MINUTES OF THE EIGHTY-FOURTH SESSION OF THE GOVERNING BODY

GENEVA — 31 MAY-17 JUNE 1938
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La quatre-vingt-quatrième session du Conseil d'administration du Bureau international du Travail s'est tenue au Bureau international du Travail, à Genève, les mardi 31 mai, samedi 4 et vendredi 17 juin 1938.

Le Conseil d'administration était composé comme suit:

**Groupe gouvernemental:**
- Grande-Bretagne: M. Leggett, Président.
- Etats-Unis d'Amérique: M. Goodrich.
- Brésil: M. Helio Lobo.
- Canada: M. Wrong.
- Chili: M. García Oldini.
- Chine: M. Li Ping-Heng.
- Espagne: M. Fabra Ribas.
- France: M. Justin Godart.
- Inde: Sir Firozkhani Noon.
- Japon: M. Kitaoka.
- Mexique: M. Tello.
- Norvège: M. Berg.
- Pologne: M. Komarnicki.
- Yougoslavie: M. Tzetkovitch.

**Groupe des employeurs:**
- M. Oersted.
- M. Brooke.
- M. Curčin.
- M. Erulkar.
- M. Forbes Watson.
- M. Gérard.
- M. Harriman.
- M. Lambert-Ribot.

**Groupe des travailleurs:**
- M. Mertens.
- M. Andersson.
- M. Caballero.
- M. Hallsworth.
- M. Jensen.
- M. Jouhaux.
- M. Schürch.
- M. Watt.

Membres titulaires absents et non remplacés:

**Groupe gouvernemental:**
- Italie.
- Union des Républiques soviétiques socialistes: M. Markus.
The Eighty-fourth Session of the Governing Body of the International Labour Office was held at the International Labour Office, Geneva, on Tuesday 31 May, Saturday 4 June and Friday 17 June 1938.

The Governing Body was composed as follows:

**Government group:**
- Great Britain: Mr. Leggett, Chairman.
- United States of America: Mr. Goodrich.
- Brazil: Mr. Helio Lobo.
- Canada: Mr. Wrong.
- Chile: Mr. Garcia Oldini.
- China: Mr. Li Ping-Heng.
- France: Mr. Justin Godart.
- India: Sir Firozkhani Noon.
- Japan: Mr. Kitaoka.
- Mexico: Mr. Tello.
- Norway: Mr. Berg.
- Poland: Mr. Komarnicki.
- Spain: Mr. Fabra Ribas.
- Yugoslavia: Mr. Tzvetkovitch.

**Employers' group:**
- Mr. Oersted.
- Mr. Brooke.
- Mr. Curcin.
- Mr. Erulkar.
- Mr. Forbes Watson.
- Mr. Gerard.
- Mr. Harriman.
- Mr. Lambert-Ribot.

**Workers' group:**
- Mr. Mertens.
- Mr. Andersson.
- Mr. Caballero.
- Mr. Hallsworth.
- Mr. Jensen.
- Mr. Jouhaux.
- Mr. Schurich.
- Mr. Watt.

Regular members absent but not replaced by a substitute:

**Government group:**
- Italy.
- Union of Soviet Socialist Republics: Mr. Markus.
Membres titulaires absents:

**Groupe gouvernemental:**
- Mexique: M. FABELA.

**Groupe des employeurs:**
- M. GEMMILL.

**Groupe des travailleurs:**
- M. JOSHI.
- M. YONEKUBO.

Les membres adjoints suivants ou leurs suppléants étaient présents:

**Membres adjoints gouvernementaux:**
- M. BJÖRCK (Suède).
- M. CREMINS (Irlande).
- M. ENESCO (Roumanie).
- M. KOTEK (Tchécoslovaquie).
- M. MAHAIM (Belgique).
- M. MANNIO (Finlande).
- M. SONIN (Estonie).

**Membres adjoints employeurs:**
- M. LECOCQ.
- M. K. H. LING.
- M. MOLENAAR.
- M. SZYDŁOWSKI.
- M. TZAUT.
- M. VANĚK.

**Membres adjoints travailleurs:**
- M. HINDAHL.
- M. KREKITICH.
- M. KUPERS.
- M. PEYER.
- M. SCHEVENELS.
- M. TOLEDANO.

Etaient également présents:

- M. Harold BUTLER, Directeur du Bureau international du Travail.
- M. PHelan, Directeur adjoint du Bureau international du Travail, secrétaire du Conseil d'administration.
- M. WINANT, Sous-Directeur du Bureau international du Travail.
- M. TIXIER, Sous-Directeur du Bureau international du Travail.
- M. PÔNE, Chef du Cabinet du Directeur.
- M. LAFRANCE, Secrétaire adjoint du Conseil d'administration.

- M. ALTIMIRAS MEZQUITA, accompagnant M. FABRA RIBAS.
- M. BACKLUND, accompagnant M. ANDERSSON.
- M. DE BARROS PIMENTEL, suppléant de M. HELIO LOBO.
- M. MARCEL BERNARD, suppléant de M. JUSTIN GODART.
- M. BOLTON, accompagnant M. HALLSWORTH.
- M. GERALD BROWN, accompagnant M. WRONG.
- M. BUXTON, suppléant de M. LEGGETT.
Regular members absent:

Government group:
Mexico: Mr. FABELA.

Employers' group:
Mr. GEMMILL.

Workers' group:
Mr. JOSHI.
Mr. YONEKUBO.

The following deputy members or their substitutes were present:

Government deputy members:
Mr. BJÖRCK (Sweden).
Mr. CREMINS (Ireland).
Mr. ENESCO (Rumania).
Mr. KOTEK (Czechoslovakia).
Mr. MAHAIM (Belgium).
Mr. MANNIO (Finland).
Mr. SONIN (Estonia).

Employers' deputy members:
Mr. MOLENAAR.
Mr. LECOCQ.
Mr. K. H. LING.
Mr. SZYDLOWSKI.
Mr. TZAUT.
Mr. VANĚK.

Workers' deputy members:
Mr. HINDAHL.
Mr. KREKITCH.
Mr. KUPERS.
Mr. PEYER.
Mr. SCHEVENELS.
Mr. TOLEDANO.

There were also present:

Mr. HAROLD BUTLER, Director of the International Labour Office.
Mr. PHELAN, Deputy Director of the International Labour Office, Secretary of the Governing Body.
Mr. WINANT, Assistant Director of the International Labour Office.
Mr. TIXIER, Assistant Director of the International Labour Office.
Mr. PÔNE, Chef du Cabinet of the Director.
Mr. LAFRANCE, Assistant Secretary of the Governing Body.

Mr. ALTIMIRAS MEZQUITA, accompanying Mr. FABRA RIBAS.
Mr. BACKLUND, accompanying Mr. ANDERSSON.
Mr. de BARROS PIMENTEL, substitute for Mr. HELIO LOBO.
Mr. MARCEL BERNARD, substitute for Mr. JUSTIN GODART.
Mr. BOLTON, accompanying Mr. HALLSWORTH.
Mr. Gerald BROWN, accompanying Mr. WRONG.
Mr. BUXTON, substitute for Mr. LEGGETT.
M. Chalmers, accompagnant M. Goodrich.
M. Dusendschöen, accompagnant M. Helio Lobo.
M. Gambs, suppléant de M. Goodrich.
M. Horszowski, accompagnant M. Komarnicki.
M. Kirkaldy, accompagnant M. Forbes Watson.
M. Lall, suppléant de Sir Firozkhan Noon.
M. Militch, accompagnant M. Tzvetkovich.
Sir Franck Noyce, accompagnant Sir Firozkhan Noon.
M. Renaud, suppléant de M. Wrong.
M. Thompson, accompagnant M. Goodrich.
M. Waline, accompagnant M. Lambert-Ribot.
M. Yokooji, accompagnant M. Kitaoka.
M. Zagrodzki, accompagnant M. Komarnicki.
Mr. CHALMERS, accompanying Mr. GOODRICH.
Mr. DUSENDSCHÖN, accompanying Mr. HELIO LOBO.
Mr. GAMBS, substitute for Mr. GOODRICH.
Mr. HORSZOWSKI, accompanying Mr. KOMARNICKI.
Mr. KIRKALDY, accompanying Mr. FORBES WATSON.
Mr. LALL, substitute for Sir FIROZKHAN NOON.
Mr. MILITCH, accompanying Mr. TZVETKOVITCH.
Sir Frank NOYCE, accompanying Sir FIROZKHAN NOON.
Mr. RENAUD, substitute for Mr. WRONG.
Mr. SOUBBOTITCH, substitute for Mr. TZVETKOVITCH.
Mr. THOMPSON, accompanying Mr. GOODRICH.
Mr. WALINE, accompanying Mr. LAMBERT-RIBOT.
Mr. YOKOOJI, accompanying Mr. KITAOKA.
Mr. ZAGRODZKI, accompanying Mr. KOMARNICKI.
PROCÈS-VERBAL DE LA PREMIÈRE SÉANCE.
(Mardi 31 mai 1938 — 11 heures 50.)


Absents: Le représentant de l'Italie; M. Markus.

Ouverture de la session.

Le Président souhaite la bienvenue à M. Lall, Haut-Commissaire adjoint de l'Inde à Londres, qui représente le Gouvernement de l'Inde comme suppléant de Sir Firozkhan Noon, et à M. Brooke, représentant des employeurs, qui vient de l'Afrique du Sud comme suppléant de M. Gemmill.

Il est heureux également de saluer M. Tello, représentant du Gouvernement mexicain, de retour à Genève après une longue absence, ainsi que M. Goodrich, qui a repris ses fonctions de Commissaire du Travail des États-Unis à Genève.

PRESIÈRE QUESTION A L'ORDRE DU JOUR.

Approbation des procès-verbaux de la 83ème session.

Le Conseil d'administration approuve les procès-verbaux de la 83ème session, sous réserve de l'insertion des corrections demandées par divers membres.

QUATRIEME QUESTION A L'ORDRE DU JOUR.

Compte rendu de la réunion technique préparatoire concernant l'industrie minière.

Le Directeur déclare que cette Réunion a eu pour effet, comme on s'accorde généralement à le reconnaître, d'améliorer l'atmosphère dans laquelle se déroulaient les débats concernant la durée du travail et les autres conditions de travail dans l'industrie minière. Le rapport de la Réunion a été adopté à l'unanimité après une discussion longue et technique qui a mis en relief un certain nombre de points auxquels on n'avait peut-être pas accordé jusqu'ici suffisamment d'importance.

Le Conseil d'administration décide de communiquer le rapport de la Réunion technique préparatoire concernant l'industrie minière à la XXIVème session de la Conférence.

CINQUIÈME QUESTION A L'ORDRE DU JOUR.

Compte rendu de la réunion de la Commission consultative de l'organisation scientifique du travail.

M. Wrong, président de la Commission, fait connaître que la seule décision demandée au Conseil d'administration dans le rapport de la Commission est d'autoriser
MINUTES OF THE FIRST SITTING.
(Tuesday, 31 May 1938 — 11.50 a.m.)

The Governing Body was composed as follows: Mr. Leggett (Chairman), Mr. Andersson, Mr. de Barros Pimentel, Mr. Berg, Mr. Brooke, Mr. Caballero, Mr. Curčín, Mr. Erulkar, Mr. Fabra Ribas, Mr. Forbes Watson, Mr. García Oldini, Mr. Gérard, Mr. Justin Godart, Mr. Goodrich, Mr. Hallsworth, Mr. Harriman, Mr. Jensen, Mr. Jouhaux, Mr. Kitaoka, Mr. Komarnicki, Mr. Lall, Mr. Lambert-Ribot, Mr. Li Ping-Heng, Mr. Mertens, Mr. Oersted, Mr. Schürch, Mr. Soubbotitch, Mr. Tello, Mr. Watt, Mr. Wrong.

Absent: the representative of Italy; Mr. Markus.

Opening of the Session.

The Chairman welcomed Mr. Lall, Deputy High Commissioner for India in London, who was representing the Government of India as substitute for Sir Firozkhan Noon, and Mr. Brooke, Employers' representative, who had come from South Africa as substitute for Mr. Gemmill.

He also welcomed Mr. Tello, Mexican Government representative, on his return to Geneva after a long absence, and Mr. Goodrich, who had resumed his post as United States Labor Commissioner at Geneva.

First Item on the Agenda.

Approval of the Minutes of the Eighty-third Session.

The Governing Body approved the minutes of the Eighty-third Session subject to the insertion of the corrections sent by the members.

Fourth Item on the Agenda.

Record of the Preparatory Technical Meeting on the Coal-Mining Industry.

The Director said that the Preparatory Technical Meeting was generally felt to have improved the atmosphere as regards the treatment of hours of work and conditions generally in the coal-mining industry. The report of the Meeting had been adopted unanimously after a full and technical discussion which had brought to light a number of points which had perhaps not hitherto been fully appreciated.

The Governing Body decided to communicate the report of the Preparatory Technical Meeting on the Coal-Mining Industry to the Twenty-fourth Session of the Conference.

Fifth Item on the Agenda.

Record of the Meeting of the Advisory Committee on Management.

Mr. Wrong, Chairman of the Committee, said that the only action requested of the Governing Body in the report was that it should authorise the Office to give the
le Bureau à donner une publicité aussi large que possible aux conclusions auxquelles a abouti la Commission à l'égard des deux questions inscrites à son ordre du jour. Ces conclusions qui comprennent en premier lieu un inventaire des mesures pratiques permettant aux entreprises d'atténuer les effets sociaux immédiats des renvois de personnel et, en second lieu, l'étude des conséquences sociales de l'emploi des machines de bureau et des mesures propres à les atténuer, sont destinées à servir de directives aux entreprises industrielles et autres et ne contiennent aucune proposition exigeant des décisions de caractère gouvernemental. Leur utilité dépendra de leur vulgarisation aussi large que possible, parmi ceux qui ont la charge des entreprises intéressées.

M. Gérard estime que ce rapport suggère un certain nombre de mesures ingénieuses et il comprend l'intérêt qu'il y a à faire en sorte que, dans les processus de fabrication, on évite de placer les travailleurs dans une situation trop pénible. En pareille matière, il faut toutefois faire preuve de modération car tout ce qui pourrait indûment contrarier le progrès technique irait à l'encontre des intérêts généraux.

Puisqu'on envisage que l'ensemble de suggestions figurant dans le rapport soit diffusé sous l'autorité du Bureau international du Travail, une grande prudence lui paraît nécessaire. À cet égard, comme représentant patronal, il croit devoir faire trois réserves.

La première concerne l'utilité que présenterait la réduction de la durée du travail, à titre de mesure transitoire. L'opinion du groupe des employeurs sur la réduction de la durée du travail est bien connue; aussi se borne-t-il à faire toutes réserves quant au bien-fondé des conclusions qui figurent dans le rapport touchant cette question.

La seconde réserve est relative aux mesures destinées à organiser les congédiements inévitables de la manière la plus judicieuse. Dans la pratique, lorsque le chef d'une entreprise se voit dans la nécessité de congédier, contre son gré, certains de ses travailleurs, il cherche toujours à conserver les meilleurs d'entre eux. Ceci est à la fois utile pour son entreprise et juste à l'égard des intéressés. Peut-être aurait-il mieux valu souligner davantage ce point dans le rapport.

Enfin, pour ce qui est du passage du rapport concernant la collaboration des syndicats ouvriers pour prendre les mesures en question, il tient à faire les réserves les plus expresses concernant le principe de l'intervention des syndicats ouvriers dans l'embauchage et le débauchage des travailleurs.

Il ne s'opposera pas à l'adoption du rapport, étant entendu que ses réserves figureront au procès-verbal.

M. Schirch rappelle que le rapport a été adopté à l'unanimité après une discussion au cours de laquelle les points mentionnés par M. Gérard ont été soulevés; aussi espère-t-il que le Conseil d'administration voudra bien accepter les conclusions de ce rapport.

M. Curcin déclare que ce rapport est le résultat d'un compromis. Pour sa part, il s'était opposé à différents points qui y figurent, et notamment à la mention de la réduction de la durée du travail comme mesure préalable propre à éviter le congédiement des travailleurs. Néanmoins, dans un esprit de conciliation, les représentants des employeurs au sein de la Commission ont accepté le rapport.

M. Tzaut précise qu'il n'a assisté qu'aux premières séances de la Commission et n'a en conséquence pris aucune part à l'adoption de son rapport.

M. Forbes Watson se souvient de l'époque où la question de l'organisation scientifique était traitée par une institution autonome à laquelle le Bureau international du Travail fournissait des crédits et du personnel. Il s'était demandé à l'époque si l'appui apporté par l'Organisation à cette institution était justifié, mais il s'était laissé rassurer par la pensée que tout au moins le problème de l'organisation scientifique du travail serait étudié dans ses aspects économiques aussi bien que sociaux. Par contre, lorsque l'Organisation internationale du Travail a commencé à étudier les questions d'organisation scientifique en les considérant sous leurs seuls aspects sociaux, il a formulé des objections. Ses appréhensions sont pleinement justifiées par le rapport actuellement soumis au Conseil. Il ne pense pas qu'un tel document
widest possible publicity to the conclusions reached by the Committee on the two items on its agenda. These included, first, a list of practical measures enabling individual undertakings to alleviate the immediate social effects of the dismissal of staff, and secondly, the study of the social consequences of the use of office machinery and measures to alleviate them. They were intended as a guide for industrial and other enterprises, and contained no proposals which required Government action. Their value would depend on the degree to which they were disseminated and placed in the hands of those concerned with individual enterprises.

Mr. Gérard said that the report suggested a number of ingenious measures. It was of course necessary, in the work of an industrial undertaking, to avoid placing the workers in an unduly difficult position. Moderation was, however, necessary in this respect, for any measures which impeded technical progress to an excessive extent would be contrary to the general interest.

Since it was proposed that the suggestions contained in the report should be published with the authority of the International Labour Office behind them, great prudence would be necessary. He felt bound, as an Employers’ representative, to make three reservations in this connection.

His first reservation concerned the suggestion that hours of work might be reduced as a transitional measure. The opinion of the Employers’ group on the question of the reduction of hours of work was known, and he could therefore confine himself to making every reservation as regards the conclusions of the report on this subject.

His second reservation related to the measures for organising inevitable dismissals in the most appropriate manner. In practice, when an employer found himself obliged, against his wishes, to dismiss some of his workers, he would always try to keep the best workers. This was both useful for his undertaking and just towards those concerned. This point might have been more greatly emphasised in the report.

In the third place, with regard to the passage in the report concerning the co-operation of the trade unions in the proposed measures, he made the most definite reservations as regards the principle of the intervention of trade unions in the engagement and dismissal of the workers.

He did not oppose the adoption of the report, provided that his reservations were placed on record.

Mr. Schürch pointed out that the report had been adopted unanimously after a discussion in which the points mentioned by Mr. Gérard had been raised. He therefore hoped that the Governing Body would accept the conclusions of the report.

Mr. Curčin said that the report represented a compromise. Personally, he had been opposed to several of the points included in it, especially the suggestion for a reduction of hours of work as a temporary measure to prevent the dismissal of workers. The Employers’ representatives on the Committee had nevertheless agreed to the report in a spirit of conciliation.

Mr. Tzaut explained that he had been present only at the first meetings of the Committee and had therefore not been a party to the adoption of the report.

Mr. Forbes Watson said that at one time the question of management had been dealt with by a separate institution to which the International Labour Office gave money and lent staff. He had not been altogether sure whether the International Labour Organisation was right in supporting that institution, but he had been reassured by the thought that at any rate the subject of scientific management would be dealt with from the economic as well as the social side. When, however, the International Labour Organisation began to deal with the management question purely in its social aspect, he had raised objections. His fears had been realised by the report now before the Governing Body. He did not feel that it would do credit to the Organisation. It was written as if there were no employers who had any
fasse honneur à l'Organisation. Il a été en effet élaboré comme s'il n'existait pas d'employeurs qui aient des égards pour leurs travailleurs ou qui aient conscience des devoirs qu'ils ont vis-à-vis d'eux aussi bien que vis-à-vis de leur clientèle.

Il s'élève en particulier contre le passage du rapport aux termes duquel, si l'augmentation de la production par suite de la mécanisation trouve un marché prospère, la réduction permanente de la durée du travail accompagnée du maintien du niveau de standard de vie constitue un moyen approprié de faire participer le travailleur aux plus-values créées par le progrès technique. Il considère qu'il s'agit là en quelque sorte d'une propagande en faveur de la réduction de la durée du travail. Il formule également des objections à l'égard des conclusions de la Commission concernant le congédiement des travailleurs, conclusions qui tendraient à laisser croire que les employeurs n'ont aucune connaissance des fonctions de direction qui leur incombent.

Il estime en conséquence que l'on créerait une impression erronée si l'on donnait une large publicité à ce rapport. Si néanmoins ce document doit être publié, il demande qu'il soit indiqué au procès-verbal que certains membres du Conseil d'administration n'acceptent ni les suggestions qui y figurent, ni la manière dont elles sont présentées.

Le Président estime nécessaire de procéder à un vote sur l'acceptation et la publication du rapport. Si le Conseil décidait de publier le rapport, les résultats du vote pourraient également être indiqués.

Par 20 voix contre 6, le Conseil d'administration décide de donner une publicité aussi large que possible aux conclusions de la Commission consultative de l'organisation scientifique du travail.

