithfully observed so long as it shall remain applicable in Switzerland.

IN FAITH WHEREOF, the present ratification has been signed by the President and the Chancellor of the Swiss Confederation and sealed with the Federal Seal.

DONE at Berne this thirtieth day of April one thousand nine hundred and forty (30 April 1940).

On behalf of the Swiss Federal Council :

*(Signed) PILET-GOLAZ,
President of the Confederation.*

*(Signed) G. BOVET,
Chancellor of the Confederation.*

UNITED KINGDOM OF GREAT BRITAIN AND
NORTHERN IRELAND

Formal ratification of the Conventions (No. 64) concerning the regulation of written contracts of employment of indigenous workers and (No. 65) concerning penal sanctions for breaches of contracts of employment by indigenous workers (1939).

By letter dated 19 October 1944 the Acting Secretary-General of the League of Nations informed the Office that, by letter dated 27 January 1943, His Majesty's Secretary of State for Foreign Affairs had communicated to him the formal ratification by the United Kingdom of Great Britain and Northern Ireland of the above-named Conventions.

The letter from His Britannic Majesty's Secretary of State for Foreign Affairs to the Acting Secretary-General of the League of Nations is as follows :

London, 27 January 1943.

Sir,

In accordance with the 7th paragraph of Article 19 of the Constitution of the International Labour Organisation providing for the communication of the formal ratification of Conventions to the Secretary-General of the League of Nations, I am directed by Mr. Secretary Eden to inform you that Orders in Council have been made ratifying draft Conventions Nos. 64 and 65 adopted at the Twenty-fifth Session of the International Labour Conference in June 1939. One copy of each Order in Council is enclosed herein.

I am, etc.,

(Signed) F. K. ROBERTS.

In accordance with Article 20 of the Constitution of the International Labour Organisation, the ratification of these Conventions by the United Kingdom was registered by the Secretariat of the League of Nations on 24 August 1943.

The text of the instrument of ratification of the first-named Convention is as follows :

AT THE COUNCIL CHAMBER, WHITEHALL

The 12th day of January, 1943

BY THE LORDS OF HIS MAJESTY'S MOST HONOURABLE PRIVY COUNCIL

WHEREAS on 21st September, 1939, the Secretary-General of the League of Nations communicated to His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland a certified copy of a draft Convention (No. 64) concerning the regulation of written contracts of employment of indigenous workers which had been adopted by the International Labour Conference at Geneva on 27th June, 1939;

AND WHEREAS it is provided in Article 19 of the Constitution of the International Labour Organisation that in the case of a draft Convention so communicated each Member of the International Labour Organisation shall, if such draft Convention obtains the consent of the authority or authorities within whose competence the matter lies, communicate the formal ratification thereof to the Secretary-General of the League of Nations;

AND WHEREAS the said draft Convention has in respect of Great Britain and Northern Ireland obtained the consent of the authority or authorities within whose competence the matter lies and such action as is necessary to make the provisions of the said draft Convention effective therein has been taken;

AND WHEREAS by virtue of Article 22 of the said draft Convention there is appended hereto a Declaration in accordance with which the said draft Convention is to apply to British Colonies, British Protectorates and Protected States, and Mandated Territories administered under the authority of His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland as set out in the said Declaration;

NOW, THEREFORE, the Lords of the Council are pleased to order, and it is hereby ordered, that the said draft Convention be confirmed and approved.

AND IT IS FURTHER ORDERED that formal communication thereof be made to the Secretary-General of the League of Nations.

(Signed) F. K. ROBERTS.

The text of the instrument of ratification of Convention No. 65 is as follows:

AT THE COUNCIL CHAMBER, WHITEHALL

The 12th day of January, 1943

BY THE LORDS OF HIS MAJESTY'S MOST HONOURABLE PRIVY COUNCIL

WHEREAS on 21st September, 1939, the Secretary-General of the League of Nations communicated to His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland a certified copy of a draft Convention (No. 65) concerning penal sanctions for breaches of contracts of employment by indigenous workers which had been adopted by the International Labour Conference at Geneva on 27th June, 1939;

AND WHEREAS it is provided in Article 19 of the Constitution of the International Labour Organisation that in the case of a draft Convention so communicated each Member of the International Labour Organisation shall, if such draft Convention obtains the consent of the authority or authorities within whose competence the matter lies, communicate the formal ratification thereof to the Secretary-General of the League of Nations

AND WHEREAS the said draft Convention has in respect of Great Britain and Northern Ireland obtained the consent of the authority or authorities within whose competence the matter lies and such action as is

necessary to make the provisions of the said draft Convention effective therein has been taken ;

AND WHEREAS by virtue of Article 4 of the said draft Convention there is appended hereto a Declaration in accordance with which the said draft Convention is to apply to British Colonies, British Protectorates and Protected States, and Mandated Territories administered under the authority of His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland as set out in the said Declaration ;

NOW, THEREFORE, the Lords of the Council are pleased to order, and it is hereby ordered, that the said draft Convention be confirmed and approved.

AND IT IS FURTHER ORDERED that formal communication thereof be made to the Secretary-General of the League of Nations.

(Signed) F. K. ROBERTS.

In accordance with Article 22 and Article 4 respectively of the above-named Conventions, the following Declarations, which form an integral part of the ratifications, determine the conditions of application thereof :

DECLARATION RELATING TO THE CONVENTION (No. 64) CONCERNING THE REGULATION OF WRITTEN CONTRACTS OF EMPLOYMENT OF INDIGENOUS WORKERS

List of British Colonies, of British Protectorates and Protected States and of Mandated Territories administered under the authority of His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland—

- (a) to which it is intended to apply without modification the provisions of the Convention concerning the regulation of written contracts of employment of indigenous workers ;
- (b) to which the provisions of the Convention shall apply subject to modifications together with details of the said modifications ;
- (c) to which the Convention is inapplicable, and the grounds on which it is inapplicable ;
- (d) in respect of which the decision as to the application of the Convention is reserved.

(a)

Aden.
 Basutoland.
 Bechuanaland Protectorate.
 British Guiana.
 British Honduras.
 British Solomon Islands Protectorate.
 Ceylon.
 Fiji.
 Gambia (Colony and Protectorate).
 Gilbert and Ellice Islands Colony.
 Gold Coast (comprising the Colony, Ashanti, the Northern Territories and Togoland under British Mandate).
 Hong Kong.
 Jamaica (including the Turks and Caicos Islands and the Cayman Islands).
 Kenya (Colony and Protectorate).