**Septième question à l'ordre du jour.**

**Rapport du Directeur.**

**Premier Rapport supplémentaire du Directeur à la 83ème session**

(dont l'examen avait été ajourné).

Commission consultative mixte agricole.

Le Directeur déclare que la date envisagée pour la réunion de cette Commission était le 7 octobre. Si cette date n'était pas acceptée, la réunion devrait être ajournée jusqu'au mois de décembre.

M. Oersted est en faveur de la fixation de la réunion au mois de décembre. Il accepte le programme des travaux de la Commission proposé dans le Rapport du Directeur.

Le Conseil d'administration décide que la Commission consultative mixte agricole se réunira en décembre 1938 pour procéder à l'examen de l'ordre du jour suivant:

1. Examen des activités les plus importantes (depuis mai 1935) de l'Institut international d'Agriculture et du Bureau international du Travail touchant les questions d'un intérêt commun aux deux institutions;
2. Examen des propositions d'une collaboration technique entre l'Institut international d'Agriculture et le Bureau international du Travail émanant du rapport de la première session (février 1938) de la Commission permanente agricole du Bureau international du Travail;
3. Modalités futures du fonctionnement de la Commission mixte consultative agricole;
4. Résolution concernant une enquête sur la statistique agricole dans les pays d'Amérique, adoptée par la Conférence du Travail réunie à Santiago, en janvier 1936.
regard for their workers, or who realised that they had a duty towards them just as they had towards their customers.

He took exception in particular to the statement in the report that if the increased output resulting from mechanisation found a ready market, the permanent reduction of hours of work with the maintenance of the level of the standard of living was a suitable means of enabling the workers to share in the advantages of technical progress. That was nothing less than propaganda for the reduction of hours of work. He also objected to the conclusions of the Committee with regard to the dismissal of workers, which would make it appear that employers knew nothing about managerial functions.

He accordingly considered that a wrong impression would be produced if wide publicity were given to this report. If, however, it were to be published, he wanted it placed on record that there were some members of the Governing Body who did not accept either the suggestions in it or the way in which they were presented.

The Chairman said that it would be necessary to take a vote on the acceptance and publication of the report. If the Governing Body decided to publish the report, the figures of the voting could be published at the same time.

The Governing Body decided by 20 votes to 6 that the conclusions of the Advisory Committee on Management should be given the widest possible publicity.

SEVENTH ITEM ON THE AGENDA.

The Director's Report.

First Supplementary Report of the Director adjourned from the Eighty-third Session.

Mixed Advisory Agricultural Committee.

The Director said that the date proposed for the meeting of this Committee was 7 October. If that date was not accepted, the meeting would have to be postponed until December.

Mr. Oersted said that he would prefer the Committee to meet in December. He agreed to the programme of work proposed for the Committee in the Director's Report.

The Governing Body decided that the Mixed Advisory Agricultural Committee should meet in December 1938 to discuss the following agenda:

1. Discussion of the principal activities (since May 1935) of the International Institute of Agriculture and the International Labour Office with regard to questions of joint interest to the two institutions.

2. Discussion of the proposals for technical co-operation between the International Institute of Agriculture and the International Labour Office arising out of the report of the first session (February 1938) of the Permanent Agricultural Committee of the International Labour Office.


Commission technique des verreries.

Le Conseil désigne M. Hermès Baret (Français), inspecteur divisionnaire du travail, à Lyon, comme membre de la Commission technique des verreries, en remplacement de M. Desvaux.

Comité d'experts en matière de sécurité dans les mines de charbon.

Le Conseil désigne M. Czeslaw Jakobkiewicz (Polonais), ingénieur des mines, conseiller au Ministère de l'industrie et du commerce, comme suppléant de M. Aleksander Stein, au cas où ce dernier ne serait pas en mesure d'assister à certaines des réunions de la Commission d'experts.

Comité de correspondance pour la prévention des accidents.

Le Conseil désigne M. Edmund Steinberg (Afrique du Sud), secrétaire de la Commission de prévention des accidents à Johannesburg, comme membre du Comité de correspondance pour la prévention des accidents, en remplacement de M. Bilbrough.

Comité de correspondance pour les assurances sociales.

Le Conseil désigne comme membre de ce Comité M. H. Hatlak (Tchécoslovaquie), docteur en droit, second directeur de la Caisse centrale des mineurs, à Prague, en qualité d'expert pour les questions relatives à l'assurance minière.

Renouvellement du mandat de membres de commissions.

Le Conseil d'administration désigne pour une nouvelle période de trois ans les membres suivants de commission dont le mandat est venu à expiration :

Comité de correspondance pour les assurances sociales.

M. Vaclav Polivka (Tchécoslovaquie).

Comité de correspondance pour l'hygiène industrielle.

Sir David Munro (Britannique).
M. Nowakowski (Polonais).

Commission technique des verreries.

Experts gouvernementaux :

M. Pokorny (Tchécoslovaque).
M. Léon Wodon (Belge).

Experts employeurs :

M. Baugnies (Français).
M. Frachon (suppléant) (Français).
M. Larson (Suédois).
M. Meigh (Britannique).
M. Marchand (suppléant) (Britannique).
M. Mühlig (Tchécoslovaque).

Suppléant :

M. Cornaz (Suisse).

Experts travailleurs :

M. Caprasse (Belge).
M. Delzant (Français).
M. Olsen (Danois).
M. Stokes (Britannique).
M. Viktora (Tchécoslovaquie).
Technical Committee on Glass Works.

The Governing Body appointed Mr. Hermès Baret (French), Divisional Labour Inspector, Lyons, as a member of this Committee in place of Mr. Desvaux.

Committee of Experts on Safety in Coal Mines.

The Governing Body appointed Mr. Czeslaw Jakobkiewicz (Polish), mining engineer, Counsellor in the Ministry of Industry and Commerce, as substitute for Mr. Aleksander Stein in case the latter should be unable to attend some of the meetings of the Committee of Experts.

Correspondence Committee on Accident Prevention.

The Governing Body appointed Mr. Edmund Steinberg (South African), Secretary to the Prevention of Accidents Committee, Johannesburg, as a member of the Correspondence Committee on Accident Prevention in place of Mr. Bilbrough.

Correspondence Committee on Social Insurance.

The Governing Body appointed Mr. H. Hatlák (Czechoslovak), Doctor of Law, Second Director of the Miners' Central Insurance Fund, Prague, as a member of this Committee in the capacity of expert on questions relating to miners' insurance.

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.

Dr. Vaclav Polivka (Czechoslovak).

Correspondence Committee on Industrial Hygiene.

Sir David Munro (British).
Mr. Nowakowski (Polish).

Technical Committee on Glass Works.

Government Experts:

Mr. Pokorny (Czechoslovak).
Mr. Léon Wodon (Belgian).

Employers' Experts:

Mr. Baugnies (French).
Mr. Frachon (substitute) (French).
Mr. Larson (Swedish).
Mr. Meigh (British).
Mr. Marchand (substitute) (British).
Mr. Mühlig (Czechoslovak).

Substitute:

Mr. Cornaz (Swiss).

Workers' Experts:

Mr. Caprasse (Belgian).
Mr. Delzant (French).
Mr. Olsen (Danish).
Mr. Stokes (British).
Mr. Viktora (Czechoslovak).
Experts désignés par le Directeur du Bureau international du Travail :
M. Brussel (Néerlandais).
M. Roscam (suppléant) (Belge).

Voyage du Directeur en Orient.

Le Directeur rappelle qu'un rapport sur son voyage en Orient a été distribué en épreuve aux membres du Conseil d'administration. Il suggère que ce document, au lieu d'être discuté au sein du Conseil, soit communiqué à la Conférence comme annexe au Rapport du Directeur. Il serait ainsi possible à diverses personnes intéressées qui ne siègent pas au Conseil, de participer à sa discussion.

Le Conseil décide que le Rapport du Directeur sur son voyage en Orient sera communiqué à la Conférence comme annexe au Rapport du Directeur à la Conférence.

Voyage du Directeur en Égypte.

Le Directeur tient à saisir cette occasion d'exprimer au Gouvernement égyptien sa gratitude pour l'hospitalité qu'il a bien voulu lui accorder pendant son voyage. Au cours de son séjour, il a eu l'impression que l'Égypte est en train d'accomplir un nouveau pas en avant dans la voie du progrès social.

Rapport du Directeur à la 84ème session du Conseil.

M. Forbes Watson regrette de n'avoir pas reçu ce rapport avant son arrivée à Genève. Il n'ignore pas que le Bureau a eu fort peu de temps pour préparer les documents destinés à la présente session. Toutefois, il est regrettable que les membres du Conseil n'aient pas l'occasion de consulter dans leurs pays les milieux intéressés par les questions qui font l'objet de ces documents. C'est là un état de choses qui les oblige parfois à demander l'ajournement de questions soumises au Conseil, ce qui risque d'être interprété de façon erronée.

Dans le cas présent d'ailleurs, le Rapport du Directeur ne contient guère de propositions nécessitant de consultations de cet ordre. Toutefois, il espère que le Bureau adoptera pour procédure habituelle de faire parvenir aux membres du Conseil les documents en question avant qu'ils ne quittent leurs pays.

Le Directeur répond qu'il n'est guère possible d'adresser au Conseil tous les documents préparatoires aussitôt que l'a demandé M. Forbes Watson lorsqu'un intervalle d'un mois seulement sépare une session de la suivante. En particulier, le Rapport du Directeur ne peut leur être adressé plus tôt puisqu'il relate surtout des événements survenus depuis la dernière session du Conseil. Si un premier rapport leur avait été adressé plus tôt, il n'aurait mentionné que quelques points de pure forme et aurait été forcément suivi d'un second rapport traitant d'autres questions qui se seraient posées plus tard. En principe, il est bien entendu que les documents préparatoires doivent parvenir aux membres du Conseil aussitôt que possible, mais le Bureau éprouve toujours quelques difficultés à le faire pour la session de mai qui n'est séparée de la session d'avril que par un bref intervalle.

Composition du Secrétariat de la XXIVème session de la Conférence.

Le Conseil d'administration désigne, pour constituer le Secrétariat de la XXIVème session de la Conférence, les personnes dont les noms suivent, qui seront adjointes au Directeur, auquel l'article 15 de la Constitution de l'Organisation confie les fonctions de Secrétaire général.

Sous-Secrétaires généraux :
M. Phelan.
M. Winant.
M. Tixier.
Experts appointed by the Director of the International Labour Office:

Mr. Brussel (Netherlands).
Mr. Roscam (substitute) (Belgian).

The Director's Visit to the East.

The Director said that a report on his visit to the East had been circulated to members of the Governing Body in proof form. He suggested that instead of being discussed in the Governing Body, it should be communicated to the Conference as an annex to the Director's Report. This would enable it to be discussed by various persons interested who were not members of the Governing Body.

The Governing Body decided that the Director's Report on his visit to the East should be communicated to the Conference as an annex to the Director's Report.

The Director's Visit to Egypt.

The Director said that he would take this opportunity of expressing his gratitude to the Egyptian Government for its hospitality during his visit. He had received the impression from his visit that another step forward was being made in Egypt along the path of social progress.

The Director's Report to the Eighty-fourth Session.

Mr. Forbes Watson said that he regretted that he had not received this Report until his arrival at Geneva. He realised that the Office had very little time in which to prepare the documents for the present session. At the same time it was unfortunate if the members had no opportunity of consulting those persons in their own countries who were concerned with the subjects dealt with in those documents. This sometimes obliged them to ask that the discussion of questions should be adjourned, and this might be misinterpreted.

On the present occasion the Report did not contain many proposals on which such consultations were necessary. He nevertheless hoped that it would become the usual practice for the documents for the Governing Body to reach the members before they left their own countries.

The Director said that it would hardly be possible to send all the Governing Body documents out as early as Mr. Forbes Watson asked when there was only an interval of one month between one session and the next. The Director's Report in particular could not be sent out any earlier because it dealt mainly with events which had occurred since the last session. If a first report had been sent earlier, it could only have dealt with a few formal matters and would have had to be followed by a second report dealing with other questions which had arisen subsequently. As a general principle it was agreed that the documents should reach members of the Governing Body as early as possible, but there was always some difficulty in doing this in the case of the May Session, which followed very shortly after the April Session.

Appointment of Secretariat for the Twenty-fourth Session of the Conference.

The Governing Body appointed the following persons to the Secretariat of the Twenty-fourth Session of the Conference in addition to the Director, who is entrusted with the duties of Secretary-General of the Conference by Article 15 of the Constitution of the Organisation.

Assistant Secretaries-General:

Mr. Phelan.
Mr. Winant.
Mr. Tixier.
Chef des services du Secrétariat:
M. Lafrance.

Le Conseil autorise en outre le Directeur à procéder aux désignations complémentaires nécessaires.

Commission d'experts en matière de sécurité dans les mines de charbon.

Le Directeur rappelle que pour donner suite à une suggestion du Gouvernement français le Bureau a envisagé l'addition à l'ordre du jour de la Commission, de la question de l'organisation d'un Centre international de documentation et de recherches en matière d'hygiène et de sécurité dans les mines et carrières.

M. Forbes Watson fit observer que c'est là précisément un des points auxquels il songeait en présentant ses observations. Il aurait désiré consulter les milieux intéressés en Grande-Bretagne au sujet de cette suggestion qui lui paraît importante et utile, mais il ne lui a pas été possible de le faire. Dans ces conditions, il n'a pas de remarques à faire à l'égard de cette proposition.

Le Directeur fait remarquer que cette question est précisément une de celles qui n'auraient pu être portées plus tôt à la connaissance des membres du Conseil puisque la proposition n'a été reçue par le Bureau que tout récemment.

M. Buxton n'a pas eu l'occasion de consulter le Secrétaire des mines de Grande-Bretagne. Tout en n'ayant pas de motif de supposer que le Département des mines doive faire des objections à cette suggestion, il doit se réserver le droit de faire des observations sur ce point lorsque la question aura été examinée par les autorités compétentes en Grande-Bretagne.

Le Président constate que tous les membres du Conseil d'administration ont le plus vif désir de voir distribuer aussitôt que possible les documents du Conseil. Si, en effet, les autorités compétentes pour les questions soulevées devant le Conseil ne sont pas consultées, il peut en résulter un certain mécontentement et des difficultés. Dans ces conditions il propose et il croit savoir que le Directeur est du même avis d'ajourner la question à la prochaine réunion du Conseil d'administration qui se tiendra sans doute avant la réunion de la Commission d'experts. En attendant, le Bureau pourrait faire les travaux préparatoires nécessaires pour donner suite à la proposition du Gouvernement français au cas où elle serait acceptée.

M. Justin Godart ne voit aucun inconvénient à accepter la proposition du Président, tout en étant convaincu que si le Conseil donnait suite immédiatement à la proposition du Gouvernement français, ses membres n'assumeraient pas de ce fait une bien lourde responsabilité. Il pense d'ailleurs que la question suggérée par le Gouvernement français pourrait en tout état de cause être inscrite immédiatement à l'ordre du jour de la Commission d'experts.

Le Président suggère d'ajourner la proposition du Gouvernement français, étant entendu que si le Conseil n'a pas l'occasion de la discuter avant la réunion de la Commission d'experts en matière de sécurité dans les mines de charbon, la question proposée par le Gouvernement français sera inscrite à l'ordre du jour de la Commission.

Le Conseil accepte la proposition du Président.

Comité d'experts pour le droit des exécutants.

Le Conseil autorise le Bureau à convoquer le Comité d'experts pour le droit des exécutants pendant l'automne de 1938.
The Governing Body authorised the Director to make the necessary additional appointments.

Committee of Experts on Safety in Coal Mines.

The Director pointed out that in accordance with a suggestion made by the French Government, the Office had contemplated adding to the agenda of this Committee the question of organising an international centre of information and research concerning hygiene and safety in mines and quarries.

Mr. Forbes Watson said that this was one of the points which he had had in mind in his previous speech. He would have wished to consult the persons concerned in Great Britain on this suggestion, which appeared to him an important and useful one. That, however, had not been possible. In these circumstances, he had no comment to make on the suggestion.

The Director said that this question was one which could not have been brought before members of the Governing Body any earlier as the proposal had been received only a very short time ago.

Mr. Buxton said that he had had no opportunity of consulting the Secretary for Mines in Great Britain. Whilst he had no reason to suppose that there would be any objection to the suggestion from the Mines Department, he must reserve his right to comment on the question when it had been considered by the competent authorities in Great Britain.

The Chairman said that all members of the Governing Body would be fully in sympathy with the desire expressed for the early circulation of Governing Body documents. If the various authorities concerned with the questions which came before the Governing Body were not consulted, they sometimes resented that fact, and this gave rise to difficulties. He suggested—and he understood that the Director took the same view—that this question should be postponed until the next meeting of the Governing Body, which would probably take place before the Committee of Experts met. In the meantime, however, the Office should undertake the necessary preparatory work in order to be able to carry out the French Government's proposal if it were accepted.

Mr. Justin Godart said that he had no objection to the Chairman's proposal, although he did not feel that the members of the Governing Body would be accepting any very heavy responsibility if they agreed to the French Government's proposal at once. He considered that the subject suggested by the French Government might in any case be added to the agenda of the Committee of Experts immediately.

The Chairman suggested that the proposal of the French Government should be adjourned on the understanding that if the Governing Body had no opportunity of considering it before the meeting of the Committee of Experts on Safety in Coal Mines, the question proposed by the French Government should be placed on the agenda of that Committee.

The Governing Body accepted the Chairman's proposal.

Committee of Experts on the Rights of Performers.

The Governing Body authorised the Office to call a meeting of the Committee of Experts on the Rights of Performers during the autumn of 1938.
Remplacement de M. Olivetti dans certaines commissions.

M. Oersted déclare que le groupe des employeurs a désigné M. Curčin pour occuper le siège vacant au Comité du budget, et M. Tzaut pour occuper le siège vacant à la Commission du règlement.

Le Conseil approuve ces désignations.

Commission des migrations.

M. Jouhaux fait connaître que le groupe des travailleurs a désigné M. Kupers et M. Lombardo Toledano pour compléter sa représentation au sein de la Commission des migrations.

Le Conseil approuve ces désignations.

Comité de correspondance pour l’hygiène industrielle.

Le Conseil désigne M. Aubin (Français), Inspecteur divisionnaire du travail et de la main-d’œuvre à Marseille, comme membre du Comité de correspondance pour l’hygiène industrielle, en remplacement de M. Desvaux.

Comité consultatif de correspondants pour les loisirs des travailleurs.

Le Conseil désigne M. A. Janne (Belge), Directeur de l’Office national des vacances ouvrières, à Bruxelles, comme membre de ce Comité.

Renouvellement du mandat des membres de commissions.

Le Conseil d’administration désigne pour une nouvelle période de trois ans les membres suivants de commissions dont le mandat vient bientôt à expiration:

Comité de correspondance pour les assurances sociales
M. Larsson (Suédois).

Commission d’experts en matière de travail indigène
Lord Lugard (Britannique).
Major H. Sutton Cooke (Afrique du Sud).

Huitième question à l’ordre du jour.

Date et lieu de la prochaine session.

Le Directeur rappelle qu’une liste des réunions qui se tiendront à l’occasion de la session d’octobre a déjà été distribuée aux membres du Conseil. Toutefois, on a demandé que le Comité de correspondants pour les loisirs des travailleurs puisse disposer de plus d’une journée pour ses travaux. Cela paraît impossible, à moins qu’on ne le convoque le matin du samedi 22 octobre, en même temps que le Comité du budget.

M. Tzaut signale qu’il fait partie du Comité pour les loisirs des travailleurs et qu’il est également rapporteur du Comité du budget. Toutefois, il examinera la possibilité de se faire suppléer à certaines des réunions du Comité pour les loisirs des travailleurs.

Le Conseil d’administration décide que sa 85ste session se tiendra à Londres le 25 octobre 1938. Il approuve également le programme des réunions établi pour cette session tant entendu que le Comité pour les loisirs des travailleurs siégera dans la matinée du samedi 22 octobre en même temps que le Comité du budget.
Replacement of Mr. Olivetti on certain Committees.

Mr. Oersted said that the Employers' group nominated Mr. Curčin to fill the vacant seat on the Finance Committee and Mr. Tzaut to fill the vacant seat on the Standing Orders Committee.

The Governing Body approved those appointments.

Migration Committee.

Mr. Jouhaux said that the Workers' group nominated Mr. Kupers and Mr. Lombardo Toledano to complete its representation on the Migration Committee.

The Governing Body approved those appointments.

Correspondence Committee on Industrial Hygiene.

The Governing Body appointed Mr. Aubin (French), Divisional Labour Inspector at Marseilles, as a member of this Committee in place of Mr. Desvauux.

Advisory Committee of Correspondents on Workers' Spare Time.

The Governing Body appointed Mr. A. Janne (Belgian), Director of the National Office for Workers' Holidays, Brussels, as a member of this Committee.

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 would shortly expire:

Correspondence Committee on Social Insurance.

Mr. Larsson (Swedish).

Committee of Experts on Native Labour.

Lord Lugard (British).

Major H. Sutton Cooke (South African).

EIGHTH ITEM ON THE AGENDA.

Date and Place of the Next Session.

The Director said that a list of meetings to be held in connection with the October Session had already been circulated to the Governing Body. It had been suggested that the Committee on Workers' Spare Time should be allowed more than one day. This appeared impossible unless it could sit on the morning of Saturday, 22 October, at the same time as the Finance Committee.

Mr. Tzaut said that he was a member of the Committee on Workers' Spare Time, and was also Reporter of the Finance Committee. He would, however, examine the possibility of being replaced at some of the meetings of the former Committee.

The Governing Body decided that its Eighty-fifth Session should open in London on 25 October 1938. It also approved the programme of meetings arranged for the session. It was agreed that the Committee on Workers' Spare Time should meet on the morning of Saturday, 22 October, simultaneously with the Finance Committee.
M. Buxton indique que pour faciliter aux membres du Conseil le choix d'un hôtel à Londres, une liste d'hôtels établie par une organisation semi-officielle a été distribuée aux membres du Conseil. Les prix figurant dans cette liste représentent des maxima.

Il prie d'autre part les membres du Conseil de bien vouloir faire connaître au Bureau le plus tôt possible après réception de la lettre de convocation qui leur sera adressée s'ils comptent participer à la session de Londres, s'ils seront accompagnés et, le cas échéant, quel sera leur suppléant.

La séance est levée à 12 heures 55.

F. W. Leggett.
Mr. Buxton said that in order to assist members of the Governing Body in selecting a hotel in London, a list of hotels drawn up by a semi-official organisation had been circulated to members of the Governing Body. The prices mentioned in the list were maximum prices.

He requested members of the Governing Body to be good enough to inform the Office as soon as possible after receiving the letter of convocation whether they proposed to attend the session in London, whether they would be accompanied, and who would be their substitute if they had one.

The sitting closed at 12.55 p.m.

F. W. Leggett.
PROCÈS-VERBAL DE LA DEUXIÈME SÉANCE (PRIVÉE).

Au cours de cette séance, qui a eu un caractère privé, le Conseil d'administration a examiné la deuxième question à l'ordre du jour (Question de la démission du Directeur) et la sixième question à l'ordre du jour (Rapport du Comité du budget). Conformément aux dispositions de l'article 8 du règlement du Conseil d'administration, le procès-verbal de cette séance est imprimé séparément.
At this sitting, which was held in private, the Governing Body considered the Second Item on the Agenda (Question of the Resignation of the Director) and the Sixth Item on the Agenda (Report of the Finance Committee).

In accordance with the provisions of Article 8 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.

Absents: Le représentant de l'Italie et M. Markus.

Neuvième question à l'ordre du jour.

Rapport sur les mesures prises pour donner effet aux résolutions adoptées par la Conférence de Santiago.

Le Directeur considère que ce rapport montre tout d'abord que la Conférence de Santiago a accompli une œuvre très considérable et d'autre part que les résultats de cette œuvre se sont constamment développés au cours des années qui ont suivi. Il suggère au Conseil de décider que ce rapport sera imprimé et distribué à la Conférence dans des versions anglaise, française, espagnole et portugaise.

M. Garcia Oldini rappelle que, dans une causerie qu'il a faite par T.S.F. pendant la Conférence de Santiago, il avait exprimé sa confiance dans le succès de cette première prise de contact de l'Organisation avec les réalités sociales d'Amérique, et manifesté sa conviction que, tout comme Christophe Colomb, ceux qui représentaient l'Organisation internationale du Travail rentreraient du continent américain chargés de trésors. Le rapport préparé par le Bureau au sujet des mesures prises pour donner effet aux résolutions de la Conférence de Santiago, ainsi que les passages du Rapport du Directeur à la Conférence relatifs à ces problèmes, justifient pleinement tant sa foi que les termes dont il s'est servi pour l'exprimer.

Le rapport du Bureau peut se diviser, du point de vue de l'action qui a suivi la Conférence de Santiago, en deux parties, dont la première a trait aux mesures prises pour faire porter effet aux résolutions, et la seconde, nécessairement moins précise, aux répercussions indirectes que cette première Conférence des États d'Amérique Membres de l'Organisation a eues sur la vie, l'orientation et les travaux du Bureau international du Travail.

Pour le premier aspect, concret et net, les résultats atteints ont constitué, de toute évidence, un triomphe éclatant dont bénéficient autant l'Organisation que les pays du Nouveau Monde. Si le Gouvernement chilien peut, à juste titre, être fier d'avoir pris l'initiative de cette nouvelle forme de l'activité de l'Organisation, celle-ci peut également se féliciter d'avoir compris qu'un nouvel horizon s'ouvrait devant elle et d'avoir répondu à la confiance que les jeunes peuples d'Amérique avaient placée dans sa vitalité, dans son avenir, dans son organisation technique, son objectivité et sa capacité de réalisations.

Quant au deuxième aspect des conséquences de la Conférence de Santiago, il peut se borner à citer les termes mêmes du rapport: "Il suffira de constater que presque tous les aspects de l'activité de l'Organisation internationale du Travail ont été influencés, à un degré plus ou moins profond, par les résultats de la Conférence de Santiago."
MINUTES OF THE THIRD SITTING.
(Tuesday, 31 May 1938 — 4.50 p.m.)

The Governing Body was composed as follows: Mr. Leggett (Chairman), Mr. Andersson, Mr. de Barros Pimentel, Mr. Berg, Mr. Brooke, Mr. Caballero, Mr. Curciñ, Mr. Erulkar, Mr. Fabra Ribas, Mr. Forbes Watson, Mr. Garcia Oldini, Mr. Gerard, Mr. Justin Godart, Mr. Goodrich, Mr. Hallsworth, Mr. Harriman, Mr. Jensen, Mr. Jouhaux, Mr. Kitaoka, Mr. Komarnicki, Mr. Lall, Mr. Lambert-Ribot, Mr. Li Ping-Heng, Mr. Mertens, Mr. Oersted, Mr. Schürch, Mr. Soubbotitch, Mr. Tello, Mr. Watt, Mr. Wrong.

Absent: the representative of Italy, and Mr. Markus.

NINTH ITEM ON THE AGENDA.

Report on the Action taken to give Effect to the Resolutions adopted by the Santiago Conference.

The Director said that this report showed, first, that the Santiago Conference itself had accomplished a very large amount of work, and secondly, that the result of that work had been steadily realised during the succeeding years. He suggested that the Governing Body should decide that the report should be printed and circulated to the Conference in English, French, Spanish and Portuguese.

Mr. Garcia Oldini said that in a broadcast talk which he had given during the Santiago Conference, he had said that he was confident in the success of that meeting, which represented the first contact which the Organisation had made with the social realities of America, and that, like Columbus, those who represented the International Labour Organisation would return from the Continent of America loaded with treasure. The report which the Office had now submitted concerning the action taken to give effect to the resolutions adopted by the Santiago Conference, and the relevant parts of the Director's Report to the International Labour Conference, had completely justified his faith and the terms which he had used in expressing it.

The report of the Office could be divided, as regards the action taken as a result of the Santiago Conference, into two parts. The first referred to the measures taken to give effect to the resolutions, and the second, which was necessarily less precise, concerned the indirect effect that the first Conference of American States Members of the Organisation had had on the life of the International Labour Office and the direction in which its work had developed.

As regards the first aspect, which was concrete and definite, the results had obviously been an outstanding achievement by which both the Organisation and the countries of the New World had benefited. If the Chilean Government was justly proud of having taken the initiative for this new form of the Organisation's activity the latter could also congratulate itself on having realised that a new horizon was opening before it, and having responded to the confidence which the young nations of America had placed in its vitality, its future, its technical organisation, its objectivity and its capacity for achievement.

As regards the second aspect of the consequences of the Santiago Conference, he could confine himself to quoting the actual terms of the report: "It will be sufficient to point out that almost every aspect of the activity of the International Labour Organisation has been influenced more or less profoundly by the results of the Santiago Conference."
Cependant, il va de soi que les conséquences fécondes de l’initiative prise par le Gouvernement chilien ne signifient pas que l’on a atteint tous les buts que l’on s’était proposé, et que les pays d’Amérique, ainsi que l’Organisation, peuvent se reposer sur leurs lauriers. L’œuvre réalisée est importante, mais celle qui reste à accomplir est plus importante encore. A cet égard, il faudra peut-être ultérieurement exposer en détail quels sont les principaux desiderata des pays de l’Amérique latine à l’égard de l’activité et du fonctionnement de l’Organisation.

Pour l’instant, il se bornera à constater que les questions mises à l’étude, les liens établis, les progrès accomplis de part et d’autre ont démontré que l’évolution sociale est très rapide sur le continent américain, qu’une mesure opportune la veille cesse de l’être le lendemain, que la réalité se développe et change à un rythme plus accéléré en Amérique qu’en Europe et que le seul moyen de la saisir, de l’analyser et de chercher des solutions appropriées pour les difficultés d’un présent souvent très différent du passé, est de renouveler continuellement le contact avec la réalité américaine et d’étudier sur place les problèmes propres à cette partie du monde.

La Conférence de Santiago s’est parfaitement rendu compte de cette nécessité et c’est pour cette raison qu’elle a adopté une résolution envisageant « la possibilité de convoquer à l’avenir, lorsque les circonstances le feront paraître opportun, des conférences périodiques analogues ».

Le rapport du Bureau, en rappelant cette résolution, indique avec prudence : « Sans doute conviendra-t-il, dans un avenir qui ne doit pas être trop lointain, de confronter à nouveau les expériences acquises, de dégager à nouveau les besoins et les aspirations des États d’Amérique dans le domaine social et d’établir des directives pour l’action future de l’Organisation dans ses relations avec ces États. »

Pour sa part, il considère que ce moment est déjà arrivé, et il n’exclut pas la possibilité, si les circonstances sont propices, de voir se préciser des suggestions qui pourraient permettre au Bureau de continuer et de développer l’œuvre qu’il a si heureusement et si efficacement commencée grâce à l’initiative du Gouvernement chilien.

Il appuie donc la proposition du Directeur tendant à faire renvoyer à la XXIVme session de la Conférence, et à faire publier en espagnol et en portugais, le rapport du Bureau sur les mesures prises pour donner suite aux résolutions adoptées par la Conférence de Santiago.

M. Kupers rappelle que lorsque le Conseil a envisagé la convocation d’une conférence régionale à Santiago, il a chaleureusement appuyé cette proposition, parce qu’il lui semblait qu’elle contribuerait à resserrer les liens entre le Bureau international du Travail et l’Amérique latine et permettrait de réaliser de nouveaux progrès dans le domaine des assurances sociales. L’excellent rapport qui vient d’être soumis au Conseil établit que cette Conférence a été un grand succès. Il a eu le privilège d’y assister personnellement, et il a rencontré un grand nombre de personnalités qui ne savaient que peu de choses du Bureau international du Travail et de son œuvre. Il a donc pu se rendre compte que la Conférence avait eu pour effet de mieux faire connaître parmi les peuples d’Amérique l’activité du Bureau international du Travail. D’autre part, elle a permis de réaliser des progrès considérables en matière de législation sociale dans les pays d’Amérique latine, et cela malgré la crise. Le nombre de ratifications de conventions a considérablement augmenté, et sur un chiffre total de 782, on en compte 205 provenant de pays d’Amérique latine.

Il lui semble, d’un autre côté, que le Bureau a été bien avisé en acceptant l’invitation d’un pays d’Amérique latine d’envoyer certains fonctionnaires du Bureau pour procéder à la révision de la législation nationale concernant les conditions du travail et aider les administrations de ce pays à organiser des services d’assurances sociales.

Il appuie vivement l’idée exprimée par M. García Oldini, et d’après laquelle il conviendrait de s’efforcer d’organiser une Conférence du même type. Il se rallie également à la proposition tendant à faire publier le rapport du Bureau, non seulement dans les langues officielles de l’Organisation, mais encore en espagnol et en portugais ; il espère que ce rapport sera très largement répandu, particulièrement dans les pays de l’Amérique latine.
It was obvious, however, that the valuable results achieved owing to the action of his Government did not mean that all the objects in view had been accomplished and that the American countries and the Organisation could rest on their laurels. Although much had been done, still more remained to be done, and in this connection it would perhaps be necessary subsequently to set out in detail some of the most important desires of the countries of Latin America as regards the action and working of the Organisation.

For the moment he would merely say that the questions studied, the contacts made, and the progress achieved on both sides, had shown that social evolution was very rapid in the American Continent, that a measure which was expedient one day ceased to be so the next, that reality developed and changed more quickly in America than in Europe, and that the only means of ascertaining and analysing the facts and of finding the necessary solutions for the difficulties of a present which was frequently very different from the past was continually to renew contact with the realities of American life and to study, on the spot, the special problems of that part of the world.

The Santiago Conference had fully realised this point, and it was for that reason that it had adopted a resolution which contemplated "the possibility of convening in the future, whenever circumstances may make such a step desirable, periodical conferences similar to the Conference of Santiago".

The Office report, in referring to that resolution, prudently stated that "It would no doubt be desirable, in a not too distant future, once more to compare the experience acquired and to discover afresh what are the requirements and aspirations of the States of America in the social sphere, with a view to laying down the lines of the future activity of the Organisation in its relations with those States".

Personally, he felt that the moment had already arrived, and it was not impossible, if circumstances were favourable, that more definite suggestions might be put forward which would enable the Office to continue and develop the work which had been so happily and effectively begun, thanks to the initiative taken by the Chilean Government.

He supported the Director's proposal that the report on the action taken to give effect to the resolutions adopted by the Santiago Conference should be transmitted to the Twenty-fourth Session of the International Labour Conference, and published in Spanish and Portuguese.

Mr. Kupers said that when the question of holding a regional conference in Santiago had been discussed, he had warmly supported the proposal because he considered that it would strengthen the ties between the International Labour Office and Latin America and enable further progress to be made in the field of social insurance. The excellent report which had now been submitted to the Governing Body showed that the Conference had been a great success. He personally had been present at the Conference, where he had met many people who had very little knowledge of the International Labour Office and its work. From personal experience, therefore, he knew that the Conference had had the effect of making the work of the International Labour Office more widely known among the American peoples. It had also resulted in very great progress being made in social legislation in Latin America, in spite of the depression. There had been a considerable increase in the number of ratifications of Conventions, and out of the total of 782 ratifications Latin-American States were responsible for 205.

The Office had also been very wise in accepting the invitation of a Latin-American State to send members of its staff to revise the national labour legislation and to assist the Government departments of the country concerned in organising social insurance services.

He warmly supported Mr. García Oldini's suggestion that every endeavour should be made to hold a further conference of the same kind. He agreed that the report of the Office should be published not only in the official languages but also in Spanish and Portuguese, and he hoped that it would be distributed very widely, especially in Latin-American countries.
Il rappelle que le Bureau international du Travail repose sur une base tripartite, et que la Conférence de Santiago avait adopté une résolution qui préconisait la création de services gouvernementaux s’occupant de divers aspects des problèmes sociaux, ainsi que de fédérations patronales et ouvrières dans les pays où de telles fédérations n’existent pas encore. La Conférence avait, en effet, constaté qu’il était d’une grande importance, pour l’heureux résultat de la participation des États Membres aux travaux de l’Organisation, qu’il existe dans tous les pays des fédérations nationales de patrons et d’ouvriers. Ainsi se trouverait facilité l’accomplissement de l’obligation qu’ont les gouvernements de désigner des délégués et des conseillers non gouvernementaux pour la Conférence internationale du Travail, conformément à l’article 3 de la Constitution de l’Organisation. En conséquence, la Conférence avait invité le Conseil d’administration à adresser aux gouvernements intéressés un appel pour qu’ils n’opposent aucune difficulté aux efforts tendant à créer ces fédérations.

Cette résolution a été envoyée à tous les États qui ont participé à la Conférence. Il ignore toutefois quels ont été les effets de cette communication en ce qui concerne les organisations d’employeurs. Le rapport indique que des fédérations nationales ouvrières ont été créées en Bolivie, à Cuba, au Pérou, au Paraguay et en Uruguay. Il serait très regrettable que des progrès parallèles n’aient pu être réalisés quant aux organisations d’employeurs, car il importe pour l’œuvre du Bureau international du Travail que non seulement les organisations ouvrières, mais encore les organisations patronales se groupent en fédérations nationales.

Il espère que l’exemple donné par les pays qu’il vient de citer sera suivi par d’autres États de l’Amérique latine. Malheureusement, il existe des pays où les travailleurs ne jouissent pas du droit d’association. Il adresse un pressant appel aux gouvernements de ces pays pour qu’ils modifient leur attitude et cessent d’entraver la constitution d’organisations ouvrières véritables.

Les conférences régionales telles que celle qui a eu lieu à Santiago ont une grande valeur, et il espère que dans un avenir assez proche, il sera possible de convoquer en Extrême-Orient une Conférence de ce genre dont les résultats seraient sans doute précieux pour cette partie du monde.

M. Oersted apprécie vivement l’appel de M. Kupers en vue de l’organisation des travailleurs et des employeurs dans les pays de l’Amérique latine; cet appel montre tout l’intérêt que porte M. Kupers au caractère tripartite de l’Organisation. Malheureusement, M. Oersted n’a que peu d’informations sur l’existence ou la création d’organisations d’employeurs dans les pays d’Amérique latine. L’Organisation internationale des employeurs industriels est en rapport avec certaines organisations d’employeurs dans les pays d’Amérique latine qui y sont affiliées. Bien que la représentation des pays d’Amérique latine soit déjà devenue plus régulière et plus complète au cours des dernières années, il espère, comme M. Kupers, que les efforts faits en vue de la constitution d’organisations indépendantes d’employeurs et de travailleurs recevront l’appui des gouvernements des divers pays. Il souhaite notamment que les représentants gouvernementaux des pays intéressés au Conseil d’administration et à la Conférence internationale du Travail appuient ces tentatives. Enfin, il exprime le vœu que les représentants patronaux des pays de l’Amérique latine qui participeront à la prochaine session de la Conférence participent régulièrement aux réunions du groupe des employeurs. Il sait que les représentants gouvernementaux des pays d’Amérique latine au Conseil d’administration ainsi que les représentants d’organisations d’employeurs et de travailleurs de leurs pays.

M. Goodrich se rallie aux observations des orateurs précédents relatives à la grande importance des résultats de la Conférence de Santiago tels qu’ils sont exposés dans le rapport soumis au Conseil; le Gouvernement des États-Unis d’Amérique envisagera très favorablement toute proposition de convoquer une nouvelle conférence régionale des pays d’Amérique, dès que l’on pourra envisager de façon pratique la convocation d’une telle conférence.

Le Conseil d’administration décide que le rapport du Bureau sera publié en français, en anglais, en espagnol et en portugais et communiqué à la Conférence internationale du Travail.
The International Labour Office was constituted on a tripartite basis, and the Santiago Conference had unanimously adopted a resolution which recommended the creation of Government departments dealing with various aspects of social problems, and also of employers' and workers' federations in countries where they did not yet exist. The Conference pointed out that it was of great importance for the successful participation of the States Members in the work of the Organisation that there should exist national federations of employers and workers in the various countries. This would facilitate the task of the Governments in fulfilling the obligation to appoint non-Government delegates and advisers to the International Labour Conference in accordance with Article 3 of the Constitution of the Organisation. The Conference accordingly requested the Governing Body to appeal to the Governments concerned not to hamper any efforts which might be made to create such federations.

That resolution had been sent to all the States which had participated in the Conference. He did not know what had been the result so far as employers' organisations were concerned. It was stated in the report that national federations of workers had been created in Bolivia, Cuba, Peru, Paraguay and Uruguay. It would be a matter for regret if similar progress were not made in regard to organisations of employers, since it was essential to the work of the International Labour Office that not only workers' organisations but also employers' organisations should set up such federations.

He hoped that the example of the countries which he had mentioned would be followed in other States of Latin America. There were unfortunately countries in which the workers did not enjoy freedom of association. He would make an urgent appeal to the Governments of such countries to reconsider their attitude and not to hamper the setting up of genuine trade unions.

Regional conferences such as that held at Santiago were of great value, and he hoped that in the not too distant future it might be possible to call such a conference in the Far East, since he felt sure that its results would be beneficial to that part of the world.

Mr. Oersted said that he much appreciated the appeal which Mr. Kupers had just made as regards the organisation of workers and employers in the countries of Latin America, since it showed Mr. Kupers' interest in the tripartite character of the Organisation. Unfortunately he had little information as to the existence or recent establishment of employers' organisations in Latin America. The International Organisation of Industrial Employers was in contact with certain employers' organisations in certain countries which were affiliated to it. Although the representation of Latin-American countries had become more regular and complete during recent years, he agreed with Mr. Kupers in hoping that the efforts made to set up independent organisations of employers and workers would be supported by the Governments of the various countries. In particular he hoped that the Government representatives of the countries in question on the Governing Body and at the International Labour Conference would support those efforts. He also hoped that the employers' representatives of the Latin-American countries who would take part in the forthcoming session of the Conference would regularly attend the meetings of the Employers' group. He knew that the representatives of the Governments of the countries of Latin-America on the Governing Body, and in particular Mr. García Oldini, would do everything in their power to enable genuine representatives of employers' and workers' organisations from their countries to come to Geneva.

Mr. Goodrich said that he associated himself with everything that had been said as to the great value of the results of the Santiago Conference to which the report referred. The Government of the United States of America would most favourably consider any proposal to call another American regional conference as soon as practical plans for such a conference could be put forward.

The Governing Body decided that the report of the Office should be published in French, English, Spanish and Portuguese, and communicated to the International Labour Conference.
ONZIÈME QUESTION A L'ORDRE DU JOUR.