Leeward Islands (comprising the Presidencies of Antigua, Montserrat, St. Christopher and Nevis and the Virgin Islands).
 Malay States (comprising (i) the Federated Malay States (Negri Sembilan, Pahang, Perak and Selangor) (ii) the Unfederated Malay States (Johore, Kedah, Kelantan, Perlis, Trengganu and Brunei)).
 Mauritius.
 Nigeria (comprising the Colony, the Protectorate and the Cameroons under British Mandate).
 Northern Rhodesia.
 Nyasaland Protectorate.
 St. Helena and Ascension.
 Sarawak.
 Seychelles.
 Sierra Leone (Colony and Protectorate).
 Somaliland Protectorate.
 Straits Settlements.
 Swaziland.
 Tanganyika Territory.
 Tonga.
 Trinidad and Tobago.
 Uganda Protectorate.
 Windward Islands (comprising the Colonies of Dominica, Grenada, St. Lucia and St. Vincent).
 Zanzibar Protectorate.

None. (b)

(c)
 Cyprus.
 Falkland Islands and Dependencies.
 Gibraltar.
 Malta.

Conditions of employment in these territories are generally speaking analogous to those obtaining in Western Europe.

(d)
 Bahamas.
 Barbados.
 Bermuda.
 New Hebrides.
 State of North Borneo.
 Palestine.
 Trans-Jordan.

DECLARATION RELATING TO THE CONVENTION (No. 65) CONCERNING
 PENAL SANCTIONS FOR BREACHES OF CONTRACTS OF EMPLOYMENT
 OF INDIGENOUS WORKERS

The Declaration relating to Convention No. 65 is identical with that relating to Convention No. 64 except that Barbados and the State of North Borneo are placed in Category (a) instead of Category (d) and that the grounds for the application of the Convention to territories placed in Category (c) are as follows :

“ The conditions of employment in these territories are analogous to those obtaining in Western Europe. No provision for penal sanctions for breaches of contracts of employment by workers exists or is likely to exist hereafter. ”

Letter drawing the Attention of the Governments of States Members to the Decisions of the 25th Session of the International Labour Conference

On 4 October 1939 the Deputy-Director of the International Labour Office sent the following letter to the Governments of the States Members of the International Labour Organisation :

Geneva, 4 October 1939.

Sir,

I have the honour to draw your attention to the draft Conventions and Recommendations¹ adopted by the International Labour Conference at its Twenty-fifth Session, held at Geneva from 8 to 28 June 1939.

A certified copy of these texts is being communicated to your Government by the Secretary-General of the League of Nations, in accordance with paragraph 4 of Article 19 of the Constitution of the Organisation.

In addition, I have the honour to send you under separate cover a few copies of these texts for the convenience of the departments of your Government which may have to consider them.

In accordance with Article 19, paragraph 5, of the Constitution of the International Labour Organisation, Members undertake to submit the draft Conventions and Recommendations adopted by the Conference within one year from the closing of the session to the authority or authorities within whose competence the matter lies, for the enactment of legislation or other action.

The same paragraph also provides that if it is impossible owing to exceptional circumstances to effect the submission within the period of one year, then it should be effected at the earliest practicable moment and in no case later than eighteen months from the closing of the session of the Conference.

These periods began to run on 28 June 1939 in the case of the draft Conventions and Recommendations adopted by the Twenty-fifth Session of the Conference.

I shall be grateful if you will be good enough to keep me informed of any decision which your Government takes or contemplates taking in regard to the submission of these draft Conventions and Recommendations to the competent authority.

I may add that the Office is entirely at your disposal should you desire any further information concerning the texts in question.

I have the honour to be, etc.,

For the Director :

(Signed) E. J. PHELAN,
Deputy Director.

¹ For the text of these Conventions and Recommendations, see *Official Bulletin*, Vol. XXIV, No. 3, 21 August 1939.

Recommendations

Recommendations adopted by the International Labour Conference at its 25th Session¹

ACTION TAKEN BY GOVERNMENTS

Bolivia

By letter dated 21 November 1939, the Minister of External Relations informed the Director that the above-named Recommendations had been submitted to the appropriate Departments for action.

Denmark

By letter dated 6 February 1940, the Assistant Chief of the Department of Co-operation and Social Policy informed the Director that his Government had submitted to the Riksdag the report of the 25th Session of the International Labour Conference.

Egypt

By letter dated 4 November 1939, the Under-Secretary of State of the Section for Questions Related to the League of Nations (Directorate for Political and Commercial Affairs) of the Ministry of Foreign Affairs informed the Director that the above-named Recommendations had been submitted to the competent Departments for examination and, further, that the texts of these Recommendations had been transmitted to the members of the Legislative Chambers.

India

By letter dated 12 April 1941, the Under-Secretary of State for India (Economic and Overseas Department) transmitted to the Secretary-General of the League of Nations copies of a letter and a report concerning the action taken by the Government of India on the above-named Recommendations.

Mexico

By letter dated 24 November 1939, the Secretary of the Ministry of External Relations informed the Director that the Office's letter of 4 October 1939 had been submitted to the appropriate authorities for action.

¹ See footnote on p. 294.

Poland

By letter dated 24 April 1940, the Minister of Social Assistance communicated to the Director a statement explaining the position of his country with regard to the decisions of the 25th Session of the International Labour Conference and adding that, when circumstances so permitted, steps would be taken to put into effect the measures provided for in Recommendations Nos. 60, 61, 62, 63, 64, 65 and 66.

Switzerland

By letter dated 6 October 1939, the Director of the Federal Office of Industry, Arts and Crafts and Labour informed the Director that the texts of the decisions adopted by the International Labour Conference at its 25th Session would be submitted to the competent authorities within the prescribed time limit.

Union of South Africa

Recommendation No. 58. Contracts of Employment (Indigenous Workers).

Recommendation No. 59. Labour Inspectorates (Indigenous Workers).

By letter dated 10 April 1940, the Secretary for Labour informed the Director that the Executive Council, on 4 March 1940, confirmed the provisional decision of 29 January 1940, to the effect that the Union should not, for the present, adopt Recommendations Nos. 58 and 59. "These Recommendations are contrary to the existing Masters and Servants Laws of three of the Provinces of the Union."

With regard to Recommendation No. 58, the letter from the Secretary for Labour stated :

The formal adoption of the Recommendations as a whole . . . would necessitate extensive amendments to existing statutory enactments in force in three Provinces of the Union and, as the present time is not opportune for the introduction of such legislation, the Union Government is unable to take any action on the Recommendations.

With regard to Recommendation No. 59, the letter from the Secretary for Labour stated :

Up to the present, inspectorates have been established only in labour districts proclaimed under the provisions of the Native Labour Regulation Act No. 15 of 1911 and certain other mining areas with respect to Natives who are Native labourers within the meaning of the Act. It is appreciated that the extension of the system of inspection is most desirable, but, for the present, such extension is impracticable, and formal adoption of the Recommendation is accordingly not possible.

Recommendation No. 60. Apprenticeship.

By letter dated 11 June 1940, the Accredited Representative of the Union of South Africa to the League of Nations in Geneva, on instruction of the Minister of External Affairs, informed the Secretary-General of the League of Nations that on 4 March 1940 the South African Government duly accepted the above-named Recommendation.

Recommendation No. 61. Migration for Employment.

Recommendation No. 62. Migration for Employment (Co-operation between States).