Approbation du formulaire pour l'établissement du rapport annuel sur l'application de la convention concernant le rapatriement des marins, 1926 (No 23).

Le Conseil d'administration approuve les modifications que le Bureau propose d'apporter au formulaire de rapport annuel sur l'application de la convention concernant le rapatriement des marins, 1926 (No 23).

TROISIÈME QUESTION A L'ORDRE DU JOUR.


Le Directeur indique que, pour répondre au vœu formulé par le Conseil lors de sa 82ème session, le Bureau a préparé un exposé détaillé de sa collaboration avec la Société des Nations en matière de questions sociales. La première partie de ce rapport a trait aux questions sociales proprement dites, et la seconde aux questions d'hygiène.

Au sujet des questions sociales, il lui semble que le problème de la collaboration est pratiquement résolu, car il est de tradition que le Bureau international du Travail invite le Secrétariat de la Société des Nations à suivre les travaux des commissions ou réunions qui ont à l'ordre du jour des questions susceptibles de l'intéresser. Comme l'indique le rapport, le Bureau pourra veiller particulièrement à l'avenir à ce qu'une telle invitation soit faite dans tous les cas où une question relative aux conditions de travail ou de vie des adolescents étant à l'étude devant un organisme du Bureau, la Section sociale du Secrétariat semblerait être intéressée à en suivre les débats.

En conclusion, le Bureau suggère au Conseil d'approuver l'établissement, dans tous les cas où elle s'avérera utile, d'une telle collaboration pratique entre les deux Institutions dans le respect mutuel des compétences respectives.

Il lui a toujours paru qu'il convenait, dans cette matière, d'établir une collaboration méthodique. Sans doute, dans le domaine social, un certain chevauchement de compétence est-il à peu près inévitable; il est sans danger tant qu'il existe une solide base d'entente entre les deux institutions intéressées. A son avis, cette base existe, et aussi longtemps qu'elle existera, il ne semble pas que l'on ait à redouter des rivalités ou des conflits de compétence.

Le Conseil d'administration approuve les propositions contenues dans la première partie du rapport, telles qu'elles ont été exposées par le Directeur.

Le Directeur expose que la deuxième partie du rapport a trait aux questions d'hygiène, et plus particulièrement à l'hygiène rurale. Deux conférences relatives à ces questions seront convoquées par la Société des Nations. L'une groupant les pays d'Amérique, aura lieu à Mexico vers la fin de l'année 1938; l'autre sera limitée aux pays d'Europe. Le Bureau a été invité à participer aux travaux préparatoires relatifs à ces deux conférences.

Le Bureau a envoyé au Mexique M. Childs pour le représenter à la Commission préparatoire instituée par le Conseil; d'autre part, M. Phelan a récemment participé aux travaux de la Commission préparatoire chargée d'organiser la Conférence d'hygiène rurale pour les pays d'Europe. Les propositions contenues dans cette deuxième partie du rapport tendent simplement à autoriser le Bureau à continuer et à développer cette collaboration.

Le Conseil d'administration approuve les propositions contenues dans la deuxième partie du Rapport du Bureau.
ELEVENTH ITEM ON THE AGENDA.

Approval of the form for the annual report on the application of the Repatriation of Seamen Convention 1926 (No. 23).

The Governing Body approved the modifications proposed by the Office in the form for the annual report on the application of the Repatriation of Seamen Convention 1926 (No. 23).

THIRD ITEM ON THE AGENDA.

Consideration of the decisions of the Assembly of the League of Nations which affect the International Labour Organisation.

The Director said that in order to meet the request made by the Governing Body at its Eighty-second Session, the Office had prepared a full report on its collaboration with the League of Nations on social questions. The first part of the report dealt with social questions properly so called, and the second with health questions.

As regards social questions, he thought that the problem of co-operation might be considered as already settled in practice, since it was the practice of the International Labour Office to invite the Secretariat of the League of Nations to be represented at Committees or other meetings which dealt with questions of interest to it. The report suggested that the Office might take particular care in future that such an invitation was sent in all cases where a question relating to the living or working conditions of young persons was to be discussed by any body connected with the Office, and where the Social Section of the Secretariat might therefore be interested in following the discussions.

In conclusion, the Office suggested that the Governing Body should approve the establishment of such practical collaboration between the two institutions in all cases where it might appear useful, and with due regard to the respective competence of the two bodies.

It had always seemed to him that the right principle to pursue in this matter was to establish systematic co-operation. It was obvious that in the social field there must be some overlapping, but that ceased to be harmful so long as there was a good basis of understanding between the two institutions. He believed that such a basis existed, and as long as that continued, he did not think that there need be any question of rivalry or of disputes as to jurisdiction.

The Governing Body adopted the proposals contained in Part I of the report as explained by the Director.

The Director said that the second part of the report dealt with the question of hygiene, and more particularly rural hygiene. Two conferences were being convened by the League of Nations to deal with this subject. One was to be held in Mexico towards the end of 1938 for the American countries; the other would be confined to European countries. The Office had been invited to participate in the preparatory work connected with both those conferences.

Mr. Childs had visited Mexico as the representative of the Office on the Preparatory Committee which the Council had set up, and Mr. Phelan had recently attended the Preparatory Committee which was organising the Conference on Rural Life in Europe. All that the second part of the report proposed was that that collaboration should be maintained and developed.

The Governing Body adopted the proposals contained in Part 2 of the report.
DEUXIÈME QUESTION A L'ORDRE DU JOUR.

Question de la démission du Directeur (suite).

Le Président expose qu’au cours d’une séance privée, le Conseil d’administration a adopté une résolution importante dont il tiendra assurément à approuver la publication. Il propose donc de distribuer à la presse un communiqué ainsi conçu:

« Le Conseil d’administration a siégé en séance privée pour examiner la question de la démission du Directeur. Il a adopté une résolution ainsi conçue:

« Le Conseil d’administration décide d’accepter, avec le plus vif regret, la démission du Directeur, il tient à affirmer sa haute appréciation et sa sincère reconnaissance pour les très grands services qu’il a rendus à l’Organisation internationale du Travail depuis ses débuts.

« Le Conseil d’administration décide en outre de procéder à l’élection d’un Directeur à une séance spéciale du Conseil d’administration, qui aura lieu le 4 juin. »

Le Conseil d’administration approuve cette proposition.

Déclaration de loyauté.

M. Winant, en sa qualité de Sous-Directeur du Bureau international du Travail, fait devant le Conseil d’administration la déclaration de loyauté suivante:

« Je prends l’engagement solennel d’exercer en toute loyauté, discrétion et conscience les fonctions qui m’ont été confiées en qualité de Sous-Directeur du Bureau international du Travail, de m’acquitter de mes fonctions et de régler ma conduite en ayant exclusivement en vue les intérêts de l’Organisation internationale du Travail, sans demander ni recevoir des instructions d’aucun gouvernement ou autre autorité extérieure au Bureau. »

La séance est levée à 18 heures 05.

F. W. LEGGETT.
SECOND ITEM ON THE AGENDA.

Question of the resignation of the Director (continued).

The Chairman said that at a private sitting the Governing Body had adopted an important resolution which the Governing Body would doubtless agree should be published. He therefore proposed that the following statement should be issued to the Press:

"The Governing Body met in private session to consider the question of the resignation of the Director and passed the following resolution:

"The Governing Body decides to accept, with much regret, the resignation of the Director, and desires to place on record its sincere gratitude to him and its high appreciation of the very great services which he has rendered the International Labour Organisation since its inception.

"The Governing Body further decides to proceed to the election of a Director at a special meeting of the Governing Body on 4 June."

The Governing Body adopted this proposal.

Declaration of Loyalty.

Mr. Winant made the declaration of loyalty as Assistant Director of the International Labour Office in the following form:

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

The sitting closed at 6.5 p.m.

F. W. Leggett.
PROCÈS-VERBAL DE LA QUATRIÈME SÉANCE (PRIVÉE).

Au cours de cette séance, qui a eu un caractère privé, le Conseil d'administration a examiné la deuxième question à l'ordre du jour (Question de la démission du Directeur) et la sixième question à l'ordre du jour (Rapport du Comité du budget).

Conformément aux dispositions de l'article 8 du règlement du Conseil d'administration, le procès-verbal de cette séance est imprimé séparément.
MINUTES OF THE FOURTH SITTING (PRIVATE).

At this sitting, which was held in private, the Governing Body considered the Second Item on the Agenda (Question of the resignation of the Director) and the Sixth Item on the Agenda (Report of the Finance Committee).

In accordance with the provisions of Article 8 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.
PROCÈS-VERBAL DE LA CINQUIÈME SÉANCE (PRIVÉE).

Au cours de cette séance, qui a eu un caractère privé, le Conseil d'administration a examiné la deuxième question à l'ordre du jour (Question de la démission du Directeur).

Conformément aux dispositions de l'article 8 du règlement du Conseil d'administration, le procès-verbal de cette séance est imprimé séparément.
MINUTES OF THE FIFTH SITTING (PRIVATE).

At this sitting, which was held in private, the Governing Body considered the Second Item on the Agenda (Question of the resignation of the Director).

In accordance with the provisions of Article 8 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.
PROCÈS-VERBAL DE LA SIXIÈME SÉANCE (PRIVÉE).

Au cours de cette séance, qui a eu un caractère privé, le Conseil d'administration a examiné la dixième question à l'ordre du jour (Examen de la réclamation présentée par le Syndicat des travailleurs agricoles d’Estonie au sujet de l’application en Estonie de la convention relative aux droits d’association et de coalition des travailleurs agricoles — No II).

Conformément aux dispositions de l’article 8 du règlement du Conseil d’administration, le procès-verbal de cette séance est imprimé séparément.
MINUTES OF THE SIXTH SITTING (PRIVATE).

At this sitting, which was held in private, the Governing Body considered the Tenth Item on the Agenda (Examination of the representation made by the Agricultural Workers' Union of Estonia concerning the application in Estonia of the Right of Association [Agriculture] Convention, 1921 [No. 11]).

In accordance with the provisions of Article 8 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.
PROCÈS-VERBAL DE LA SEPTIÈME SÉANCE.

(Vendredi 17 juin — 18 heures 15.)

PREMIÈRE PARTIE.


Absents: le représentant de l'Italie et M. Markus.

SEPTIÈME QUESTION A L'ORDRE DU JOUR.

Rapport du Directeur (suite).

Troisième rapport supplémentaire du Directeur.

Composition de l'Organisation.

Le Directeur est convaincu que tous les membres du Conseil seront heureux de prendre connaissance des lettres échangées entre M. García Oldini et lui-même, et d'où il résulte que le Chili reste Membre de l'Organisation internationale du Travail.

Il se propose de communiquer la décision du Gouvernement chilien aux États Membres de l'Organisation.

Le Conseil d'administration note avec satisfaction que le Chili reste Membre de l'Organisation et que le Bureau fera part de cette décision aux États Membres.

Relations et interventions diverses.

Voyage d'une délégation du Conseil d'administration dans l'Union Sud-Africaine.

Le Directeur indique que le membre travailleur de la délégation a dû renoncer à accomplir cette mission, et que le groupe des travailleurs n'a pu le remplacer. Dans ces conditions, il faut envisager le renvoi à une époque ultérieure de ce voyage, qui pourrait avoir lieu au cours de l'hiver. Il importe de fixer le gouvernement de l'Union Sud-Africaine au plus tard au mois d'octobre quant à la date définitive du voyage. Il serait utile que les trois groupes examinent dans l'intervalle quelle serait l'époque qui conviendrait le mieux à leur représentant au sein de la délégation.

Le Président croit savoir que le mois de février serait particulièrement favorable pour ce voyage. Il invite les groupes à choisir leurs représentants en fonction de cette date.

M. Brooke précise que les conditions atmosphériques sont également favorables en Afrique du Sud pendant les trois premiers mois de l'année.

L'envoi d'une délégation de l'Organisation internationale du Travail en Afrique du Sud suscitera dans ce pays un grand intérêt. Il voit là une excellente occasion pour
MINUTES OF THE SEVENTH SITTING.

(Friday, 17 June 1938 — 6.15 p.m.)

FIRST PART.

The Governing Body was composed as follows: Mr. Leggett (Chairman), Mr. Andersson, Mr. Berg, Mr. Brooke, Mr. Curčin, Mr. Fabra Ribas, Mr. Forbes Watson, Mr. Garcia Oldini, Mr. Justin Godart, Mr. Goodrich, Mr. Hallsworth, Mr. Harriman, Mr. Jouhaux, Mr. Kitaoka, Mr. Komarnicki, Mr. Krektitch, Mr. Kupers, Mr. Li Ping-Heng, Mr. Helio Lobo, Mr. Mertens, Mr. Molenaar, Sir Firozkhan Noon, Mr. Oersted, Mr. Schürch, Mr. Tello, Mr. Tzvetkovitch, Mr. Vaněk, Mr. Waline, Mr. Watt, Mr. Wrong.

Absent: the representative of Italy, and Mr. Markus.

SEVENTH ITEM ON THE AGENDA.

The Director’s Report (continued).

Third Supplementary Report of the Director.

Composition of the Organisation.

The Director said that all the members of the Governing Body would be glad to hear of the correspondence which had taken place between Mr. Garcia Oldini and himself, from which it would be seen that Chile would remain a Member of the International Labour Organisation. He proposed to communicate the decision of the Chilean Government to the States Members of the Organisation.

The Governing Body noted with satisfaction that Chile would remain a Member of the Organisation, and that the Office would inform the States Members of this decision.

Relations and various activities.

Visit of a delegation of the Governing Body to the Union of South Africa.

The Director said that the Workers’ member of this delegation was unable to go to South Africa, and that the Workers’ group had not been able to find anyone to replace him. It was therefore necessary to postpone the visit to a later date, perhaps during the winter. It was necessary that the Government of the Union of South Africa should be informed in October at the latest of the date finally fixed for the visit. The three groups might consider in the meantime what date would be most convenient for their representative on the delegation.

The Chairman thought that the month of February would be a convenient date for the visit. He asked the groups to choose their representatives with a view to that date.

Mr. Brooke stated that the weather in South Africa was equally satisfactory during all the three first months of the year.

The sending of a delegation from the International Labour Organisation to South Africa would arouse great interest in that country. This would be an excellent
chercher à obtenir quelques ratifications nouvelles de conventions; jusqu’à présent le Gouvernement de l’Union Sud-africaine n’en a ratifié qu’un très petit nombre.

Il se félicite du fait que la délégation du Conseil d’administration pourra acquérir sur place une connaissance pratique des conditions très particulières de travail en Afrique du Sud. Ce qui sera très utile notamment en raison de l’intérêt que le Bureau international du Travail porte aux travailleurs indigènes et de l’importance de la législation que la Conférence a adoptée en la matière.

La délégation sera certainement en rapport avec la Chambre des mines de l’Afrique du Sud, qui est l’une des institutions les mieux organisées qui existent au monde. Il est très heureux que l’envoi de la délégation permette ce contact direct auquel il attache une grande valeur.

Il est entendu que chacun des trois groupes procédera à un nouvel examen de sa représentation au sein de la délégation du Conseil afin que celle-ci puisse partir pour l’Afrique du Sud au mois de février 1939.

Le Conseil d’administration se réunit en séance privée¹.

Premier Rapport supplémentaire du Directeur.

Réunions de commissions envisagées.

Réunion d’experts pour les assurances sociales.

Le Directeur rappelle que lors de sa 82ème session (février 1938) le Conseil d’administration, en prenant connaissance du compte rendu des travaux des experts convoqués au mois de décembre 1937 pour procéder à un examen préliminaire des problèmes que pose l’investissement des fonds des institutions d’assurances sociales, l’avait autorisé à communiquer le questionnaire arrêté par les experts aux membres du Comité de correspondance pour les assurances sociales qui relèvent des administrations et des institutions d’assurances particulièrement intéressées en la matière. Cette consultation écrite, à laquelle le Bureau procède actuellement, doit dégager les éléments essentiels de la politique d’investissement des institutions d’assurances sociales. Toutefois, comme il ne sera pas aisé de dégager de cette consultation des conclusions claires et précises, il est amené à demander au Conseil d’administration d’autoriser la convocation d’une seconde réunion d’experts appelée à mettre au point les résultats de la consultation actuellement poursuivie. Le budget de 1938 comporte les crédits nécessaires pour cette réunion qui pourrait avoir lieu vers la fin de l’année. Il serait désirable que le Conseil autorisât dès à présent cette réunion de permettre au Bureau de prendre toutes les mesures préparatoires nécessaires.

M. Oersted demande s’il est bien entendu que les représentants du Conseil d’administration qui ont assisté à la première Réunion d’experts seront également appelés à participer à la deuxième.

Le Directeur répond affirmativement.

Le Conseil d’administration autorise le Directeur à convoquer une deuxième Réunion d’experts appelée à mettre au point les résultats de la consultation actuellement poursuivie au sujet de la politique d’investissement des institutions d’assurances sociales.

Il est entendu que les représentants du Conseil ayant assisté à la première Réunion participeront également à la deuxième Réunion.

Le Conseil d’administration ajourne l’examen des autres questions traitées dans le premier rapport supplémentaire du Directeur, ainsi que du deuxième rapport supplémen-

¹ Le procès-verbal de cette partie de la séance est imprimé séparément.
opportunity of trying to secure some further ratifications of Conventions; up to the present the Government of the Union of South Africa had only ratified a very small number.

He was glad to think that the delegation of the Governing Body would be able to acquire, in the country itself, practical knowledge of conditions of labour in South Africa, which were very different from those in other countries. This would be particularly useful in view of the interest which the International Labour Office took in indigenous labour, and the importance of the legislation which the Conference had adopted on that subject.

The delegation would certainly be in touch with the Chamber of Mines of South Africa, which was certainly one of the best organised bodies in the world. For the Governing Body direct contact with the Chamber of Mines would be of very great value. He was extremely glad that the sending of the delegation would provide an opportunity for direct contact of this kind, to which he attached the greatest value.

It was agreed that each of the three groups should reconsider its representation on the delegation of the Governing Body so that its members could leave for South Africa in February 1939.

The Governing Body went into private sitting.

First Supplementary Report of the Director.

Proposed meetings of Committees.

Meeting of experts on social insurance.

The Director said that the Governing Body, at its Eighty-second Session (February 1938) had taken note of the record of the meeting of experts held in December 1937 to undertake a preliminary examination of the problems connected with the investment of the funds of social insurance institutions, and had authorised him to communicate the questionnaire drawn up by the experts to those members of the Correspondence Committee on Social Insurance who were connected with the social insurance administrations and institutions more particularly concerned in the matter. This written consultation, in which the Office was at present engaged, was likely to elucidate the essential elements of an investment policy for social insurance institutions. However, since it would not be easy to arrive at clear and accurate conclusions from this consultation, he asked the Governing Body to authorise the holding of a second meeting of experts to revise the results of the consultation which was now being carried out. The funds necessary for such a meeting could be found in the 1938 budget. It might take place towards the end of the year. It would be desirable for the Governing Body to authorise the meeting at the present session, so that the Office could make the necessary preliminary arrangements.

Mr. Oersted asked whether it was understood that the representatives of the Governing Body who had attended the first meeting of experts would also attend the second.

The Director replied in the affirmative.

The Governing Body authorised the Director to convene a second meeting of experts to revise the results of the consultation which was being carried out concerning the investment policy of social insurance institutions.

It was agreed that the representatives of the Governing Body who had taken part in the first meeting should also take part in the second meeting.

The Governing Body adjourned the discussion of the other questions mentioned in the First Supplementary Report of the Director, as well as the Second Supplementary Report of the Director.

1 The minutes of this part of the sitting have been printed separately.
Conférence internationale des réfugiés (Evian, juillet 1938).

M. Jouhaux rappelle qu’au mois de juillet se tiendra à Evian une conférence organisée sur l’initiative du président Roosevelt pour examiner la situation des réfugiés. Il suppose que le Bureau pourra envoyer à cette conférence à tout le moins un observateur pour suivre les débats et se renseigner sur cette question, qui intéresse particulièrement les travailleurs. L’envoi d’un tel observateur n’entraînerait que peu de frais; il pense donc que sa suggestion ne soulèvera aucune objection.

Le Directeur indique qu’il n’a pas été informé officiellement de la convocation de cette conférence, mais n’ignore pas qu’elle a été convoquée par le Gouvernement des États-Unis d’Amérique et comprendra des représentants des gouvernements. Ni le Bureau, ni le Secrétariat de la Société des Nations n’ont jusqu’à présent été invités à s’y faire représenter. Le Bureau pourra sans doute se renseigner sur les travaux de la Conférence et fournir des informations à celle-ci s’il en est sollicité. Toutefois, à l’heure actuelle, il ne sait s’il s’agit d’une réunion à laquelle le Bureau devrait envoyer un observateur de sa propre initiative, ou, dans le cas où il recevrait ultérieurement une invitation officielle, si le Bureau devrait s’y faire représenter officiellement sans instructions du Conseil d’administration. Il lui semble donc que le Bureau doit se borner à se maintenir en rapport avec la Conférence et, au cas où une demande lui serait adressée à cet effet, à fournir sur la situation des réfugiés la documentation qui se trouverait en sa possession.

M. Jouhaux ne demande pas que le Bureau se fasse représenter officiellement à une conférence à laquelle il n’a pas été invité. Encore moins songe-t-il à suggérer l’envoi d’une délégation du Conseil d’administration. Il souhaite simplement que le Bureau ait à cette conférence un observateur qui puisse à la fois fournir les renseignements qui lui seraient demandés, et suivre les travaux de la Conférence.

Il est entendu que le Bureau enverra un observateur à la Conférence d’Evian sur la situation des réfugiés pour suivre les travaux de cette réunion et fournir le cas échéant les informations dont le Bureau pourrait disposer.

La session est close à 18 heures 35.

F. W. Leggett.
Mr. Jouhaux pointed out that in July a Conference would be held at Evian, at the suggestion of President Roosevelt, to discuss the position of refugees. He imagined that the Office would at any rate be able to send an observer to this Conference to follow the debates and to obtain information on this question, which was of particular concern to the workers. To send an observer of this kind would involve very little expense, and he therefore thought that his suggestion would not give rise to any objection.

The Director said that he had not been officially informed that this Conference was to be held, though he was aware that it had been convened by the Government of the United States of America, and was to be a Conference of Governments. Neither the Office nor the Secretariat of the League of Nations had up to the present been invited to be represented. The Office could of course keep itself informed concerning the work of the Conference and supply it with information if it was asked to do so. At the present stage, however, he was not sure whether the Conference was one to which the Office ought to send an observer on its own initiative, or whether, in the event of the Office's receiving an official invitation at a later date, it ought to be officially represented without a formal instruction from the Governing Body. He therefore considered that the Office ought to limit itself to keeping in touch with the Conference and supplying any information on the position of refugees which it possessed, if it was asked to do so.

Mr. Jouhaux said that he did not ask that the Office should be officially represented at a Conference to which it had not been invited. Still less did he suggest that a delegation from the Governing Body should be sent. All that he wanted was that the Office should have an observer at the Conference, both to provide any information for which he might be asked and to follow the work of the Conference.

It was agreed that the Office should send an observer to the Conference on Refugees at Evian to follow its work and, if necessary, to supply any information in the possession of the Office.

The session closed at 6.35 p.m.

F. W. Leggett.
APPENDICES
APPENDIX I.

AGENDA.

1. Approval of the Minutes of the Eighty-third Session.
2. Question of the resignation of the Director.
3. Consideration of the decisions of the Assembly of the League of Nations which affect the International Labour Organisation.
4. Record of the Preparatory Technical Meeting on the Coal-mining Industry.
5. Record of the meeting of the Advisory Committee on Management.
7. The Director's Report.
8. Date and place of the next session.
10. Examination of the Representation made by the Agricultural Workers' Union of Estonia concerning the application in Estonia of the Right of Association (Agriculture) Convention, 1921 (No. 11).
11. Approval of the form for the annual report on the application of the Repatriation of Seamen Convention, 1926 (No. 23).
12. Consultation concerning a draft resolution proposing to convene a second Regional Conference of American States.
APPENDIX II.

SECOND ITEM ON THE AGENDA.

Question of the Resignation of the Director.

The note on this item, which was considered by the Governing Body in private, is printed separately as an appendix to the minutes of the Second, Fourth, Fifth and Seventh Sittings.
APPENDIX III.

THIRD ITEM ON THE AGENDA.

CONSIDERATION OF THE DECISIONS OF THE ASSEMBLY OF THE LEAGUE OF NATIONS WHICH AFFECT THE INTERNATIONAL LABOUR ORGANISATION.

The Governing Body, at its Eighty-third Session\(^1\), adjourned the consideration of the decisions of the Assembly of the League of Nations which affect the International Labour Organisation until the Eighty-fourth Session.

\(^1\) It has not been considered necessary to reproduce the note submitted to the Governing Body at its Eighty-third Session, which is printed on pages 74-81 of the appendices to the minutes of that session.
FOURTH ITEM ON THE AGENDA.

RECORD OF THE PREPARATORY TECHNICAL MEETING ON THE COAL-MINING INDUSTRY.

In accordance with the decision taken by the Governing Body at its Eightieth Session (May-June 1937), the Preparatory Technical Meeting on the Coal-mining Industry was held at Geneva from 2 to 10 May 1938.

The report adopted by the Meeting is attached to this note. As will be seen from this report a full general discussion took place at the Meeting, during which the economic and social factors which might have an effect on hours of work in the coal-mining industry were considered. The questions submitted to the Meeting by the Office were then examined. Various delegates put forward proposals or made observations on the wording of these questions, and certain delegates expressed their views as to the practical solutions which they considered should be adopted in regard to the problems raised.

The Meeting terminated its work by adopting the following resolution which was submitted by the Government delegates of the United States of America, Belgium, British Empire, Chile, France, Netherlands and Poland:

"The Technical Tripartite Meeting on the Coal-mining Industry:

1. Taking account of the fact that the question of the reduction of hours of work in coal mines figures on the agenda of the June 1938 Session of the International Labour Conference as part of the item concerning the generalisation of the reduction of hours of work;

2. Notes that the proceedings of the present Tripartite Meeting have provided the Office with all the information and opinions necessary for drafting a questionnaire with a view to the consultation of Governments on the reduction of hours of work in coal mines;

3. Records its belief that a discussion of the question of the reduction of hours of work in coal mines, as a first discussion, at the June 1938 Session of the International Labour Conference appears unnecessary;

4. Expresses the opinion that, for the continuation of the work, it would be desirable to provide for the placing of the question of the reduction of hours of work in coal mines on the agenda of the 1939 Session of the International Labour Conference as a separate item and with a view to final discussion."

This resolution gives the opinion of the Meeting on the procedure which the Conference might follow in examining the question of the reduction of hours of work in coal mines which forms part of the fifth item on the agenda of the next session of the Conference: Generalisation of the reduction of hours of work.

The Governing Body will doubtless consider that the opinion of the Meeting should be brought to the notice of the Conference in order that it may examine the desirability of taking it into account. The Office accordingly proposes that the Governing Body should communicate the report of the Technical Tripartite Meeting to the Twenty-fourth Session of the Conference.

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1 It has not been considered necessary to reproduce it here as it has been printed separately as a supplement to the Grey Report on the Generalisation of the Reduction of Hours of Work (Part III: Coal Mines) which was submitted to the International Labour Conference at its Twenty-fourth Session (1938).
APPENDIX V.

FIFTH ITEM ON THE AGENDA.

RECORD OF THE MEETING OF THE ADVISORY COMMITTEE ON MANAGEMENT.

In accordance with the decision taken by the Governing Body at its Eighty-second Session, the Advisory Committee on Management held its Third Session on 2 and 3 May 1938 at the International Labour Office, Geneva.

The following were present:

Representatives of the Governing Body of the International Labour Office:

Government group:
Mr. Hume Wrong, Chairman of the Committee.
Mr. Fabra Ribas.

Employers' group:
Mr. Curčín, Vice-Chairman of the Committee.
Mr. Tzaut.

Workers' group:
Mr. Schürch.
Mr. Němeček.
Mr. Krekitch.

Experts:
Mr. Wallace Clark, member of the executive of the International Committee of Scientific Management.
Mr. Drechsel, Director of the Mons Higher Commercial Institute.
Mr. Pérasson, President of the Paris Chamber of Commerce.
Mr. Hedberg, Director of the Luma Co-operative Society.

The agenda of the session was as follows:

1. Practical measures to be taken by undertakings to alleviate the immediate social consequences of the elimination of surplus works or technical equipment and of the rapid and intensive mechanisation of production.

2. The use of office machinery and its influence on conditions of work of staff.

The Committee discussed these two items of the agenda and adopted unanimously the following resolution:

"The Advisory Committee on Management, at its third session on 2 and 3 May 1938, requests the Governing Body to authorise the Office to give the widest possible publicity to the following conclusions adopted on points 1 and 2 of the agenda, viz.:

A. — ON ITEM 1 OF THE AGENDA.

"Considering that various economic occurrences, such as the elimination of surplus works and technical equipment, the rapid and extensive mechanisation of production, etc., may involve immediate serious social consequences for the workers and in particular expose them to sudden dismissal; "Considering that it is part of the duty of the Advisory Committee on Management, in view of its composition and powers, to suggest practical measures which would alleviate considerably such serious effects,
"The Committee has drawn up a

"List of practical measures enabling individual undertakings to alleviate the immediate social effects of dismissals of staff.

These measures, which, taken together, would seem to constitute the essential elements of a sound social policy with regard to dismissals, may be classified under the following heads:

A. Preliminary measures calculated to postpone or reduce to the strict minimum, or even avoid dismissals;
B. Measures for organising inevitable dismissals in the most appropriate manner, taking into account all the psychological and moral issues involved;
C. Measures to help workers who are dismissed;
D. Measures of adjustment among the remainder of the staff;
E. General measures.

A. Preliminary measures.

The dismissal of staff should be considered merely as a last resort to be adopted by a management conscious of its social responsibilities only after it has exhausted all possible means of maintaining, by all appropriate economic measures, employment on the same level, and thus postponing, or at least reducing to the strict minimum the proposed dismissals.

The measures of this kind include in particular:

(1) the reduction of hours of work;
(2) transfer to other services.

(1) The reduction of hours of work.

This may take the form of a temporary reduction in the working hours of the undertaking (short time) when it is found necessary to reduce output for a short period as the result of an economic depression. It may also be a stabilising measure when, as a result of the progressive mechanisation of manufacturing processes or the adoption of automatic processes, output at any given moment exceeds the market possibilities. If the increased output resulting from mechanisation finds a ready market the permanent reduction of hours of work with the maintenance of the level of the standard of living is a suitable means of enabling the workers to share in the advantages of technical progress. Thus the reduction of hours of work prevents the use of labour-saving machinery from resulting in the elimination of labour. It can also postpone and reduce the number of dismissals due to the elimination of surplus machines or undertakings.

(2) Transfer to other services in the same undertaking.

This is another effective means of avoiding dismissals. Transfer to other occupations, if carefully thought out and wisely organised, may involve certain problems of occupational adaptation and re-training. There will sometimes be financial obstacles if the market position makes it impossible to increase output, and therefore to employ a large number of workers in other sections of the undertaking in question. These obstacles can often be avoided if an employer who decides to introduce technical improvements prepared not only a technical programme, but also a plan for the utilisation of staff which will enable him to see how dismissals could possibly be avoided.

There can be no doubt that dismissals going beyond isolated individual cases will not be realised by the staff as being due to circumstances beyond the employer's control unless steps have first been taken to avoid dismissals or reduce their number by shorter working hours or by the transfer of workers to other branches of the same undertaking, so far as economic possibilities allow.

B. Organising measures.

When dismissals are found to be inevitable, they must be organised in the most appropriate manner so that they are carried out in orderly fashion and in accordance with the principles of justice and humanity.

These organising measures may be classified as follows:

(1) Selection of workers for dismissal on the basis of objective criteria.
(2) Informing the staff in advance of any plan of restriction or mechanisation.
(3) Spreading dismissal carefully over a certain period.
Selection of workers for dismissal.

Even when quite a considerable number of workers have to be dismissed, the dismissal of them all at the same time or the haphazard selection of those who must go should be avoided. An impartial selection carefully carried out will avoid giving the staff the impression that they are being treated in an arbitrary fashion, and will lead even those selected for dismissal to realise that they are being treated justly and humanely.

In order to produce this impression it is necessary to follow the rules mentioned below:

(a) The procedure for the selection of persons for dismissal, even when the actual dismissal is in the hands of subordinate officials (factory managers, foremen, etc.), should be entrusted to a person (e.g. the staff manager) or to an office (personnel office) forming part of the supreme management of the undertaking.

(b) The principle of treating each case individually should be strictly followed even when a large number of workers must be dismissed. One or more persons should be appointed to be responsible for seeing that such case is studied individually on its merits. These persons (e.g. social secretaries, workers' superintendents or foremen) should be known to the staff and available for consultation by any person wishing to give or receive useful information concerning the proposed selection.

(c) The selection should be carried out in the light of clearly defined objective criteria, which should be classified and weighted in accordance with an order of importance drawn up in advance. The criteria which might be used for this purpose may include age, length of service, occupational qualifications, output, permanent residence, family responsibilities, state of health and chance of finding other employment, etc.

(d) The selection should be carried out, especially in large undertakings, on the basis of complete staff lists showing all the necessary details for each individual to enable the scale of criteria to be applied. The results of the selection should be drawn up in writing in the form of lists of dismissals, set forth if possible by occupational categories and containing the names in an order of urgency which will be expressed in as objective a manner as possible.

(e) It is extremely desirable for the whole process of selection to be carried out in constant collaboration with representatives of the staff (trade unions, shop stewards, etc.). It will also be well, in order to ensure impartiality, to reserve the right for the management to revise the first selection made by the subordinate services.

Informing the staff in advance.

It is not sufficient to pay strict attention to the period of individual notice that must be given under certain laws or under certain collective agreements or individual contracts. It is extremely valuable, both from the moral and from the practical points of view, to inform the employees of any plan for cutting down staff as soon as possible after this decision has been reached by the management, as well as of the arguments which led to such a decision.

This preliminary notice might be given at the same time to all outside bodies, official or otherwise, that are concerned and that are capable of taking preparatory steps to mitigate the consequences of these dismissals. In this way the ground could be cleared for dismissal and various measures for helping the dismissed workers could be taken well in advance. The psychological consequences of sudden dismissal can thus be avoided. It goes without saying that a general notification might precede but can never replace the individual notice of dismissal prescribed by law in certain countries or required under collective agreements or individual contracts.

Spreading dismissals over a certain period.

This measure is desirable not only in the interests of the workers affected, but also for preventing congestion on the labour market and facilitating the normal working of the employment exchanges. It is much easier to take steps to alleviate the immediate social consequences of dismissals when only a limited number of workers are affected on each occasion, instead of a large body dismissed simultaneously. Steps should therefore be taken to organise dismissals in groups in accordance with objective criteria, the groups being dismissed at fixed intervals over a specified period.

C. Measures to help dismissed workers.

There is no need to discuss in detail the various measures, such as unemployment insurance, pensions, allowances, loans, etc., established by legislation or agreement, or by official organisations in various countries. Most of these are compulsory measures intended to alleviate the social consequences of dismissal after a certain lapse of time. When the official social obligations of this type do not exist or are inadequate, it is for the individual undertaking to take the initiative by establishing pensions funds, unemployment relief funds, etc.
Apart from these general measures to deal with long period consequences, an undertaking that is conscious of its social responsibilities will feel obliged to take more definite and more immediate steps to help members of the staff whom it is obliged to dismiss. These may be of two kinds:

(a) Material assistance;

(b) Occupational assistance.

(a) Material assistance.

1. The most wide-spread, because it is the most natural, form of direct material assistance to dismissed workers is the payment of a certain compensation or dismissal wage which may be considered as a prolongation of wages. The sums paid are generally equal to the full wage or a fraction of the wage for a certain period ranging from half a month to three months. Often also, lump sum compensation is paid in accordance with a certain scale as, for example, one month's wages for each year of service. Compensation for dismissal is provided for employees under certain national laws, and also in some collective agreements. It may therefore be considered as a measure of social policy which is often left to private initiative, but which can quite well be regulated by agreement or by legislation.

2. The employer may, however, contribute in other ways to alleviate some of the other material burdens which workers have to bear immediately after their dismissal. He may, for example, allow them for a certain time to occupy the same dwelling under the same conditions, or to continue to receive certain allowances in kind (heating, light, reduction in the price of certain articles, etc.), or he may refund the whole or part of the travelling or removal expenses or double rent involved in the workers' dismissal.

(b) Occupational assistance.

There are quite a number of ways in which an undertaking which has the interests of its dismissed workers at heart can help them to find fresh employment. A few of those which have proved successful in practice are indicated below.

1. Close collaboration with employment exchanges as soon as dismissals appear imminent.

2. The issue of special certificates of recommendation with a detailed description of the workers' occupational qualifications and full personal details.

3. Getting into contact with undertakings with which the firm has business relations with a view to securing engagements for the workers who have been dismissed (customers, suppliers or even competitors).

4. The undertaking which dismisses workers may refund their wages for a certain time or pay special bonuses to undertakings engaging the dismissed workers (Rowntree system).

5. Mutual or collective arrangements between undertakings in a given district or centre for the placing of dismissed workers.

6. Preparation of waiting lists to facilitate the re-engagement of workers by the undertaking itself. Individual letters may be given to the workers suggesting the more or less definite possibility of re-engagement when additional workers are required. This may serve to prevent the dispersal of skilled staff—a measure that is in the interests of the undertaking itself as well as of the workers in question.

7. Any measures for vocational re-training or adaptation which may be applied by the undertaking, acting alone or in conjunction with other undertakings, with a view to enabling the dismissed workers not only to change their employment but also to change their trade.

Generally speaking it is desirable to give the training of juvenile workers a more scientific character in order to enable them to confront sudden technological changes, since experience shows in general that skilled and well trained workers are less exposed to unemployment and can more easily secure re-employment than unskilled ones.

D. Measures of adjustment among the remaining staff.

At first sight it might be thought superfluous to prescribe measures for alleviating the consequences of dismissal for persons who have not been dismissed. Nevertheless those who are retained in their employment will also feel certain effects of the reduction in staff, quite apart from the numerous social consequences of all kinds brought about by the mechanisation of production processes. Steps must therefore be taken to prevent bad feeling and to obviate the disadvantages caused to the staff by the changes in question.
This may be done by certain adjustment measures which may be classified under three heads:

(a) Occupational adjustments;
(b) Wage adjustments;
(c) Psychological adjustments.

(a) Occupational adjustments.

Technical changes and dismissals of staff lead to changes in the allocation of tasks and transfers from one post to another. Steps should be taken to ensure the re-training and adaptation that may be necessary for workers who are transferred to a post that differs considerably from their previous one. The process of selection, which should be repeated if necessary, should lead eventually, after the termination of the process of dismissal and transformation to each worker holding the post for which he is best qualified.

(b) Wage adjustments.

Without going into details of methods of remuneration, which are of great importance, especially in the case of mechanisation, it is necessary to draw attention to the principle that the workers who remain in employment should if possible be kept in posts at which their remuneration is on the same scale as before the restriction or mechanisation process. It sometimes happens that the reduction of a worker to a lower grade is inevitable as, for instance, where there is no further employment for a foreman in that capacity and he is obliged to accept work as a skilled worker. In cases of this kind the reduction in wages should be carried out in successive stages but the individual should be notified in advance of the total reduction.

(c) Psychological adjustments.

The transformations under discussion may necessitate changes of post or occupation, which the workers find it difficult to accept. It is hard to give up an occupation in which one has acquired a certain skill or possibly even a certain reputation. The change from well-known premises to those which may be less pleasant may make the worker discontented. It sometimes happens, especially when staff is cut down, that some workers in a relatively high position (foremen or leading workers in a shift) are placed under the orders of others and thus come to subordinate positions in the undertaking. Here again, individual cases must be handled with tact and insight so as to avoid friction and discontent or even injustice, and to mitigate some of the consequences.

E. General measures.

The necessity for collaboration with staff representatives, with other undertakings, with official or private organisations, and with the public authorities was brought out above when discussing various measures such as selection (B.1), notification of the staff in advance (B.2), and assistance in finding fresh employment (C.b). These forms of external collaboration must, however, become more general, and be considered as fundamental principles to be applied throughout the whole procedure of dismissal.

1. Collaboration with staff representatives.

This collaboration may be with existing bodies such as trade unions, but it may also prove desirable to set up a special body such as a joint committee to organise collaboration of this kind so as to ensure that the dismissal programme is carried out with justice and humanity.

2. Collaboration with other undertakings.

Any concerted action between undertakings in the same industry, the same district or the same centre, can help to facilitate considerably the thankless task of an undertaking which has to dismiss workers.

The purpose of concerted action of this kind is either to facilitate the re-absorption of the dismissed workers in other undertakings, or to provide for their material support by means of various funds or institutions set up jointly by the undertakings.

In the special case of the amalgamation of undertakings it may be well to set up a special committee to deal with staff matters within the body responsible for carrying through the amalgamation.
3. **Collaboration with official or private bodies and with the public authorities.**

These bodies include the following:

- Trade unions of workers;
- Employers' and industrial associations;
- Employment exchanges;
- Organisations for vocational guidance;
- Institutions for technical education and re-training;
- Social service and welfare institutions;
- Local, district or national public authorities.

The organisation of collaboration between the undertaking which has to dismiss workers and the above-mentioned bodies might well be entrusted to a co-ordination committee which could be set up under the auspices of the competent local authorities.

**B. — On Item 2 of the Agenda.**

Having duly noted the resolution adopted by the Advisory Committee on Salaried Employees at its fourth session, November 1936, on the subject “the use of office machinery and its influence on conditions of work for staff”,

Considering that it is part of the duty of the Advisory Committee on Management to express its views on the subject,

The Committee has adopted the following conclusions:

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**Differences between mechanisation in workshops and in offices.**

1. The question of the use of office machinery and its influence on conditions of work for staff was taken up by the Advisory Committee on Salaried Employees and by the Advisory Committee on Management because they considered that the social consequences of the mechanisation of office work, although largely identical with those of industrial mechanisation, have certain special features which justify separate examination.

2. The differences between the social consequences of the use of office machinery and those of the mechanisation of workshops reflect the considerable differences that exist between work in a factory and work in an office. These differences lie both in the nature of the work which is mechanised and in the purpose of introducing machines for such work.