By letter of 12 April 1940 the Secretary for Labour informed the Director that on 4 March 1940 the Executive Council decided against the . . . adoption of Recommendations Nos. 61 and 62.

The letter from the Secretary for Labour added that—

The two Recommendations are dependent on and supplementary to the draft Convention and, as the provisions of the latter are not applicable to the Union, it follows that the provisions of the Recommendation are equally inapplicable and in consequence no action in their connection is being taken.

Recommendation No. 63. Control Books (Road Transport).

Recommendation No. 64. Night Work (Road Transport).

Recommendation No. 65. Methods of Regulating Hours (Road Transport).

Recommendation No. 66. Rest Periods (Private Chauffeurs).

By letter dated 18 April 1940 the Secretary for Labour informed the Director that on 4 March 1940 the Executive Council confirmed the provisional decision of 29 January 1940 to the effect that the Union of South Africa is not in a position . . . to adopt Recommendations Nos. 63, 64, 65 and 66.

With regard to Recommendations Nos. 63, 64 and 65, the Secretary for Labour added that—

the same arguments apply against adoption as do in connection with the ratification of the draft Convention, namely, that in a country such as South Africa, with its concentration of population at comparatively few centres widely scattered in sparsely populated areas, the regulation of employment of the nature laid down in the Recommendations is impracticable.

With regard to Recommendation No. 65, the Secretary for Labour added that, while

a certain degree of compliance with the general intention of this Recommendation already obtains in the Union . . . , the Industrial Council Agreements and Wages Board Determinations do not cover the whole Union, nor is it advisable to extend the scope of such control at present. Moreover, the Recommendation is supplementary to the draft Convention and refers only to those persons to whom the draft Convention, which the Union is unable to ratify, applies. No action in connection with the above-mentioned Recommendations is accordingly contemplated by the Union Government.

INTERNATIONAL LABOUR OFFICE

OFFICIAL BULLETIN

VOLUME XXV
1940-1944

GENEVA
1951

INDEX

A

Agriculture :	Page
<i>Resolution concerning Living Wages and Agrarian Reform</i>	131, 149, 178
<i>Resolution concerning the Extension of Social Legislation to Agricultural Workers</i>	138, 151, 161, 180
Decisions of the Emergency Committee concerning agricultural problems	158
Activity of the International Labour Office	183
<i>Resolution of the Santiago de Chile Conference (1942) concerning the Extension of Social Insurance to Agricultural Workers</i>	207
<i>Rights of Association and Combination of Agricultural Workers Convention No. 11, 1921 :</i>	
Formal ratification : Switzerland	288
See also : <i>Employment of Women ; Latifundism.</i>	
America :	
<i>Resolution XII of the Havana Conference (1939) concerning Economic and Financial Co-operation between the Nations of the American Continent (Text)</i>	23
Address by the President of the United States of America to the Delegates of the International Labour Conference (1941) (Text).	122-126
<i>Resolution concerning the War and Trade between American Countries (Text)</i>	130, 150, 159, 180
<i>Draft Resolution concerning the Regulation of Trade Relations between American Countries</i>	138, 151, 161, 180
<i>Draft Resolution concerning Trade and Economic Problems of American Countries</i>	140, 151, 161, 180
<i>Draft Resolution concerning Co-ordination of Defence and Reconstruction Programmes of the American Republics</i>	151, 161, 180
Tripartite meetings United States-Canada (Manpower)	155, 182, 221
Sixth Canada-United States Tripartite Meeting (Montreal, August 1942)	190
See also : <i>Committees, Advisory ; Conferences, Regional ; International Labour Organisation ; Labour Legislation ; Proletariat ; Regional Office, River Plate ; Resolutions ; Social Security ; States ; Technical Assistance.</i>	
Application of Conventions :	
<i>Committee of Experts on the Application of Conventions</i>	62, 99, 216
Apprenticeship :	
<i>Resolution XLII of the Havana Conference (1939) concerning Apprenticeship (Text)</i>	50
<i>Recommendation No. 60, 1939 :</i>	
Communication to the Secretary-General : Union of South Africa	297

Asia :

Page

See : *Regionalism*.**Atlantic Charter :***Resolution endorsing the Atlantic Charter* 128, 156**B****Bakeries :**See : *Night Work*.**Belgium :**

Ratification of the Forced Labour Convention (1930) 216

See also : *Technical Assistance*.**Benes (President Edouard) :**See *Czechoslovakia*.**Bevin (Mr. Ernest) :**Address by the Rt. Hon. Ernest Bevin to the Fifth Session of the
Emergency Committee (Text) 164-167**Bolivia :**

Action taken on Recommendations 295

See also : *Technical Assistance*.**Budget :**

Resolutions adopted by the Assembly of the League of Nations	242, 258
Budget for 1940	60, 242-247
Budgets for 1941 and 1942	101, 247-251
Budget for 1943	163, 251-252
Meeting of the Supervisory Commission of the League of Nations (Montreal, August 1942)	194-198
Financial machinery of the International Labour Organisation	226-258
Budget for 1944	253-256
Budget for 1945	256-257
Budget for 1946	257-258

C**Canada :** See : *America ; International Labour Office*.**Centres of Production :***Resolution VI of the Havana Conference (1939) concerning a Study
of the Social Effects of the Changes in Centres of Production* (Text) 19**Children :***Draft Resolution concerning the Protection of Children* 135, 149, 162, 178See also : *Insurance (Maternity)*.**China :**

Action taken on Conventions 274

Clothing : See *Raw Materials*.

Page

Collaboration between Governments, Workers and Employers :

- Resolution concerning Collaboration between Governments, Workers and Employers in the Planning and Application of Public Policies* 130, 160
- Resolution concerning Collaboration between Public Authorities and Workers' and Employers' Organisations* . . . 133, 148, 160, 178

Colonial Territories :

- Resolution concerning Social Conditions in Colonial Territories* . . . 163
- Activity of the I.L.O. in this sphere 182

Colonies : See : *Colonial Territories*.

Commerce : See : *America ; Tobacco*.

Committee (Inter-American on Social Security) : See : *Social Security*.

Committee (Joint Maritime) : See : *Seamen*.

Committees :

- Composition of Committees 60

Committees (Advisory) :

- Resolution V of the Havana Conference (1939) concerning the Establishment of Advisory Tripartite Committees (Text)* . . . 18

Committees (Industrial) :

- Prospects 121

Competition :

- Resolution VII of the Havana Conference (1939) concerning a Study of Competition due to Low Wages (Text)* 20

Cconciliation and Arbitration :

- Resolution XXIV of the Havana Conference (1939) concerning Conciliation and Arbitration Boards (Text)* 31

Conferences : See : *Conferences, Regional ; International Conference on Nutrition ; International Labour Conference ; Social Security, Inter-American Conference on*.