3. It has been said that industrial mechanisation consists in “supporting, reinforcing, supplementing, and replacing organic by mechanical processes”.\(^1\) If that definition is correct, it requires to be supplemented in its application to office work, because in an office there are not only manual processes but also mental processes which can be supported, reinforced, supplemented and replaced by mechanical processes.

   In addition to the earlier types of office machines, which were used merely for the material preparation and manipulation of documents, there exist in more recent times new categories of machines, such as calculating and statistical machines, which can analyse the data contained in documents and thus perform operations formerly considered as mental operations.

4. Another very important difference between the social consequences of mechanisation in industrial work and in office work results from the incentives of mechanisation in the two cases. The ultimate aim of mechanisation is the same as that of all industrial activity, namely efficiency. In the case of industrial production the result is measured by the degree of profit obtained from the mechanised operation itself; costs must be lowered and output increased. The mechanisation of office work, on the other hand, is often considered profitable even if it increases the actual office expenditure provided that it improves the output of the whole producing unit of which the office is merely the administrative section.

5. The fact that an employer who introduces office machinery often does not trouble about the immediate profit removes an economic obstacle which usually prevents unlimited investment in industrial equipment in the strict sense. There is therefore a risk of a tremendous expansion in the use of office machinery in consequence of the development of mechanisation in this field which may have more serious social implications than in the case of workshop mechanisation.

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\(^1\) Definition adopted by the International Institute of Intellectual Co-operation as a basis for its enquiry into the problem of mechanisation.
Hence the necessity for undertakings conscious of their social responsibilities to consider the consequences for their own staff of the mechanisation of office work in particular as well as of mechanisation in general.¹

**Social Consequences of the Use of Office Machinery and Measures to Alleviate them.**

The increasingly extensive use of office machinery affects the office worker in several ways:

I. Physiologically and psychologically.

II. In his employment and conditions of work.

III. In his occupational status.

This subdivision provides a natural basis for classifying the measures that can be taken to meet the unfavourable consequences of mechanisation for the staff.

I. *Physiological and psychological consequences.*

The relation of the office employee to the machine may be of three different kinds:

1. Some machines are merely instruments facilitating the performance of the whole or part of the worker’s task.

2. Other machines play a leading part and are in continuous use, themselves performing an operation in which the worker who assists and directs is still required to make a mental effort.

3. In many cases the man is merely an attendant on the machine and becomes practically an additional piece of mechanism.

These different situations involve consequences for the worker which, if often similar in character, are of varying degrees of acuteness. It is therefore necessary to consider in each practical instance what the situation is, so that account can be taken of these differences in any office in which an attempt is being made to overcome the psychological and physiological effects of mechanisation.

These effects and the means of mitigating them may be judged in the light of two criteria: fatigue and monotony.

A. *Fatigue.* — 1. The increase in fatigue which often results from mechanisation may be dealt with in the first instance by a more general use of motor power to drive appliances, and particularly to move heavy parts which require frequent manipulation.

2. If operations are made more fully automatic this will help to reduce fatigue, but the effects may be the opposite of those which are aimed at, and therefore very careful preliminary study is always required in such cases.

3. The fatigue noted among many office workers is frequently attributed to the fact that those who build the machines were concentrating on output and economy in construction and only subsidiarily considering the necessity for adapting the machine to its user. Whatever truth there may be in that, there is every reason to welcome the contrary trend which is now appearing, although still in its early stages, in favour of adapting the machine and its accessories to the physical needs of the operator.

4. With regard to ventilation, heating, lighting, and the suppression of noise, much more has been achieved, especially in large workplaces. There is, however, no doubt that fatigue among workers could be still further reduced if more highly developed plant were introduced to purify and condition the air, to keep the temperature at a reasonable level at every season, to provide adequate lighting at the workplace at every hour of the day, to ensure the scientific adjustment of light rays, the suppression of cast shadows, and the complete elimination of noise and vibration.

B. *Monotony.* — 1. The monotony of mechanised office work is due to its uniformity and its lack of technical interest. The effects of the uniformity and simplicity resulting from extreme division of labour and accentuated by the standardisation of documents and appliances can be overcome by organising the work in such a way that the different employees are given different tasks in rotation. This can be done in practice by arranging for them to change over at fixed hours.

Even when it is impracticable to organise the work in such a way, favourable results are always to be obtained by providing, as certain undertakings already do, for breaks, games, or gymnastics at intervals during working hours.

2. One remedy for the lack of technical interest from which office work suffers in comparison with industrial work is to provide the employees, by means of circulars, oral explanations, lectures, or discussions, with information as to the utility of their work and its place in the general activities of the office and of the undertaking as a whole. It is also good to introduce systems such as that of the suggestion box in which workers can submit their ideas as to the tasks on which they are employed.

3. It should also be mentioned that the effects of fatigue and monotony can be indirectly alleviated by any measure which tends to make the workplace more pleasant and homely: cleanliness, decoration, flowers, music, etc.

II. Consequences affecting employment and conditions of work.

1. It is more difficult to assess the extent and development of technological unemployment in the case of office work than in the case of factory work. Office machines, with the help of an attendant, perform tasks which would require several employees if done by hand, but on the other hand they enable the undertaking to register and check an enormous number of data which it would have been quite impracticable to compile but for mechanisation. This trend has been accentuated by the concentration of industry: the huge offices belonging to large industrial concerns are highly mechanised, but the new categories of employees—machine operators—in these offices carry out a number of operations which had no counterpart before this administrative centralisation, and these certainly absorb part of the technological unemployment among office employees.

2. A reduction of hours of work might possibly be contemplated as a remedy for the disadvantages of mechanisation for office workers.

3. The present tendency to introduce piece rates or bonuses in office work is worthy of attention. They should be very carefully studied and adapted to the type of work for which they are required. A system of remuneration dependent on the quantity of work performed should not lead to maximum output but to a suitable optimum output fixed in the light of physiological and social considerations.

III. Occupational consequences.

The evolution of office work as a result of mechanisation has introduced a much clearer distinction than formerly between managing staff and executive staff. Some of the workers—a minority—are normally required to solve problems and take decisions; a somewhat larger group carries out material tasks which nevertheless require highly specialised training; the great mass of employees is increasingly employed on uniform tasks with machines in which every detail is fixed in advance. The first group requires analytical ability and a sense of initiative, but practically all that is required of the third group is rapidity and accuracy in their work. This group is daily becoming numerically more important at the expense of the other two. The growth of this structure, which is entirely analogous to that which has long existed in the workshop, necessarily brings office workers closer to those engaged in the actual work of production. There are at present in any large office skilled workers who have gone through a long apprenticeship and specialised manual workers who have merely had a rapid training or often simply an explanation of their duties.

This development may seem to involve a lowering of the intellectual standard required of the employee, but it may also be a means of reducing unemployment by making the workers who are engaged with machinery more interchangeable and reducing very considerably the time required for re-training them for other tasks. An employee has all the greater chance of finding other employment if his general education has been extensive, and it is to be hoped that this general education will not be neglected because of an undue desire for immediate results. Mention should be made here of the example given by certain undertakings which not merely train their employees to use machines but supplement this rapid apprenticeship by theoretical and practical courses of much wider scope.

In spite of the considerable differences (see page 38, paragraph 2) from the technical, physiological and psychological points of view between office work and that carried out in a workshop, it would seem that from the occupational angle present developments make it increasingly difficult to separate one category of workers from the other. Consequently, the social guarantees of every kind recognised as due to industrial workers should be granted equally to office employees, more especially by a general extension of social legislation and of the system of collective agreement.
Future Work.

After dealing with the items on its agenda, the members of the Committee proceeded to an exchange of views on its future work. There was general agreement that it would be desirable to study the question of the organisation and functions of personnel administration in an individual undertaking, and also the question of the selection, training and functions of supervisory staff. The view was also expressed that it would be desirable to study also some wider question with economic and technical aspects; some questions of this kind were mentioned, and the possibility was raised of collaboration with some other Advisory Committee of the International Labour Organisation. It was suggested that the Office might consult members of the Committee by correspondence on certain points. *It was understood that the Office would, in due course, submit to the Governing Body proposals for the agenda of the next meeting of the Committee.*
APPENDIX VI.

SIXTH ITEM ON THE AGENDA.

REPORT OF THE FINANCE COMMITTEE.

The first and second reports of the Finance Committee, which were considered by the Governing Body in private, are printed separately as an appendix to the minutes of the Second, Fourth, Fifth and Seventh Sittings.

The third report of the Committee which was submitted orally, was considered by the Governing Body at the Seventh Sitting.
SEVENTH ITEM ON THE AGENDA.

THE DIRECTOR’S REPORT.

Supplementary Report adjourned from the Eighty-third Session.

At its Eighty-third Session 1 (April 1938) the Governing Body adjourned to this session the consideration of the Director’s Supplementary Report.

Internal Organisation.

Members of the Governing Body will learn with interest that since the last session of the Governing Body the portion of the staff which was lodged in outside premises was transferred back to the main building on the completion of the new South wing.

International Labour Legislation.

The following official information concerning the ratification of Conventions has reached the Office since the Eighty-third Session of the Governing Body.

Ratification registered:

<table>
<thead>
<tr>
<th>Country</th>
<th>Convention</th>
<th>Date of registration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Denmark</td>
<td>Medical Examination of Young Persons (Sea) (No. 16)</td>
<td>23/4/38</td>
</tr>
</tbody>
</table>

The number of ratifications registered is now 814.

Ratification denounced.

The formal denunciation by the Government of India of the Unemployment Convention, 1919 (No. 2), was registered by the Secretariat of the League of Nations on 16 April 1938, in accordance with the provisions of Article 9 of the Convention, and will take effect in one year from that date.

In a letter to the Office the Under-Secretary of State for India explains that the denunciation is a consequence of changes in the constitutional position in India, which have resulted in a transfer of jurisdiction in regard to employment from the Central to the Provincial Governments and Legislatures. The Government is, however, confident that the denunciation will have no adverse effect on those in India whom the Convention was designed to protect.

Ratification authorised.

On 6 April 1938, the President-Regent of Estonia decided to ratify the Officers’ Competency Certificates Convention, 1936 (No. 53).

Ratifications recommended.

In a note accompanying a Bill relating to hours of work on board ship which was submitted to the Riksdag on 12 March 1938, the Minister of Commerce of Sweden recommended ratification of the Hours of Work and Manning (Sea) Convention, 1936, (No. 57) on condition that it is ratified by the other Northern countries as well as by Great Britain, the Netherlands and the Union of Soviet Socialist Republics. A Bill to raise the minimum age for admission to employment at sea was also submitted to the Swedish Parliament on 12 March 1938, and the Minister of Commerce recommended the ratification of the Minimum Age (Sea) Convention (Revised), 1936 (No. 58).

1 It has not been considered necessary to reproduce the Report here, as it is printed on pages 88-91 of the appendices to the minutes of the Eighty-third Session.
## Other decisions (rejection, adjournment, etc.).

<table>
<thead>
<tr>
<th>Country</th>
<th>Convention</th>
<th>Nature of decision and date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Estonia</td>
<td>Nos. 54-58: Maritime Conventions, 1936.</td>
<td>President-Regent decided on 6 April 1938 to adjourn ratification.</td>
</tr>
<tr>
<td>India</td>
<td>No. 59: Minimum Age (Industry) (Revised), 1937.</td>
<td>Possibility of ratifying is under consideration; fresh legislation would be required.</td>
</tr>
<tr>
<td></td>
<td>No. 60: Minimum Age (Non-Industrial Employment) (Revised), 1937.</td>
<td>If ratification is contemplated, legislative proposals will be made in the Central Legislature (Statement of the Government of India to the Council of State, 8/4/38, and to the Legislative Assembly, 11/4/38).</td>
</tr>
<tr>
<td></td>
<td>No. 61: Reduction of Hours of Work (Textiles), 1937.</td>
<td>This Convention contains a special Article 9 for India, will be forwarded to Provincial Governments for consideration (Statement of the Government of India to the Council of State, 8/4/38, and to the Legislative Assembly, 11/4/38).</td>
</tr>
<tr>
<td></td>
<td>No. 62: Safety Provisions (Building), 1937.</td>
<td>On 2 and 25 March 1938 respectively the Council of State and the Legislative Assembly adopted a resolution recommending to the Governor General in Council that the Provincial Governments be consulted regarding the desirability and practicability of legislation to secure greater safety for workers in the building industry and that after such consultation he should place his considered decision before the Legislative Assembly and the Council of State.</td>
</tr>
<tr>
<td>Sweden</td>
<td>No. 53: Officers’ Competency Certificates, 1936.</td>
<td>In a report submitted to the Riksdag on 25 February 1938, the Government proposed adjournment of ratification.</td>
</tr>
<tr>
<td></td>
<td>No. 55: Shipowners’ Liability (Sick and Injured Seamen), 1936.</td>
<td>See above.</td>
</tr>
<tr>
<td></td>
<td>No. 56: Sickness Insurance (Sea), 1936.</td>
<td>See above.</td>
</tr>
<tr>
<td></td>
<td>No. 59: Minimum Age (Industry) (Revised), 1937.</td>
<td>The Riksdag, on 14 January 1938, approved the conclusions of the Minister of Social Affairs in favour of adjourning ratification.</td>
</tr>
<tr>
<td></td>
<td>No. 61: Reduction of Hours of Work (Textiles), 1937.</td>
<td>See above.</td>
</tr>
<tr>
<td></td>
<td>No. 51: Reduction of Hours of Work (Public Works), 1936.</td>
<td>See above.</td>
</tr>
<tr>
<td></td>
<td>No. 52: Holidays with Pay, 1936.</td>
<td>See above.</td>
</tr>
</tbody>
</table>
Conference.

Appointment of Secretariat for the Twenty-fourth Session of the Conference.

The Governing Body is, as usual, asked to approve the appointments for the Secretariat of the Conference. It is asked to appoint the following persons in addition to the Director, who is entrusted with the duties of Secretary-General of the Conference by Article 15 of the Constitution of the Organisation.

Assistant Secretaries-General:

Mr. Phelan,
Mr. Winant,
Mr. Tixier.

Principal Secretary:

Mr. Lafrance.

The Governing Body is requested to authorise the Director to make the necessary additional appointments.

Preparation of the Twenty-fourth Session.

The reports on all the items on the agenda of the Conference and the Director’s Report have now appeared. The summarised German and Spanish editions of the reports on the various items have already been published or will be issued shortly.

Communications giving the names of the delegates and advisers appointed to attend the coming session of the Conference are being regularly received by the Office.

The Conference will be meeting this year in new premises, and every effort has been made to ensure that the arrangements for the working of the Conference will be satisfactory.

Committees.

Committees and other meetings which have been held or are already authorised.

The Preparatory Technical Meeting on the Coal-mining Industry and the Advisory Committee on Management have met since the last session of the Governing Body. The records of these meetings constitute separate items on the agenda of the present session.

The Preparatory Committee on the Textile Industry will hold its first meeting on 30 May, and will meet again on 20 October in connection with the October Session of the Governing Body. The International Public Works Committee is to hold its first meeting on 27 June. A meeting of a certain number of members of the Advisory Committee of Correspondents on Workers’ Spare Time, and a meeting of the Committee on Periodical Reports, will be held on 21 October in connection with the Eighty-fifth Session of the Governing Body. The Governing Body has also authorised a meeting of experts on silicosis which will open on 29 August and a meeting of the Committee on Safety in Coal-mines to be held during the autumn. It will also be remembered that the Governing Body has decided to call the Preparatory Technical Conference on Labour Inspection in the week preceding the 1939 Session of the Conference.

Committee of Experts on Safety in Coal-mines. — At its Eighty-third Session (April 1938) the Governing Body authorised the Office to call a meeting of this Committee at some suitable date between the last part of September and the first part of November 1938 to consider the following agenda:

Discussion of a report by the Office on the law and practice as regards safety in mines with a view to the drawing up of draft model safety regulations for coal mines and/or Recommendations on the subject.

The French Government has now suggested that the Office should consider the question of organising an international centre of information and research concerning hygiene and safety in mines and quarries, and the Office feels that it would be desirable in the first instance to consult the Committee of Experts in regard to this proposal.

The Governing Body is accordingly requested to authorise the Office to add this question as far as safety in mines is concerned to the Committee’s agenda and to deal with it in a special chapter in the general report which it will submit to that Committee for its meeting in the autumn.
Proposed meetings of Committees.

Committee of Experts on the rights of performers. — The Governing Body will remember that when, at the Seventy-eighth Session (February 1937), the question of the rights of performers as regards broadcasting, television and the mechanical reproduction of sounds was not placed on the agenda of the 1938 Session of the Conference, it was decided to call a meeting of experts in 1938 to carry out a preliminary examination of the question, which might subsequently make it easier for the International Labour Conference to deal with the problem, if it thought fit, by means of a single discussion.

In accordance with the proposals approved by the Governing Body at its Eighty-second and Eighty-third Sessions (February and April 1938) the following are to be invited to the proposed meeting:

- Mr. de Montenach (Secretariat of the League of Nations).
- Mr. R. Weisse (International Institute of Intellectual Co-operation).
- Mr. F. Ostertag (International Office for the Protection of Literary and Artistic Work).
- Mr. J. Lecoq (International Organisation of Industrial Employers).
- Dr. L. Souré (International Broadcasting Union).
- Mr. Bryán Bramall (International Federation of the Phonographic Industry).
- Mr. L. Gallié (International Confederation of Professional Workers).
- Mr. F. Cébron (French National Federation of Theatrical Performers).

The Governing Body is now requested to authorise the Office to call a meeting of the Committee of Experts during the autumn of 1938.

Composition of Committees.

Replacement of Mr. Olivetti on certain Committees. — The seats left vacant on the Finance Committee and the Standing Orders Committee by the resignation of Mr. Olivetti have not yet been filled. The employers' group is requested to submit nominations for this purpose at the present session.

Migration Committee. — The Governing Body decided at its last session to raise the number of members of each group on this Committee from four to six. The necessary appointments for the Government and employers' groups have been made. Two additional members of the workers' group have still to be appointed. The workers' group is requested to submit the necessary nominations at the present session.

Correspondence Committee on Industrial Hygiene. — In accordance with a suggestion received from the French Government, the Governing Body is requested to appoint Mr. Aubin (French), divisional labour inspector at Marseilles, as a member of this Committee in place of Mr. Desvaux, who has recently retired from his post as labour inspector.

Advisory Committee of Correspondents on Workers' Spare Time. — At its Seventy-ninth Session (April 1937) the Governing Body appointed the members of the Advisory Committee of Correspondents on Workers' Spare Time and decided that the first questions to be considered by the Committee were facilities for workers' holidays during their holidays with pay and holiday camps for young workers.

Since the Governing Body made those appointments an official body has been set up in Belgium, namely, the National Office for Workers' Holidays, in regard to the activities of which it is desirable to obtain direct information.

The Office accordingly suggests that the Governing Body should add to the list of members of the Advisory Committee the name of Mr. A. Janne (Belgian), Director of the National Office for Workers' Holidays, Brussels.

Renewal of appointment of members of Committees. — It is suggested that the Governing Body should reappoint for a further period of three years the following members of Committees whose term of office will shortly expire:

<table>
<thead>
<tr>
<th>Committee of Correspondents on Social Insurance:</th>
<th>Date of appointment</th>
<th>Date of expiry of term of office</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mr. Larsson (Swedish)</td>
<td>31.5.35</td>
<td>31.5.38</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Committee of Experts on Native Labour:</th>
<th>Date of appointment</th>
<th>Date of expiry of term of office</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lord Lugard (British)</td>
<td>4.6.26</td>
<td>4.6.38</td>
</tr>
<tr>
<td>Major H. Sutton Cooke (South Africa)</td>
<td>2.7.32</td>
<td>2.7.38</td>
</tr>
</tbody>
</table>

Relations and various Activities.

The Director's Visit to the East.

It will be remembered that a preliminary report on the Director's visit to Malaya, the Netherlands Indies, Ceylon and India, which took place during the latter part of 1937, was submitted to the Governing Body at its Eighty-second Session (February 1938). A full report
on this visit, which it had not been possible to complete in time for the Eighty-third Session (April 1938), will be circulated to members of the Governing Body in proof before the opening of the Eighty-fourth Session.

It is suggested that the Governing Body might decide to refer the report to the Conference with a view to its being discussed at the same time as the Director's Annual Report. Such a course would have the advantage of giving all the parties concerned an opportunity of expressing their views on the report.

**FIRST SUPPLEMENTARY REPORT OF THE DIRECTOR.**

**Proposed meetings of Committees.**

**Meeting of experts on social insurance.** — At its Eighty-second Session (February 1938), the Governing Body took note of the meeting of experts held at Geneva in December 1937 to undertake a preliminary examination of the problems connected with the investment of the funds of social insurance institutions. The Governing Body authorised the Office to communicate the questionnaire drawn up by the experts to those members of the Correspondence Committee on Social Insurance who are connected with the social insurance administrations and institutions more particularly concerned in the matter.

The written consultation of the members of the Correspondence Committee which the Office is at present carrying out is intended to elucidate the essential elements of an investment policy for social insurance institutions.

The replies to the questionnaire which the Office has received so far augur well for the result of the consultation. They give full and explicit information on almost all the aspects mentioned in the questionnaire and illustrate the great importance which investment problems now present for the insurance administrations and institutions of a great many countries. By the early summer the Office hopes to have received most of the replies, and it can then draw up draft conclusions on the basis of the opinions expressed.

It will not be easy to deduce clear and definite conclusions from the replies, and the Office accordingly proposes, as it reserved the possibility of doing when it submitted the questionnaire at the Eighty-second Session, that the Governing Body should authorise it to call a second meeting of experts at Geneva to revise the results of the consultation which is at present being carried out.

Although the Office is anxious to complete the work as rapidly as possible, it does not appear possible to hold the meeting until near the end of the year, probably some time after the London Session of the Governing Body.

In view of the importance of the subject and the interest which it presents for a great many countries, it is proposed to invite both European and extra-European experts, and as the preliminary correspondence will necessarily take a long time, the Governing Body is requested to authorise the meeting at its present session.

**Composition of Committees.**

**Correspondence Committee on Women's Work.** — The term of office of a large number of members of this Committee has come to an end. The Office suggests that the Governing Body should renew for a period of three years the appointment of the following members:

Miss Mary Anderson, Miss Atanatkovitch, Mrs. Avril de Sainte-Croix, Miss Baers, Dr. A. I. Balfour, Dr. Dagny Bang, Dr. F. Baumgarten-Tramer, Mrs. Lily Becker, Miss Louie Bennett, Miss Helny Bergbom, Mrs. Fanny Blatny, Miss Isabelle Blume, Miss C. Bonnin, Mrs. Calypso Botez, Mr. Brussel, Mrs. Jeanne Chenevard, Mrs. Coulaud-Minier, Prof. Winifred C. Cullis, Mrs. M. Delabit, Miss Cora Deng, Miss Dorothy Evans, Mrs. Ada Fischmann Mrs. E. Freundlich, Dr. Zolja Garlicka, Mrs. Kirsten Ghoerfelt-Tarp, Miss Emilie Gourd, Dr. Tatiana Grigorovici, Miss C. Haslett, Mrs. van der Heeg, Miss Kerstin Hesselgren, Miss May Holman, Dr. Nelly Jaussi, Mrs. Bella Jobson, Miss Alida de Jong, Mr. K. de Jonge, Mr. Juitsu Kitaoka, Miss Mary van Kleek, Miss Lafueille, Miss Marie Langlois, Miss Susan Lawrence, Dr. K. Leichter, Mrs. Lotellier, Mrs. Levanto, Mrs. Burnita Shelton Matthews, Mrs. Marie Neumann, Mrs. Karin Nilsson, Miss Brigit Nissen, Mrs. Valerie Novotna, Mrs. Sieji Onishi, Dr. Ethel Osborne, Mrs. Isabelle Palencia, Mrs. Frantiska Plaminkova, Mrs. Plasky, Shrimati Anasuya Sarabhai, Dr. Dora Schmidt, Mr. Tom Shaw, Mrs. Minna Sillanpää, Miss Ethel Smith, Miss B. Stafford, Dr. Emma Steiger, Dr. Alma Sundquist, Mrs. Svolos, Mrs. Setsuko Tanino, Prof. A. Vetterova-Becvarova, Mrs. Wasniewska, Mrs. Signe Wessman, Miss Charlotte Whittone.

It is thought desirable to appoint a certain number of new members in order to ensure that the Committee should be as widely representative as possible. The Office therefore suggests that the Governing Body should make the following new appointments:

Miss Aaslaug Aasland (Norwegian), Inspector of Labour.
Miss Chung Chao Chin (Chinese), Industrial Secretary, Y.W.C.A., Shanghai.
Mr. Ericksen (Danish), Secretary of the International Federation of Bookbinders and kindred trades.
Mrs. Al. Fontaine-Borguet (Belgian).
Miss Theresa Havaut (Belgian).
Miss Marie Heinen (Netherlands), Director of the National Bureau for Women's Work.
Mrs. Mathilde Huici (Spanish), Ministry of Foreign Affairs, Barcelona.
Mrs. Fany Jensen (Danish), Women's Workers' Organisation.
Miss H. de Jonge (Belgian).
Dr. Elisabeth Leissen (Hungarian), Secretary of the Women's Co-operative Association.
Miss Lieu Hen Djin (Chinese), Director of the Department of the Women's Movement of the Central Executive Committee of the Kuomintang Party.
Miss Margaret Mackintosh (Canadian), Chief of the Research Branch of the Federal Labour Department of Canada.
Miss Luisa Martinez (Venezuelan), Editor of the Review "Nosotras".

Correspondence Committee on Industrial Hygiene. — The Director proposes, in agreement with the Spanish Government, that the Governing Body should appoint Dr. Agustín Mari Guinert (Spanish) as a member of this Committee in place of the late Dr. Antonio Oller Martinez.

It is also suggested that the Governing Body should reappoint for three years Dr. Diego Hernandez Pacheco (Spanish), whose term of office as a member of this Committee expires on 31 May 1938.

Relations and Various Activities.

Relations with the League of Nations.

A Committee to consider the structure and functions of the Economic and Financial Organisation of the League of Nations met on 5-7 May, 1938. The principal recommendation put forward by this Committee was in favour of the setting up of a Co-ordination Committee, to be presided over by a Chairman appointed by the Council, and consisting of the Rapporteurs to the Council on economic and financial questions, representatives of the Economic and Financial Committee, the Presidents of the other standing Committees of the Organisation, and a representative of the Transit Organisation. The passage of the Report dealing with this question continues: "In view of the desirability of maintaining close contact and furthering active collaboration with the International Labour Office, we suggest that the Director of the International Labour Office should be invited to attend the meetings of the Co-ordinating Committee".

Elsewhere in the Report further mention is made of the International Labour Office in the following terms: "The (Economic and Financial) Organisation is more concerned than heretofore with questions which lie on the borderline of social and of economic policy. In all this work, the Organisation keeps in close contact with the International Labour Office, the International Institute of Agriculture and other competent international institutions. Such contacts are clearly desirable."

The Report of this Committee was submitted to the Council during its session 9-14 May, 1938. The following resolution was adopted:

"The Council,
Having examined the Report of the Committee appointed to consider the structure and functions of the Economic and Financial Organisation of the League of Nations,

1. Approves the proposal contained in the Report under consideration for the appointment of a Co-ordination Committee, and instructs the Secretary-General to send out the necessary invitations.

2. Instructs the Secretary-General to invite the Rt. Hon. S. M. Bruce, High Commissioner for Australia in London, to serve as Chairman of this Committee and to determine what action, if any, should be taken in execution of that Report before the next Ordinary Session of the Assembly, more particularly for the purpose of carrying out the decisions of the last Assembly.

3. Transmits the Report on the Structure and Functions of the Economic and Financial Organisation to the Assembly."

The Secretary-General of the League of Nations informed the Director, by a letter of 19 May, that this Committee had been set up, and invited him to attend its meetings. The Director replied that he hoped to attend the meetings of the Committee personally.

SECOND SUPPLEMENTARY REPORT OF THE DIRECTOR.

Preparatory Committee on the Textile Industry.

The preparatory committee set up by the Governing Body, in accordance with a decision taken at its 82nd Session (February 1938), "to review the report of the Washington Conference and report to the Governing Body as to the steps which might be taken by the Organisation on the bases of that report ", held its first meeting on 30 May 1938.
The Committee is constituted of five representatives of each group in the Governing Body, as follows:

**Governments**: United States of America, France, Great Britain, India, Japan. **Substitute**: Spain.


**Workers**: Messrs. Hallsworth, Jouhaux, Joshi, Němeček, Watt. **Substitute**: Mr. Jensen.

Mr. Leggett, Chairman of the Governing Body, was elected Chairman and Reporter of the committee, with Mr. Oersted and Mr. Watt as Employers' and Workers' Vice-chairmen respectively.

After a general exchange of views the committee agreed upon the following procedure:

1. The Committee will meet again in October 1938 and will then have upon its agenda the question of the constitution of a committee on the textile industry.

2. The Office will prepare for this meeting a report setting out the reasons which led to the proposal of this committee together with a statement showing the various methods of constituting committees which have hitherto been followed, to which should be added any suggestions the Office may have to make as to the composition of the Committee in the light of the discussions which have taken place and having regard to the special conditions of the textile industry.

3. The Office will also prepare for the October meeting a note setting out the various proposals contained in the report of the Washington Conference, so that the preparatory committee may be in a position to consider the programme of work which might usefully be undertaken by the proposed committee.

**THIRD SUPPLEMENTARY REPORT OF THE DIRECTOR.**

**Composition of the Organisation.**

Members of the Governing Body will find, as an appendix to the present Report, copies of the following documents:

(a) Letter of 14 May 1938 from the Minister for Foreign Affairs of Chile to the Secretary-General of the League of Nations informing him of the decision of Chile “to withdraw from the League of Nations” and of its “intention to continue its participation in the International Labour Organisation”.

(b) Letter dated 4 June 1938 from Mr. Garcia Oldini, Minister Plenipotentiary and representative of Chile attached to the International Labour Organisation, to the Director confirming the above information and the decision of the Chilean Government “that Chile will continue to form part of the International Labour Organisation”.

(c) Reply of the Director to Mr. García Oldini dated 14 June, 1938.

In taking note of the decision of the Government of Chile with regard to the International Labour Organisation, members of the Governing Body will no doubt wish to express the special satisfaction which they feel at it. The continuance of the participation of Chile in the International Labour Organisation is a matter of first-rate importance to the Organisation, since the object at which it aims requires the collaboration of the largest possible number of States.

The Office intends to communicate the decision of the Chilean Government to the States Members of the International Labour Organisation.

**Relations and Various Activities.**

**Visit of Delegation to the Union of South Africa.**

At the invitation of the Government of the Union of South Africa, a delegation of the Governing Body was to visit South Africa, leaving Europe on 15 July. The delegation was composed of Mr. Leggett, Mr. Molenaar and Mr. Mertens.

Mr. Mertens unfortunately found himself compelled to withdraw from the delegation. In spite of the goodwill shown on all sides, it has proved impossible, in the short time available, to find any other workers' member of the Governing Body able to replace him.

The Office has therefore been obliged to write to the Government of the Union of South Africa asking for a postponement of the visit.
If the Union Government accepts postponement rather than the final cancellation of the visit, it will be necessary for the Governing Body to decide on the composition of the new delegation (if changed from the old), and the dates of the visit. It would be, at the very least, unfortunate if a visit should fail to materialise to a non-European country, at the invitation of the Government of that country, to study the labour questions particular to that country, the difficulties in regard to which, it is sometimes held, are not fully grasped by the organs of the International Labour Organisation. It would, however, be even more unfortunate if, a request for postponement having been made and accepted, fresh difficulties should lead to a further postponement.

The Governing Body is therefore asked, in anticipation of any reply given by the Government of the Union of South Africa concerning the request for postponement, to re-examine the question of the visit to South Africa of a delegation consisting of a Government Member, an employers' member and a workers' member of the Governing Body.

Two dates might be contemplated: after the October Session of the Governing Body, or early in the New Year.

Members of the Governing Body may be reminded that the original invitation of the Union Government dated from 23 December 1936. It was in the form of a letter from the Accredited Representative of the Union of South Africa to the League of Nations, drawing attention to the discussion of the regulation of contracts of employment of indigenous workers by the International Labour Conference, and stated that "in view of this, and in the knowledge that the International Labour Office has already devoted considerable preliminary study to the subject of Native labour contracts, I have been directed to state that if the Governing Body would feel disposed to send a small delegation from among its members to inform themselves at first hand on Native labour conditions in South Africa, the Union Government would be happy to extend a cordial invitation to them as their guests during their stay in the Union for that purpose."

ANNEX A.

1. Letter from the Minister for Foreign Affairs of the Republic of Chile to the Secretary-General of the League of Nations.

[Translation.] Santiago, 14 May 1938.

Sir,

I have the honour to inform you, for all necessary purposes, that my Government, making use of the option provided by paragraph 3 of Article 1 of the Covenant of the League of Nations, has decided to withdraw from the League of Nations, and herewith gives the notice of its intention referred to in that article.

I also have the honour to inform you that notwithstanding the consequences which the present notification will entail for the Chilean Government with regard to the League of Nations, the Chilean Government intends to continue its participation in the International Labour Organisation, the Permanent Court of International Justice and the other technical organisations connected with the League of Nations in which States which are not Members of the League may participate in this way in accordance with the relevant provisions.

I have the honour, etc.

(Signed) J. Ramón GUTIERREZ.

2. Letter from Mr. García Oldini, Minister Plenipotentiary and Representative of Chile attached to the International Labour Organisation, to the Director of the International Labour Office.


Sir,

I have the honour to inform you that my Government, which has just notified the Secretary-General of the League of Nations of its decision to withdraw from the League of Nations, has decided that Chile will continue to form part of the International Labour Organisation.

While informing you of this decision, I have the honour to communicate to you, for all necessary purposes, a copy of the letter which the Minister for Foreign Affairs of Chile has sent to the Secretary-General of the League of Nations, dated 14 May 1938, communicating the notice of the withdrawal of Chile from the League of Nations.

I have the honour, etc.

(Signed) F. GARCÍA OLDÍN, Minister Plenipotentiary, Representative of Chile attached to the International Labour Organisation.
3. *Letter from the Director of the International Labour Office to Mr. Garcia Oldini.*

*Translation.*

Geneva, 14 June 1938.

Sir,

By your letter dated 4 June you were good enough to inform me that your Government, which has just notified the Secretary-General of the League of Nations of its decision to withdraw from the League of Nations, has decided that Chile will continue to form part of the International Labour Organisation. You were also good enough to communicate to me, for all necessary purposes, a copy of the letter which the Minister for Foreign Affairs of Chile sent to the Secretary-General of the League of Nations, dated 14 May 1938, in order to communicate the notice of withdrawal of Chile from the League of Nations.

I have the honour to acknowledge the receipt of this letter, for which I thank you. I shall not fail to bring it to the knowledge of the Governing Body.

Chile has been one of the most faithful Members of the International Labour Organisation since it was set up. The large number of Conventions which it has ratified, the constant interest which it has shown in the cause of social progress and the generous action which it took in 1935 with a view to the convening of the first Regional Conference of American States which are Members of the International Labour Organisation, have given particular significance to its co-operation. For this reason its decision to continue to form part of the International Labour Organisation will undoubtedly be received with very great satisfaction by the other States Members.

I have the honour to be, etc.

(Signed) H. B. BUTLER.
APPENDIX VIII.

EIGHTH ITEM ON THE AGENDA.

DATE AND PLACE OF THE NEXT SESSION.

A provisional programme of meetings to be held in connection with the Eighty-fifth Session of the Governing Body which is to take place in London in October 1938 was circulated to members at the Eighty-third Session (April 1938).

The Governing Body is requested to confirm the arrangements set out therein and in particular the date of the opening of the Eighty-fifth Session in London, namely, Tuesday, 25 October 1938.
APPENDIX IX.

NINTH ITEM ON THE AGENDA.

REPORT ON THE ACTION TAKEN TO GIVE EFFECT TO THE RESOLUTIONS ADOPTED BY THE SANTIAGO CONFERENCE.

Introduction.

It was on American soil that the International Labour Organisation first began its work after its establishment by the Treaties of Peace in 1919. Even before the International Labour Office was set up, the First Session of the International Labour Conference was held at Washington from 29 October to 29 November 1919. During the same period, the Governing Body of the International Labour Office was constituted and began its work.

The selection of an American city as the place of meeting of the First Session of the Conference was probably not without influence on the participation of the countries of America. Although a good many of those countries did not take part in the Peace Conference by which the Organisation was set up, the number of American countries represented at Washington in 1919 was not less than 17. Thus the States of America at the very outset manifested the interest which they took in the Organisation which had been established for the purpose of promoting social justice throughout the world.

Although after the Conference began to hold its meetings at Geneva, the attendance of the American countries was not always as large as it had been at the Washington session, the co-operation of these countries in the work steadily became more intensive and more solidly established. In proportion as social questions assumed increasing importance in the various countries of the American Continent, the relations of the Governments and employers' and workers' organisations of those countries with the various bodies established by the International Labour Organisation developed still further. It became increasingly frequent for the Governments concerned to avail themselves of the services of the International Labour Office, while the latter on its side made every effort to follow the development of social questions in the countries of America as systematically as possible.

Two visits paid by Albert Thomas, the first Director of the International Labour Office, in the course of which he established direct contact with the social administrations and the employers' and workers' organisations of a certain number of American States, did much to strengthen their ties with the Organisation. The regular participation of the American countries in the work of the Conference, the part played in the Governing Body by the various members from American countries who were included in each successive Governing Body, the establishment of branch offices and the appointment of national correspondents in a certain number of countries of America, enabled those countries to take part to a large extent in the working of the Organisation and helped the Organisation itself to understand the social problems arising on the American Continent.

The need for still closer and more direct contact nevertheless presently made itself felt. When the International Labour Conference in 1922 adopted an amendment to Article 7 of the Constitution of the Organisation enlarging the Governing Body, the intention was that a larger number of American States should be represented in the three groups of the Governing Body and thus take a share in one of the essential parts of the work of the Organisation. This amendment, the good effects of which were anxiously awaited, did not, however, come into force until 1934, in which year the Governing Body was to be re-elected at the International Labour Conference. The coming into force of the amendment made it possible to increase very considerably the number of American Governments represented on the Governing Body and the number of employers' and workers' members who were nationals of American countries. The co-operation which the countries of America were thus able to bring to the work of the Organisation has been of the greatest value.

The Conference had already been attended in 1933 by a delegation of observers from the United States. In 1934 the Conference was officially informed that the Senate and House of Representatives of the United States had adopted a joint resolution under which the President was authorised to accept membership of the International Labour Organisation for the United States of America. Replying to the invitation addressed to him by the Conference as a result of this communication, President Roosevelt declared his acceptance, and the United States became a Member of the Organisation on 20 August 1934. This completed the participation of the American Continent in the work of the Organisation.
During the years 1934 and 1935 several missions were carried out in American countries, both by the Director and by members of the technical staff of the Office. These missions threw light on the development of labour legislation in the countries in question and the need for systematic contact, more particularly with the technical services of the countries of America, in order to enable the Office to carry out its obligations towards those States and towards the Organisation as a whole.

In his Report to the 1935 Session of the Conference the Director suggested two means of achieving this object: in the first place, more frequent participation of experts from extra-European countries in the work of the technical committees which meet in Geneva, and in the second place, the calling of meetings in oversea countries to discuss either special questions on which those countries are able to provide special information or problems which are of particular interest to them.

When the Director's Report to the Nineteenth Session of the Conference was being discussed, Mr. Garcia Oldini, Chilean Government Delegate, laid stress on the importance of the second method suggested by the Director, and on behalf of his Government officially invited the Organisation to call a regional Conference of American countries at Santiago, Chile. This invitation received the warmest reception both from the Conference and from the Governing Body, which was called upon to take the necessary action on it. The meeting of the proposed Conference was facilitated by the generous offer of the Chilean Government to bear the greater part of the expense involved. In fixing the agenda of the Conference, the Governing Body endeavoured to give it an opportunity of determining which were the problems of special interest to American States which might be studied by the International Labour Organisation, and also to form an idea of the correlation between the legislative work of the International Labour Conference and the development of social problems in the countries of America. The agenda was as follows:

(a) Examination of the situation of existing international labour Conventions as concerns ratification and application, with special reference to Conventions and Recommendations dealing with social insurance and Conventions and Recommendations dealing with the conditions of work of women and children;

(b) Examination of questions which might form the subject of future discussion at the International Labour Conference.

All the American States which were Members of the Organisation were invited to take part in the proposed regional Conference and to send tripartite delegations consisting of two Government delegates, one employers' delegate and one workers' delegate, assisted by such advisers as the Governments might think necessary.

The Conference met from 2-14 January 1936 at the Palace of the National Congress of Santiago, Chile. Of the 21 countries invited, 19 took part in the work of the Conference, 10 of them with complete delegations. The total number of delegates and advisers was 104, including two representatives of each of the groups of the Governing Body. The Director of the International Labour Office acted as Secretary-General of the Conference, and the secretariat included a number of experts from the Office.

The Conference, at its plenary sittings, held full debates which did much to define the state of social problems in the countries of America. The Conference also set up three Committees to discuss the various problems on its agenda. As a result of its discussions it adopted a number of extremely important resolutions which were transmitted to the Governing Body, which was responsible for giving effect to them.

The Governing Body thus had an opportunity of seeing the useful results achieved owing to the action of the Chilean Government and the great interest taken by the countries of America in the work of the International Labour Organisation. At its Seventy-fifth Session it instructed the Director to give effect at once to those resolutions adopted by the Santiago Conference which proposed that they should be communicated to the States concerned. It further instructed the Director to bring the other resolutions to the attention of the competent Committees and to take the greatest possible account of them in any proposals which he might put forward concerning the subjects with which the resolutions dealt.

These resolutions have constituted the basis on which relations between the International Labour Organisation and the countries of America have developed during the past two years and more. They have guided the Office in increasing its studies of the development of social problems on the American Continent. In every side of its work the Office has endeavoured to ensure that these resolutions bore their full fruit. In order to obtain an idea of the extent and value of the co-operation which has been established between the States of America and the International Labour Organisation since the Santiago Conference, it is necessary to consider what has been done in connection with each of the resolutions. Nothing could better illustrate the importance of the part played by the American countries in the Organisation in recent years.