Conferences (Regional) :

- Second Conference of American States Members of the International Labour Organisation (Havana, 1939)* 9, 59, 102
- Letter of Convocation 9
- Invitation to Governments of the American States not Members of the International Labour Organisation to be represented at the Conference by observers 13
- Message from the President of the United States of America . . . 15
- Conclusions adopted by the Conference 16
- Declaration of Havana 16
- Resolutions adopted by the Conference 17-55
- Letter communicating to Governments the Resolutions adopted by the Conference 55

Constitution of the International Labour Organisation :

- Possibility of amendment 120

Consultations (Technical) :	See : <i>Publications.</i>	Page
Consumption :		
	<i>Draft Resolution concerning the Elimination of Middlemen in Dealings in Goods of Current Consumption</i>	152, 162, 180
Conventions (International Labour) :		
	State of ratifications	216
	See also : <i>Application of Conventions ; International Labour Conference.</i>	
Co-operation :	See : <i>Consumption.</i>	
Costa-Rica :		
	Participation of Costa Rica in the International Labour Organisation	198, 215, 261
Currency Depreciation :	See : <i>Salaries.</i>	
Czechoslovakia :		
	Status of Czechoslovakia in regard to the International Labour Organisation	263

D

Declaration of Havana :	See : <i>Conferences. Regional (Second Conference of American States Members of the International Labour Organisation).</i>	
Declaration of Santiago de Chile :		
	Text	204
Denmark :		
	Action taken on Recommendations	295
Depreciation :	See : <i>Salaries.</i>	
Discrimination :		
	<i>Draft Resolution concerning Political, Religious and Social Discrimination</i>	162

E

Economic Democracy :		
	<i>Resolution IV of the Havana Conference (1939) concerning a Study on Economic Democracy</i>	18
Economic Studies :	See : <i>River Plate Regional Office of Economic Information ; Publications.</i>	
Ecuador :	See : <i>Technical Assistance.</i>	
Egypt :		
	Action taken in connection with Conventions	275
	Action taken in connection with Recommendations	295

Emergency :	Page
Policy of the International Labour Organisation in the period of emergency	1
Discharge of existing Emergency Committee	99
<i>Emergency Committee :</i>	
Creation	99
Fifth Session (London, April 1942)	153-167, 217
See also : <i>Budget ; Governing Body of the I.L.O. ; International Labour Conference ; International Labour Office ; International Labour Organisation.</i>	

Emergency Committee : See *Emergency.*

Emigration : See : *Immigration.*

Employment of Women and Young Persons :

<i>Resolution XXXIII of the Havana Conference (1939) concerning Conditions of Work of Women (Text)</i>	41
<i>Resolution XXXIV of the Havana Conference (1939) concerning Home Work (Text)</i>	45
<i>Resolution XXV of the Havana Conference (1939) concerning the Protection of Women Employed in Domestic Service and Agriculture (Text)</i>	45
<i>Resolution XXXVI of the Havana Conference (1939) concerning the Right to Work of Married Women (Text)</i>	45
<i>Resolution XXXVII of the Havana Conference (1939) concerning the Preparation of Statistics on Women's Work (Text)</i>	46
<i>Resolution XLIII of the Havana Conference (1939) concerning Administration Relating to the Work of Women and Juveniles (Text)</i>	51
<i>Correspondence Committee on Women's Work</i>	62
<i>Activity of the I.L.O.</i>	182
<i>Employment of Women on Underground Work in Mines of all Kinds, Convention No. 45, 1935 :</i>	
Formal ratification : Switzerland	288
See also : <i>Juveniles.</i>	

English Language : See : *Teaching of English.*

Exchange of Technical Personnel : See : *Interchange of Technical Personnel.*

F

Forced Labour :

<i>Forced or Compulsory Labour, Convention No. 29, 1930 :</i>	
Formal ratification : Switzerland	288
See also : <i>Belgium.</i>	

France :

<i>Correspondence on the subject of the transfer to Canada of the Working Centre of the International Labour Organisation</i>	71
<i>Status of France in regard to the International Labour Organisation</i>	215, 262
See also : <i>Technical Assistance.</i>	

Freedom of Association :

Page

<i>Resolution X of the Havana Conference (1939) concerning Freedom of Association (Text)</i>	21
See also : <i>Trade Unions</i> .	

G**Governing Body of the I.L.O. :**

Policy of the International Labour Organisation in the emergency period	1
89th Session (February 1940)	57-63
Communication to the Members of the Governing Body concerning the transfer to Canada of the Working Centre of the I.L.O.	68
90th Session (October-November 1941)	86-103, 217
Note by the Acting Director for the information of members of the Governing Body	173-200
Extension of term of office of the Governing Body	217
See also : <i>Emergency</i> .	

H**Haiti :**

Status of Haiti in regard to the International Labour Office	216, 266
See also : <i>Technical Assistance</i> .	

Havana : See : *Conferences, Regional*.**Holidays with Pay :** See : *Seamen*.**Housing :**

<i>Resolution XXIII of the Havana Conference (1939) concerning Housing (Text)</i>	30
---	----

I**Immigration :**

<i>Resolution XLIV of the Havana Conference (1939) concerning Immigration (Text)</i>	52
<i>Resolution XLV of the Havana Conference (1939) inviting Immigration and Emigration Countries to Establish Permanent Bodies to Study their Respective Requirements</i>	55
See also : <i>Refugees</i> .	

India :

Action taken on Recommendations	295
---	-----

Indigenous Workers :

<i>Regulation of Written Contracts of Employment of Indigenous Workers, Convention No. 64, 1939 :</i>	
Formal ratification : United Kingdom	290

	Page
<i>Penal Sanctions, Convention No. 65, 1939 :</i>	
Formal ratification : United Kingdom	290
<i>Contracts of Employment (Indigenous Workers), Recommendation No. 58, 1939 ; Labour Inspectorates (Indigenous Workers), Recommendation No. 59, 1939 :</i>	
Communication to the Director : Union of South Africa	296
Industrial Accidents :	
Principles adopted for Workmen's Compensation (Resolution XXXII of the Havana Conference, 1939)	37
<i>Correspondence Committee on Accident Prevention</i>	62
<i>Resolution of the Santiago de Chile Conference (1942) concerning Social Insurance against Industrial Accidents</i>	207
<i>Equality of Treatment for National and Foreign Workers as regards Workmen's Compensation for Accidents (revised 1934), Convention No. 19 :</i>	
Formal ratification : Iraq	277
Industrial Committees : See : <i>Committees, Industrial.</i>	
Industrial Hygiene :	
<i>Correspondence Committee on Industrial Hygiene</i>	62
Industrial Importance : See : <i>States.</i>	
Industrial Law : See : <i>Labour Disputes.</i>	
Industrial Relations : See : <i>Agriculture ; Collaboration ; Women.</i>	
Industrial Security :	
<i>Resolution IX of the Havana Conference (1939) concerning the Preparation of a Model Code of Safety Regulations for Factories (Text).</i>	21
Activity of the I.L.O.	182
<i>Safety Provisions in the Building Industry, Convention No. 62, 1937 :</i>	
Formal ratification by Mexico	280
Insurance (Invalidity, Old-Age, Widows and Orphans) :	
Principles adopted for Invalidity, Old-Age and Widows' and Orphans' Insurance (Resolution XXXII of the Havana Conference, 1939)	40
<i>Resolution of the Santiago de Chile Conference (1942) concerning Disability Insurance</i>	209
Insurance (Maternity) :	
Principles adopted for Maternity Insurance (Resolution XXXII of the Havana Conference, 1939)	39
<i>Resolution of the Santiago de Chile Conference (1942) concerning the Protection of Maternity, Childhood and Adolescence</i>	211
Insurance (Sickness) :	
Principles adopted for Sickness Insurance (Resolution XXXII of the Havana Conference, 1939)	39
<i>Resolution of the Santiago de Chile Conference (1942) concerning the Benefits in Sickness Insurance</i>	208
Insurance (Social) :	
<i>Resolution XXX of the Havana Conference (1939) concerning Social Insurance (Text).</i>	34

	Page
<i>Resolution XXXI of the Havana Conference (1939) concerning the Aims and Functions of Social Insurance (Text)</i>	35
<i>Resolution XXXII of the Havana Conference (1939) concerning Certain Aspects of Social Insurance of Particular Importance at the Present Time (Text)</i>	37
<i>Correspondence Committee on Social Insurance</i>	61
<i>Resolutions adopted by the First Inter-American Conference on Social Security (Santiago de Chile, 1942)</i>	206-212
See also : <i>Technical Assistance ; Declaration of Santiago de Chile ; Resolutions ; Social Security.</i>	
Insurance (Unemployment) :	
Principles adopted for Unemployment Insurance (Resolution XXXII of the Havana Conference, 1939)	41
Inter-American Committee on Social Security :	
See : <i>Social Security.</i>	
Interchange of Technical Personnel :	
<i>Resolution VIII of the Havana Conference (1939) concerning the Interchange of Technical Officials of Labour Departments</i> . . .	20
International Agencies :	
Relations with	178
See also : <i>League of Nations.</i>	
International Conference on Nutrition :	
<i>Resolution XXVIII of the Havana Conference (1939) concerning the decisions taken by the Third International Conference on Nutrition (Text)</i>	33
International Labour Conference :	
<i>Twenty-fifth Session (1939) :</i>	
Communication to Governments concerning draft Conventions and Recommendations adopted	294
<i>Resolution II of the Havana Conference (1939) concerning the Meeting Place of the Next Session of the International Labour Conference (Text)</i>	17
<i>Session of 1941 (New York) :</i>	
Decisions of the Governing Body on the arrangements to be made	101
Convocation	104
Report of the Acting Director (Extracts)	106-122
Address by the President of the United States of America to the Delegates of the Conference (Text)	122-126
Resolutions adopted by the Conference	126-135
Resolution concerning the Place of Meeting of the Next Session of the International Labour Conference	132, 160
Resolutions referred by the Conference to the Governing Body for consideration	135-143
Communication to the Governments of States Members of the Conference	143-152
Resolutions adopted by or submitted to the Conference	143-152
<i>Twenty-sixth Session (1944)</i>	
Decisions concerning the programme and date of the 26th Session	59
Letter to Governments	64
Communications concerning the adjournment of the 26th Session	66
Report of the Director to the 26th Session (Philadelphia 1944) (Extracts)	214-226

International Labour Office :

	Page
Transfer to Canada of the Working Centre of the International Labour Office	67-73, 98
Status and facilities accorded to the International Labour Office by the Canadian Government	74-78
Resignation of Mr. John G. Winant, Director of the International Labour Office	79-81, 98
Report presented to the Governments, Employers and Workers of Member States of the International Labour Organisation by John G. Winant (Text)	82-95
Nomination of Acting Director	101
<i>Resolution Thanking Mr. Winant for his Services as Director of the International Labour Office</i>	133, 160
Note by the Acting Director for the information of members of the Governing Body	173-200
Extract from the Report of the Director of the International Labour Office to the 26th Session of the Conference	214-226

International Labour Organisation :

Policy of the International Labour Organisation in the emergency period	1
The International Labour Organisation in time of war	7
Future policy	106-122

See also : *International Labour Office ; Reconstruction ; States.*

International Relations :

<i>Resolution XIII of the Havana Conference (1939) concerning Visits Abroad of Groups of Workers</i> (Text)	24
---	----

Interpretation of the Decisions of the International Labour Conference :

<i>Convention (No. 16) concerning the Compulsory Medical Examination of Children and Young Persons Employed at Sea (1921)</i>	268
<i>Convention (No. 66) concerning the Recruitment, Placing and Conditions of Labour of Migrants for Employment (1939)</i>	269-273

Invalids : See : *Vocational Retraining.*

Invalidity : See : *Insurance (Invalidity, Old-Age, Widows and Orphans).*

Iraq :

Action taken on Conventions	277
---------------------------------------	-----

J

Joint Maritime Commission : See : *Seamen.*

Juveniles :

Resolution XL of the Havana Conference (1939) concerning Conditions of Employment of Juveniles (Text)	47
Resolution XLI of the Havana Conference (1939) concerning the Work of Juveniles in Street Trading and Similar Occupations (Text).	49

See also : *Employment of Women and Young Persons.*

L

	Page
Labour Disputes : See : <i>Permanent Court of International Justice ; Procedure for Claims by Workers.</i>	
Labour Legislation :	
<i>Resolution XVI of the Havana Conference (1939) concerning the Desirability of Uniform Labour Legislation in the American States (Text)</i>	26
Latifundism :	
<i>Resolution XVII of the Havana Conference (1939) concerning the Abolition of Latifundism (Text)</i>	27
League of Nations :	
Relations with the Economic and Financial Organisation of the League of Nations	177
Financial questions	194, 226-258
See also : <i>Budget ; Governing Body (89th Session).</i>	
Legal Decisions :	
<i>Resolution XXV of the Havana Conference (1939) concerning the Publication of Legal Decisions</i>	32
Limitation of Weights of Loads :	
<i>Resolution XV of the Havana Conference (1939) concerning the Limitation of Weights of Loads (Text)</i>	25

M

Manpower : See : <i>America.</i>	
Maternity : See : <i>Employment of Women ; Insurance (Maternity).</i>	
Methods of Regulating Hours (Road Transport) : See : <i>Transport.</i>	
Mexico :	
Action taken on Conventions	216, 280
Action taken on Recommendations	295
Migration :	
Decisions concerning the activity of the I.L.O.	158
Activity of the I.L.O.	183
See also : <i>Interpretation of the Decisions of the International Labour Conference.</i>	
Migration for Employment :	
Migration for Employment (Recommendation No. 61, 1939) ; Migration for Employment (Co-operation between States) (Recommendation No. 62, 1939) ;	
Communication to the Director : Union of South Africa	297
See also : <i>Interpretation of the Decisions of the International Labour Conference.</i>	
Mines :	
See : <i>Employment of Women.</i>	

Minimum Age :	Page
<i>Minimum Age for Admission of Children to Industrial Employment (Convention No. 59) (Revised 1937)</i>	
Formal ratification : China	274
See also : <i>Seamen</i> .	

N

Netherlands :	
Action taken on Conventions	282
See also : <i>Interpretation of the Decisions of the International Labour Conference</i> .	
New Zealand :	
Action taken on Conventions	284
Night Work :	
<i>Night Work in Bakeries, Convention No. 20, 1925 :</i>	
Formal ratification : Sweden	287
See also : <i>Transport</i> .	
Norway :	
Action taken on Conventions	285
See also : <i>Interpretation of the Decisions of the International Labour Conference</i> .	
Nutrition :	
Activity of the International Labour Office in this field	182
See also : <i>International Conference on Nutrition; Raw Materials; Salaries</i> .	

O

Obituary :	
Mr. Oswald Stein	224
Occupational Diseases :	
Principles for Compensation of Occupational Diseases (Resolution XXXII of the Havana Conference, 1939)	39
Resolution of the Santiago de Chile Conference (1942) concerning Social Insurance against Occupational Diseases	207
Workmen's Compensation (Occupational Diseases) Convention (Revised 1934), No. 42 :	
Formal ratification : Iraq	277
Officers of the Governing Body :	
Decisions of the 90th Session of the Governing Body	98

P

Peace :	
Representation of the International Labour Organisation at all Peace Conferences	180
See also : <i>War</i> .	

	Page
Performers' Rights :	
<i>Resolution XXVI of the Havana Conference (1939) concerning Performers' Rights</i>	32
Permanent Court of International Justice :	
Composition of the Chamber for Labour Disputes	62
Personnel of International Labour Office :	
Decisions of the Emergency Committee	163
Promotion and congratulations	197
Personnel (Technical) : See : <i>Interchange of Personnel.</i>	
Peru :	
Status of Peru in regard to the International Labour Organisation	259
Poland :	
Action taken on Recommendations	296
Policy of the International Labour Organisation : See : <i>Emergency.</i>	
Procedure in Labour Conflicts :	
<i>Resolution XXVII of the Havana Conference (1939) concerning Simplification of Procedure for Ordinary Claims by Workers</i> (Text)	33
Production : See : <i>Centres of Production.</i>	
Professional Workers :	
<i>Resolution XXII of the Havana Conference (1939) concerning the Conditions of Life of Professional Workers</i> (Text)	30
<i>Resolution of the Inter-American Conference of Santiago de Chile (1942) concerning the Application of Social Insurance to White-Collar Workers</i> (Text)	207
Proletariat :	
<i>Resolution XXI of the Havana Conference (1939) concerning a Study of the Conditions of the Proletarian Masses of America</i>	29
Publications :	
Programme of Studies, technical consultations and publications in 1940	59
Programme of publications of the I.L.O. for 1941-1942	103
Extract from the Report of the Acting Director on the programme of publications	223
Public Works :	
Decisions of the Emergency Committee concerning the activity of the International Labour Office in this sphere	157, 178
Activity of the I.L.O.	183

R

Raw Materials :

<i>Draft Resolution concerning Organisation of the Distribution of Raw Materials for Food and Clothing</i>	151, 162, 180
--	---------------

Reconstruction :

Page

The International Labour Office as a part of the reconstruction machinery	111, 120, 184
<i>Resolution concerning Post-War Emergency and Reconstruction Measures</i>	126, 143-148, 156, 175, 178, 217
<i>Draft Resolution concerning Funds for Post-War Reconstruction Purposes</i>	151, 162, 180
<i>Draft Resolution concerning the General Principles of Social Reconstruction</i>	152, 162, 180
Establishment of the Advisory Committee on the Economic Conditions of Post-War Reconstruction.	156, 184, 218
Liaison with the Inter-Allied Post-War Requirements Committee	159, 175
<i>Resolution concerning Reconstruction of Central Europe</i>	162
See also : <i>Discrimination.</i>	

Refugees :

<i>Resolution XXIX of the Havana Conference (1939) concerning the Position of Refugees in Certain European Countries (Text)</i> . .	33
<i>Draft Resolution concerning Immigration Facilities for Spanish Refugees</i>	137, 151, 161, 180

Regional Conferences : See : *Conferences, Regional.*

Regionalism :

Study of regional problems	119, 183
--------------------------------------	----------

Regional Office (River Plate)

<i>Resolution concerning Collaboration with the River Plate Regional Office of Economic Information and Studies</i>	132, 160
---	----------

Reparations :

<i>Draft Resolution concerning Reparations in Countries occupied by Germany</i>	162
---	-----

Report of the Director : See : *International Labour Conference ; International Labour Office.*

Reports (Annual) : See : *Application of Conventions.*

Resolutions :

Resolutions adopted by the Second Labour Conference of American States which are Members of the International Labour Organisation	17-55
Resolutions adopted by the International Labour Conference (New York-Washington, 1941)	126-135
Resolutions referred by the International Labour Conference (New York-Washington 1942) to the Governing Body for consideration	135-143
Draft Resolutions which will receive consideration in the course of the work undertaken by the I.L.O. (International Labour Conference, New York-Washington, 1941)	151
Resolutions adopted by the 12th Session of the Joint Maritime Commission	168-172
Resolutions adopted by the First Inter-American Conference on Social Security	206-212

Rest Periods : See : *Transport.*

Retraining :	Page
<i>Draft Resolution concerning Vocational Retraining of Persons Suffering from Accidents or War Wounds</i>	152, 162, 180
Right of Association : See : <i>Agriculture.</i>	
Rumania :	
Status of Rumania in regard to the International Labour Organisation	216, 260

S

Salaries :

<i>Resolution XVIII of the Havana Conference (1939) concerning Minimum Wage Fixing Machinery (Text)</i>	27
<i>Resolution XIX of the Havana Conference (1939) concerning the Protection of Wages against Currency Depreciation (Text)</i>	28
<i>Resolution concerning Living Wages and Agrarian Reform (Text)</i>	131, 149, 178
<i>Draft Resolution concerning Sex Differentials in Wage Standards</i>	163
See also : <i>Competition; Employment of Women.</i>	

Sanchez de Bustamante (Prof. Antonio) :

Resolution XIV of the Havana Conference (1939) rendering Homage to Professor Antonio Sanchez de Bustamante (Text)	25
---	----

Seamen :

Decision concerning the Convocation of a Meeting of the Joint Maritime Commission	101, 157
Resolution concerning Planning for the Regulation of Economic and Social Conditions in the Mercantile Marine	132
Draft Resolution concerning the Creation of Merchant Navies	137, 151, 161, 180
Joint Maritime Commission (12th Session, London, June 1942)	186, 219
Resolutions adopted by the Joint Maritime Commission	168, 172, 219
Bipartite composition of the Joint Maritime Commission	118, 188
Minimum Age for Admission of Children to Employment at Sea Convention (Revised 1936), No. 58 :	
Formal ratification : Iraq	278
<i>Annual Holidays with Pay for Seamen, Convention No. 54, 1936 :</i>	
Formal ratification : Mexico	280
<i>Seamen's Articles of Agreement, Convention No. 22, 1926 :</i>	
Formal ratification : Norway	285
See also : <i>Interpretation of the Decisions of the International Labour Conference.</i>	

Sickness :

 See : *Insurance : Sickness.*

Social Security :

Inter-American Committee on Social Security	103, 155, 201
Inter-American Conference on Social Security	192, 203-212, 220
Statute of the Inter-American Conference on Social Security	212
See also : <i>Declaration of Santiago de Chile; Resolutions.</i>	

States Members :

Page

<i>Resolution III of the Havana Conference (1939) concerning Membership in the International Labour Organisation of Certain American States</i>	17
Designation of Belgium and the Netherlands as States of chief industrial importance in place of Italy and U.S.S.R.	63, 98
Communications addressed to the Governments of States Members on the subject of the transfer to Canada of the Working Centre of the International Labour Office	67

Statistics (Labour) :

<i>Resolution XX of the Havana Conference (1939) concerning Uniformity in Labour Statistics (Text)</i>	28
<i>Committee of Statistical Experts</i>	62, 156
<i>Statistics of Wages and Hours of Work (Industry and Agriculture), Convention No. 63, 1938 :</i>	
Formal ratifications by :	
Egypt	275
Mexico	280
Netherlands	282
New Zealand	284
Norway	285
Switzerland	288

See also : *Employment of Women.***Stein, Mr. Oswald :** See : Obituary.**Sweden :**

Action taken on Conventions	287
---------------------------------------	-----

Switzerland :

Correspondence exchanged with the Swiss Federal Government concerning the transfer to Canada of the Working Centre of the International Labour Office	69
Action taken on Conventions	288
Action taken on Recommendations	296

T**Teaching of English :**

Resolution concerning the Teaching of the English Language	163
--	-----

Technical Assistance :

Assistance furnished to the Inter-Departmental Committee on Social Insurance and Allied Services (London)	155, 181, 221
Assistance furnished to numerous Latin American Governments	181, 221
Assistance furnished to France and Belgium	222
Assistance furnished to certain bodies of the United Nations	223

Territories : See : Colonial Territories.**Textiles :**

<i>Resolution concerning the Establishment of a World Textile Office (Text)</i>	131
Decisions of the Emergency Committee concerning the activity of the International Labour Office in this sphere	159
Activity of the International Labour Office.	119, 183

	Page
Textile Industry : See : <i>Textiles.</i>	
Tobacco :	
<i>Draft Resolution concerning Trade Policy in respect of Tobacco</i> (Text)	139, 151, 161, 180
Trade Unions :	
<i>Resolution XI of the Havana Conference (1939) concerning the For-</i> <i>mation of Central Trade Union Bodies</i> (Text)	22
<i>Resolution concerning the Rights of Workers to Organise in Trade</i> <i>Unions</i>	161
<i>Resolution concerning Facilities for International Relations between</i> <i>Trade Unions</i>	161
Transport :	
Resolution concerning the Creation of an International Transport Section	161
Control Books (Road Transport); Night Work (Road Transport); Methods of Regulating Hours (Road Transport); Rest Periods (Private Chauffeurs); (Recommendations Nos. 63, 64, 65, 66, 1939):	
Communication to the Director : Union of South Africa	297
Transport Industry : See : <i>Transport.</i>	

U

Underground Work : See : <i>Employment of Women and Young Persons.</i>	
Unemployment : See : <i>Insurance : Unemployment.</i>	
Union of South Africa :	
Action taken on Recommendations	296
United Kingdom :	
Action taken on Conventions	290
See also : <i>Technical Assistance.</i>	
United Nations : See : <i>Technical Assistance.</i>	
United States of America :	
Address by the President of the United States of America to the Delegates of the International Labour Conference (1941) (Text)	122-126
Tripartite Meetings United States-Canada (Manpower)	155, 182, 221
Sixth Canada-United States Tripartite Meeting (Montreal, August 1942)	190

V

Venezuela : See : <i>Technical Assistance.</i>	
Vocational Retraining : See : <i>Retraining.</i>	

W

Page

War :

- Declaration concerning the International Labour Organisation in
time of war 7
- Resolution concerning the War and Peace* 129, 162
- See also : *International Labour Organisation*.

War Damage : See : *Reparations for War Damage*.

White Lead :

- Use of White Lead in painting, Convention No. 13, 1921 :*
- Formal ratification : Netherlands 282

Winant, Mr. John G. : See : *International Labour Office*.

Women :

- Resolution XXXVIII of the Havana Conference (1939) concerning
Women's Right to Representation* 46
- Resolution XXIX of the Havana Conference (1939) concerning
Women's General Rights* 47
- See also : *Employment of Women ; Insurance (Maternity)*.

Workers : See : *International Relations*.

Workers (Agricultural) : See : *Agriculture*.

Workers (Foreign) : See : *Industrial Accidents*.

Workers (Indigenous) : See : *Indigenous Workers*.

Workers (Professional) : See : *Professional Workers*.

Workmen's Compensation : See : *Industrial Accidents*.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

LEGISLATIVE SERIES

(Every two months)

(Also published in French and Spanish)

The *Legislative Series* consists of translations and reprints of the texts of the most important laws and regulations affecting labour adopted in the different countries.

This publication is unique in kind and has a permanent value, especially as a means of reference, for all who are interested in the progress of social legislation.

The texts of the laws and regulations are issued in the form of leaflets printed separately to facilitate classification for filing and binding ; instalments are published every two months in a loose cover.

Subscribers receive all the texts issued during the twelve months covered by the date of the subscription. These will include a number of laws promulgated before the date of the subscription and also a certain number of those promulgated during its currency.

Every two-monthly instalment includes a supplement, giving the titles of the most important legislative enactments in each country received by the International Labour Office since the previous instalment was published.

The texts of individual laws may also be purchased separately ; prices vary from 5 cents or 3d. upwards according to the number of pages.

A specimen copy of the *Legislative Series* will be sent on application.

Annual subscription : \$7.50 ; £2 5s.

INTERNATIONAL LABOUR OFFICE

Catalogues and publications may be obtained at the following addresses :
INTERNATIONAL LABOUR OFFICE, Geneva, Switzerland. (" Interlab Genève " ;
Tel. 2 62 00.)

INTERNATIONAL LABOUR OFFICE (Liaison Office with the United Nations),
P.O. Box 648, Great Neck, Long Island, N.Y., U.S.A. (" Interlab Great-
necky " ; Tel. MAnhasset 7-3116, FLushing 7-9185.)

(Limited distribution only ; orders for publications in the United States should be
addressed to the Washington Office.)

BRANCH OFFICES

Canada : Mr. V. C. PHELAN, International Labour Office, 2nd floor, 95 Rideau
Street, Ottawa, Ontario. (" Interlab Ottawa " ; Tel. 3-9182.)

China : Mr. Hai-fong CHENG, 3rd floor, 754 Nanking Road West, Shanghai 9.
(" Interlab Shanghai " ; Tel. 30251.)

France : Mrs. A. JOUHAUX, 205 boulevard Saint-Germain, Paris, VII^e. (" Interlab
Paris " ; Tel. Littre 92-02 and 92-03.)

India : Mr. P. P. PILLAI, International Labour Office (India Branch), Cochin
House, 3 Jantarantar Road, New Delhi. (" Interlab New Delhi " ; Tel. 7567.)

Italy : Mr. G. GALLONE, Ufficio Internazionale del Lavoro, Villa Aldobrandini,
28 via Panisperna, Rome. (" Interlab Rome " ; Tel. 68 43 34.)

United Kingdom : Mr. Frank PICKFORD, 38 Parliament Street, London, S.W.1.
(" Interlab London " ; Tel. Whitehall 1437.)

United States : Mr. W. Thacher WINSLOW, International Labor Office, 1825 Jefferson
Place, Washington, 6, D.C. (" Interlab Washington " ; Tel. District 8736.)

CORRESPONDENTS

Austria : Dr. Josef HAMMEL, Bundesministerium für Soziale Verwaltung,
3 Hanuschgasse, Vienna I.

Brazil : Mr. A. BANDEIRA DE MELLO, Ministério do Trabalho, 8^o andar, sala 843,
Rio de Janeiro. (" Interlab Rio de Janeiro " ; Tel. 42-0455.)

Bulgaria : Mr. Iordan ZLATINTCHEFF, Director of Labour, 52 Alabine Street,
Sofia.

Czechoslovakia : Dr. Jiri FISCHER, Ministry of Labour and Social Welfare, Prague.

Denmark : Mr. Hans H. KOCH, Ministry of Labour and Social Affairs, Slotsholms-
gade 6, Copenhagen K.

Egypt : Ragheb BOUTROS Bey, P.O. Box No. 3, Heliopolis, Cairo.

Finland : Mr. N. A. MANNIO, Ministry of Social Affairs, Helsinki.

Greece : Mr. E. D. MAZARACHI, 51 Patriarche Joachim Street, Athens.

Indonesia : Mr. Tahi TOBING, c/o Ministry of Labour, Djakarta. (" Kemperburj
Djakarta ".)

Ireland : Miss Brighid STAFFORD, 1 Upper Pembroke Street, Dublin. (Tel. 6 21 29.)

Japan : Mr. Toru OGISHIMA, Labour Ministry, Ote-machi 1-chome, Tokyo.
(" Interlab Tokyo ".)

Pakistan : Mr. Muhammad ASLAM, Ministry of Law and Labour, Karachi.

Philippines : Mr. J. L. LANTING, Court of Industrial Relations, Manila.

Sweden : Mr. Sture THORSSON, Socialdepartementet, Stockholm. (Tel. 23 62 00.)

Syria : Mr. Ihsan JOUKHADAR, Ministry of Labour, Damascus.

Union of South Africa : Major-General F. L. A. BUCHANAN, 340 Farrell Street,
Brooklyn, Pretoria.

Also from Correspondents in Argentina, Belgium, Bolivia, Chile, Colombia,
Costa Rica, Cuba, Ecuador, Guatemala, Mexico, Peru, Uruguay and Venezuela.

Agents for the Sale of Publications

Australia : Messrs. H. A. Goddard Pty., Ltd., 255a George Street, Sydney.

Ceylon : The Associated Newspapers of Ceylon, Ltd., Lake House, Colombo.

Israel : Mr. Leo Blumstein, 35 Allenby Road, Tel-Aviv.

United Kingdom : George Allen and Unwin Ltd., Ruskin House, 40 Museum Street,
London, W.C. 1 (*International Labour Review*) ; Staples Press Limited, 14 Great
Smith Street, Westminster, London, S.W.1 (*Studies and Reports* and *Year
Book of Labour Statistics*).

Catalogue and specimen copies sent free on request.

*Apart from subscriptions and orders, all correspondence concerning publica-
tions (requests for information, suggestions, etc.) should be addressed to the Inter-
national Labour Office in Geneva (Editorial Division).*

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

Subscription Rates and Prices for 1951

- I. **International Labour Review** (*monthly*). Articles on economic and social topics ; statistics of employment, wages, cost of living, etc.
Price : per number, 50 cents, 3s. ; per year, \$5.00, £1 10s.
- II. **Industry and Labour** (*issued twice a month*). Information concerning the activities of the I.L.O. and current events in the field of industrial relations, employment, migration, conditions of work, social security and the activities of employers' and workers' organisations.
Price : per number, 25 cents, 1s. 6d. ; per year, \$5.00, £1 10s.
- III. **Legislative Series** (*issued in instalments every two months*). Reprints and translations of laws and regulations.
Annual subscription : \$7.50, £2 5s.
- IV. **Occupational Safety and Health** (*quarterly*). Formerly *Industrial Safety Survey*. Articles and information on accident prevention and protection of the health of workers.
Price : per number, 75 cents, 4s. 6d. ; per year, \$2.50, 15s.
- V. **Year Book of Labour Statistics**. Employment, hours of work, wages, prices, migration, etc. Price : paper, \$5.00, £1 10s. ; cloth, \$6.00, £1 16s.
- VI. **Reports of the International Labour Organisation to the United Nations**. A periodical summary of the work of the Organisation. At varying prices.
- VII. **Official Bulletin** (*issued at irregular intervals*). Official documents and information concerning the International Labour Organisation, including the texts adopted by the Conference and other meetings.
Price : per year, \$1.00, 6s.
- VIII. **Minutes of the Governing Body** (*published session by session*).
Annual subscription : \$5.00, £1 10s.
- IX. **Documents of the International Labour Conference**. Questionnaires and Reports, the Director-General's Report, Final Record, and text of Conventions and Recommendations. Annual subscription : \$10.00, £3.
- X. **Documents of other I.L.O. Conferences**. Reports and Records of regional and technical conferences. At varying prices.
- XI. **Documents of the Industrial Committees**. Reports prepared for the meetings of the Committees. At varying prices.
- XII. **The International Labour Code**. A systematic arrangement of the Conventions and Recommendations adopted by the International Labour Conference with appendices and notes (*new edition in preparation*).
- XIII. **Occupation and Health**. Encyclopædia of Industrial Hygiene (*new edition in preparation*).
- XIV. **Studies and Reports on economic and social subjects**. At varying prices.
- XV. **Collections of Texts of international social or economic importance**. Technical Papers and Pamphlets on current social and economic problems, legislation and administrative practice. At varying prices.

Inclusive subscription to all I.L.O. publications : per year, \$40.00, £12. Any publication can be purchased singly.

Publications, specimens of periodicals and the catalogue of current prices may be obtained from the addresses overleaf.