As has been pointed out, the Santiago Conference set up three Committees. The resolutions adopted embody the results of the discussions of those Committees. Thus, after considering the report of its Committee on Social Insurance, the Conference adopted an extremely important resolution on the fundamental principles of social insurance. As a result of the discussions of its Committee on the work of women and children, it adopted a number of resolutions relating to the conditions of employment of women, the work of children and young persons, and the age
of admission to employment. On the report of its Selection Committee, the Conference adopted some twenty resolutions, the main purpose of which was to draw the attention of the International Labour Organisation to certain problems which were of special interest to the countries of America.

In the following note the action taken on these three series of resolutions is considered separately. So far as possible, those resolutions of the third series which deal with cognate subjects are grouped together.

Chapter 1. — Social Insurance.

The Santiago Conference prefaced its resolution on the fundamental principles of social insurance by a declaration affirming the necessity and defining the objects of social insurance. Compulsory social insurance, it stated, is at once the most rational and the most effective means of affording to the workers the social security to which they are entitled. The Conference thus expressed its adherence to the principle of compulsory insurance and the threefold function which every insurance system should fulfil: prevention, cure, and compensation.

The declaration points out that wage earners obtain the means of livelihood for themselves and their families by the regular exercise of a trade in the service of an employer, and that any cessation or interruption in their work destroys the economic basis of the wage-earning family and causes hardship and privation for the worker and his dependants.

The declaration goes on to say that a system of labour regulations, to be true to the dictates of humanity, must secure the effective protection of the workers against occupational and social risks. Consequently, "the social legislation of every country should provide one or more schemes of compulsory social insurance covering the risks of industrial accident and occupational disease, sickness, maternity, old age, invalidity, premature death and involuntary unemployment".

The Conference did not content itself with affirming the need for social insurance, but went on to lay down for the use of the American States Members of the Organisation the fundamental principles which might guide them in the just and expedient organisation of social insurance. Taking into consideration the international regulations on this subject adopted by the International Labour Organisation, it defined, following the proposals of its Committee on social insurance, the essential rules which should be embodied in any legislation on workmen’s compensation for accidents, compulsory sickness insurance and compulsory invalidity, old-age and widows’ and orphans’ insurance.

The resolution of the Conference defines, in respect to all the various occupational and social risks with which social insurance should deal, the general rules which should be followed as regards scope of application, benefits in kind and cash benefits, insurance institutions and financial resources.

The American States Members of the Organisation, in their desire to provide the workers with the security to which they are entitled, have thus established a sort of social insurance charter and have thus given expression to their common desire for social progress and security.

Communication of the resolution to the States of America.

At the request of the Santiago Conference, this resolution was brought to the notice of the American States Members of the Organisation so that they might bear it in mind in drawing up their social insurance policy.

This resolution represents a new stage in the development of social insurance in America. It did much to bring to light the requirements and aspirations of the new Continent, and its adoption has helped to make the development of social insurance systems, especially in the countries of Latin America, more rapid and more sound.

Development of legislation since the Santiago Conference.

The determination of all countries of America, as expressed in this resolution, to carry out a far-reaching programme of social insurance, has already found practical expression. It is encouraging to note the wealth and variety of the measures taken since the Santiago Conference to make social insurance effective. Existing insurance schemes have been widened and improved in accordance with the rules laid down by the resolution. New schemes have been established to cover occupational and social risks under the conditions specified in the resolution, and countries which had hitherto hesitated to do so have boldly entered on the establishment of social insurance schemes and have embodied in their legislation the principle of compulsory insurance against the risks encountered by wage earners in their daily work.

A complete list of the principal measures taken with regard to social insurance in the countries of America since the Santiago Conference would fill many pages. It is therefore impossible to do more than draw attention to a certain number of the measures adopted and the reforms decided on in the countries of Latin America in which the decisions of the Santiago Conference exercised special influence by stimulating the development and promoting the completion or improvement of insurance schemes covering large numbers of workers in all occupations.
Argentina. — Application of compulsory maternity insurance for women workers and salaried employees in industrial and commercial undertakings.

Bolivia. — Preparation of a scheme for the establishment of a compulsory insurance institution for wage earners and independent workers with a view to substituting a system of social insurance for the compulsory savings scheme.

Brazil. — Coming into force of a scheme for the compulsory sickness, invalidity and widows' and orphans' insurance of industrial workers not yet covered by an occupational insurance scheme.

Chile. — Administration of compulsory accident insurance by a public body not working for profit, namely, the Accident Insurance Section of the General Savings Institution, which has in practice a monopoly of insurance. Development of compulsory sickness insurance in the direction of prevention and systematic organisation of preventive medical services in order to combat social diseases.

Colombia. — Adoption by the Senate of a Compulsory Insurance Act instituting in the first place benefits in cash and in kind in case of sickness or maternity.

Costa Rica. — Proposed extension of legislation on workmen's compensation for accidents to large classes of agricultural workers, and consideration of a general social insurance scheme to be submitted to Congress for approval in the near future.

Cuba. — Codification and improvement of compulsory sickness insurance and establishment of a committee to propose the creation of a compulsory insurance scheme against physical risks and unemployment.

Ecuador. — Creation of a National Insurance Institute to administer the general scheme of compulsory sickness, accident, old-age and widows' and orphans' insurance, and registration of persons insured under the general scheme with the Institute.

Honduras. — Increase in the guarantees of solvency required from bodies allowed to practise workmen's compensation insurance.

Mexico. — New study of the problems relating to the institution of a general social insurance scheme, and establishment of a committee to expedite the realisation of such a scheme. The establishment in certain branches of industry of temporary invalidity and old-age insurance schemes intended to be incorporated in the general social insurance scheme.

Panama. — Study of the possibility of introducing a general compulsory insurance scheme.

Peru. — Approval and application of the general Social Insurance Act covering the risks of sickness and maternity and of invalidity, old age and death. Creation of a National Social Insurance Institution to administer the general scheme, and establishment by the Institution of sanitary equipment corresponding to the needs of the insured population.

Uruguay. — Application of the reforms made in the compulsory insurance schemes for persons employed in commerce, industry and the public services, and study of a scheme for extending social insurance to rural workers.

Venezuela. — Adoption of the Labour Code which regulates the method of compensation for occupational risks and lays down the general lines of a compulsory insurance scheme for wage earners. Study of a scheme of this kind covering in the first place the risks of sickness and maternity and industrial accidents.

The above list does not in any way claim to be complete. It is given purely by way of indication in order to give an idea of the extent of the developments which have taken place in many countries since the Santiago Conference.

It is not possible to take the various measures individually (and there are many others as well which would have deserved mention) and discuss in the case of each whether and to what extent it was based on the work of the Conference. In some cases the relation is perfectly clear and can be seen at once from a study of the official documents and the explanatory statements setting forth the reasons for the decisions taken or proposed. In other cases the measures adopted since the Santiago Conference do not appear to be directly connected with its work, but the Conference no doubt helped to create an atmosphere favourable for action and gave the movement for the development of social insurance a new impetus leading to effective action on a sound basis.

It is sufficient to glance at the publications and reviews dealing with social insurance, or more generally with problems of social and economic policy, in order to realise the profound influence exercised by the discussions of the Santiago Conference in most countries of America on the men and institutions responsible for carrying out programmes of social activity. The resolution on the fundamental principles of social insurance was the starting-point of a movement of ideas which defined the aspirations of the newer countries and pointed the way towards the means best calculated to lead to a better utilisation of the human resources of a country by developing productive capacity and consuming power and protecting the health and physical strength of the workers.
There will be further measures in the future completing those which have already been adopted, and social insurance will acquire a firm footing in all the countries of America. The development which has taken place in the last few years, especially since the Santiago Conference, fully justifies such a forecast. By devoting a large part of its work to social insurance and by emphasising the importance of its social and economic functions, the Santiago Conference met one of the main preoccupations of the countries of America.

Technical collaboration between the States of America and the Office.

The resolution on the fundamental principles of social insurance also enabled the Office to intensify its relations with the Government departments and institutions in the various countries of America which deal with social insurance questions. Regular technical collaboration has been established with a number of central social insurance organisations, which apply to the Office for international information. In some cases, the number of which tends to increase, the Office assists in the preparation of the decisions to be taken on social insurance. Schemes are communicated to it in draft so that it may indicate the general lines on which an insurance scheme should be drawn up or the modifications which should be made in legislation in order to take account of new needs or possibilities. The Office is thus able to make use of the lessons to be drawn from a comparison of national experience and to take part in the preparatory work which precedes the introduction of new legislation or the revision of an existing system. Not long ago the Government of a Latin-American country asked the Office to send a mission to the country itself in order to assist its officials in preparing the technical and actuarial basis of a general compulsory insurance scheme.

Consultation and co-operation of this kind was expressly mentioned by the Committee on Social Insurance of the Santiago Conference. The report of that Conference includes a proposal put forward by the Peruvian Government delegation drawing attention to the desirability of establishing in the Office "a service of information on American social insurance matters, which could deal with enquiries of a technical nature submitted by American countries and assist in the establishment on a sounder basis of the actuarial calculations and financial estimates of schemes which such countries would refer to it for its consideration".

This proposal refers to the special difficulties which are almost inevitably encountered by the countries of America when they establish social insurance schemes in investigating the demographic basis and establishing the actuarial calculations on which to base the financial organisation of social insurance schemes. These difficulties may be overcome, or at any rate diminished, by a critical study of experience in other countries. It is for this reason that the Office intends to publish by the end of 1938 a volume of technical actuarial studies dealing with the statistical bases, financial organisation and actuarial calculations of invalidity, old-age and widows' and orphans' insurance. This volume, which will give an account of the actuarial organisation of a certain number of general insurance schemes which have been applied for many years in certain European countries, will not be able to deal completely with all the technical problems which arise for the countries of America. The Social Insurance Section of the Office has, however, recently been reinforced by the appointment of a Latin-American specialist, and will in future be better equipped to carry out the necessary technical research and to study the means of adapting social insurance schemes to the conditions under which they will have to work in the countries of America.

Another proposal mentioned in the report of the Committee on Social Insurance of the Santiago Conference, the proposal of the Mexican Government delegation concerning the investment of the funds of social insurance institutions, has also been given effect. In the year following the Santiago Conference the Office made a study of the problems involved in the investment of the funds of social insurance institutions. In December 1937 a preliminary meeting of experts was held at the Office, with the authorisation of the Governing Body, in order to lay down the general lines of a future international consultation on this subject and to determine its terms. The questionnaire adopted by the experts illustrates the essential aspects of the question. It was communicated to those members of the Correspondence Committee on Social Insurance who are particularly qualified on the subject. On the basis of the replies received, the Office hopes, with the assistance of its Correspondence Committee, to be able to define the essential principles which social insurance institutions should bear in mind in deciding on their investment policy.

The proposal of the Committee on Social Insurance of the Santiago Conference has thus had the useful result of leading to the study of a number of important problems by the experts best qualified to deal with them. There can be no doubt that the work thus undertaken will make it possible to place at the disposal of social insurance institutions a series of principles based on a wide variety of experience, which will be of great value to them in the investment of their funds. The effective application of these principles is a necessary condition for the prosperity of social insurance institutions and the guarantees which they offer to their members.

Chapter II. — Conditions of Work of Women, Children and Young Persons and Age of Admission to Employment.

On the report of its Committee on the Conditions of Work of Women and Children, the Santiago Conference adopted two series of resolutions dealing respectively with the conditions of work of women and the conditions of work of children and young persons, as well as a resolution concerning the age of admission to employment.
As the action to be taken on the two series of resolutions was in practice similar, they will be examined jointly.

The resolutions concerning the *conditions of work of women* laid down a certain number of principles to which the Conference had given its attention and which concerned various aspects of the work of women: wages, hours of work, night work, maternity protection, medical attendance during childbirth, maternity and social insurance, dangerous and unhealthy employment, health, equality of responsibility, prison labour, women and workers' housing projects, women's bureaux in Labour Ministries, economic situation of women workers, factory inspection and right of representation of women at the International Labour Conference.

With regard to the *employment of children and young persons*, the resolutions adopted deal with the minimum age for admission to employment, night work for young persons, medical examination of young persons, children's bureaux in Labour Ministries, holiday camps for working children, vocational training and rural education.

**Communication of the resolutions to the States of America.**

These resolutions were mainly intended to provide guidance to the States of America in the various spheres of social policy with which they dealt. The Governing Body of the International Labour Office accordingly decided to bring them to the notice of the Governments of the States of America, which could take the necessary action on them.

Some of the resolutions invited the States of America which had not already done so to ratify certain of the Conventions adopted by the International Labour Conference. So far as the employment of women was concerned, these Conventions were the following: the Childbirth Convention, the Night Work (Women) Convention (Revised 1934) and the Minimum Wage-Fixing Machinery Convention. In the latter connection the Conference also expressed the hope that the States of America would give effect to the Minimum Wage-Fixing Machinery Recommendation adopted at the same time as the 1928 Convention, with special reference to the application of the machinery to industries in which women predominate.

In connection with the conditions of employment of children and young persons, three of the resolutions recommend the countries of America to ratify various Conventions. One of these refers to the four Conventions fixing fourteen years as the minimum age for admission to employment in industry, at sea, in agriculture and in non-industrial employment. The second refers to the Night Work (Young Persons) Convention, and the third to the Medical Examination of Young Persons (Sea) Convention.

In the part of the present report which deals with labour legislation it will be seen that since the Santiago Conference a certain number of new ratifications, including several ratifications of the Conventions mentioned above, has been deposited by the States of America.

**Other action taken on the resolutions.**

Some of the resolutions dealing with the employment of women and the employment of children and young persons did not merely contain suggestions addressed to the States of America, but also called for other action.

The resolution concerning medical attention during childbirth invited the Governing Body of the International Labour Office to study the possibility and desirability of placing this question on the agenda of a session of the International Labour Conference. Two of the resolutions concerning the employment of women, children and young persons also requested the Governing Body to consider placing on the agenda of the International Labour Conference questions relating to the compulsory medical examination of children and young persons as a condition for employment, and the study of the means to be adopted and the conditions to be fulfilled for the establishment of holiday camps for working children.

These questions have been included in the list of subjects which have been formally proposed for inclusion in the agenda of the Conference. This list is submitted to the Governing Body on each occasion when it considers the questions which might be placed on the agenda of some particular session of the Conference. The Governing Body will thus be in a position to give effect to these suggestions of the Santiago Conference when the proper time comes.

The Governing Body also decided to entrust the study of the question of holiday camps for working children to the Advisory Committee of Correspondents on Workers' Spare Time. The question has been placed on the agenda of the first meeting of this Committee, which will take place in October 1938.

Among the resolutions concerning the employment of women there was one which required action falling within the direct competence of the International Labour Office. This was the resolution by which the Conference expressed the hope that the Office would endeavour to collect all the information available concerning the economic situation of women workers in various countries. In accordance with the decisions on this subject taken by the Governing Body, the International Labour Office has in recent years intensified its studies in this sphere. In the case of two of these studies, dealing respectively with the comparative rate of remuneration of women in cases where men and women do the same work, and with the family responsibilities of
women workers and the value of their contribution to the family budget, the members of the Correspondence Committee on Women’s Work and the women’s international occupational organisations have been asked for their assistance. One of the results of this was that the Women’s Bureau in the Department of Labor of the United States, the head of which is a member of the Committee in question, has made a far-reaching study of the economic position of women workers in the United States. The results of this enquiry were published recently.

Investigation of the economic position of women workers is also in progress in other countries of the American continent. In Mexico an enquiry into the wages of women in the clothing trades and certain other industries has been followed recently by a general enquiry into the cost of living, which will deal with various special questions relating to the position of women workers who live alone or who have families to support.

Development of law and practice.

It has been stated that the various resolutions relating to the conditions of employment of women and of children and young persons were communicated to the States of América so that they might take them as a guide in developing their social policy. Since the resolutions were communicated a large number of measures have been adopted by these States on the various subjects with which the resolutions deal. It would, of course, be difficult in many cases to show that there is a direct relation between the recommendations put forward by the Santiago Conference and the subsequent adoption of legislative or other measures by the States of America. There is at present a far-reaching development of social policy in which the discussions of the Santiago Conference inaugurated a new stage. It would be impossible in the present report to compare the measures adopted by the various States with the resolutions of the Santiago Conference, but it may not be without interest to note a few striking facts showing that in recent years the social policy of the American States with regard to women and children has undoubtedly developed in a general way in the direction of the conclusions reached by the Conference.

The following information is given by way of example and does not in any way attempt to constitute a complete account of the measures adopted in recent years.

Argentina. — A Decree of 21 December 1936, supplemented by an Executive Decree of 11 March 1937, provides for the establishment of a section for maternity and childhood in the Department of Health. This body is to study problems relating to maternity and childhood, to supervise and co-ordinate official and private bodies dealing with this matter, to disseminate information on maternal hygiene and to establish the necessary institutions for the assistance of mothers and children.

An Act of the Argentine province of Tucuman adopted in 1937 lays down the right to maternity leave with pay for women teachers and employees in the provincial administration.

Brazil. — The Act of 13 January 1937 reorganising the Ministry of Education and Public Health lays down that the Department of Health is to include a division for the protection of maternity and childhood. This Department will endeavour to co-ordinate the action of the Federal Government and the municipalities in the development of welfare institutions, the spread of information on the bringing up of children, the institution of enquiries into infantile mortality, the nutrition of children, etc.

Chile. — A Bill was submitted in 1937 for the establishment of a Central Committee on Child Welfare, which is to deal with the protection of mothers as well as children.

Colombia. — A Bill at present under discussion proposes to establish the right of women wage earners to maternity leave (twenty days before and forty days after childbirth).

Costa Rica. — A section for the protection of motherhood was established in the Ministry of Public Health in 1937.

Cuba. — A Decree of 3 November 1936 regulated, in accordance with the terms of the general Act of the Ministry of Labour dated 12 April 1935; the new organisation and working of provincial labour offices. As regards the employment of women and children, the enforcement of the legislation on the subject is undertaken by a special service with a woman inspector at its head. This service is responsible for making studies, submitting proposals and enforcing the legislation for the protection of women and children.

Ecuador. — An Act adopted in 1937 provides for the organisation and co-ordination under the supervision of the Ministry of Social Welfare of social services such as crèches, homes for working-class children, elementary and vocational schools for children of both sexes, etc.

Guatemala. — The Public Health Code of 7 September 1936 provides for the creation of a child protection service which is to set up maternity clinics, pre- and post-natal consultation centres, and services of visiting nurses, education of mothers and the care of children.

Mexico. — In February 1936 the Minister of Labour announced the setting up of a committee of investigation to study the position of women workers and determine what reforms were necessary to ensure the success of women’s work.
Special enquiries have been undertaken with regard to conditions of employment in the textile industry, the ready-made clothing trade, the pottery trades, the manufacture of toys, and a certain number of other industries which almost exclusively employ women and children.

A new State department, the Department of Social Assistance to Children, was established by a Decree of 22 June 1937. This body has to deal with the health of mothers and children up to school age, the organisation and supervision of education of children under school age, enforcement of the duties of employers under section 123 of the Constitution concerning the protection of mothers and children under the age of 6, and in general the creation, supervision and co-ordination of public or private services for social assistance to mothers and children.

**Paraguay.** — A National Department of Labour was established by the Legislative Decree of 24 June 1936. Its duties include the regulation of the employment of women and maternity assistance.

**Venezuela.** — The Labour Act promulgated on 16 July 1936 includes a certain number of provisions relating to women and children, particularly with regard to the age of admission to employment, hours of work, prohibition of employment on unhealthy work, measures with regard to women during childbirth, etc.

The Act also lays down that the National Labour Department and the factory inspectors shall, so far as possible, have the assistance of a female staff in applying the provisions relating to women and children.

It also lays down that a branch agency of the National Employment Agency shall be established with a woman at its head in places where many women workers are employed.

The above list of a few of the principal measures taken in this sphere by the States of America since the Santiago Conference is sufficient to show how deeply most of the countries of the American Continent are concerned with the problems mentioned in the resolutions of the Conference relating to the conditions of employment of women and children.

**Age of admission to employment.**

In addition to the two series of resolutions mentioned above, the Santiago Conference adopted a special resolution on the age of admission to employment, in which it requested the Governing Body to set in motion the procedure for the revision of the four international labour Conventions relating to the age of admission to employment with a view to raising the age fixed. The Conventions in question relate respectively to industrial employment, employment at sea, employment in agriculture, and non-industrial employment.

When this resolution came before the Governing Body, it was already considering opening revision procedure. Since that time a Draft Convention adopted at the Twenty-second Session of the Conference (Maritime Session of October 1936) raised the age of admission to employment at sea from 14 to 15 with certain exceptions. Two other Draft Conventions adopted at the Twenty-third Session of the Conference (1937) raised the age of admission from 14 to 15 for industrial employment and non-industrial employment respectively.

The revision of the existing Convention on the age of admission to agricultural employment has been decided on in principle by the Governing Body, but the technical study of the details of the proposed revision has been referred to the Committees of the International Labour Organisation which deal with agriculture. After various preliminary studies have been carried out, the problem will come before the Permanent Agricultural Committee at its next session before being placed on the agenda of a future session of the International Labour Conference.

**Chapter III. — Relations.**

One of the most important resolutions adopted by the Santiago Conference is the one in which it expressed the hope that the co-operation of the States of America in the work of the Organisation would be intensified, and suggested various measures conducive to that end.

The Conference pointed out in the first place that its meeting, by enabling the countries of America jointly to examine the problems which were of special interest to them within the framework of the International Labour Organisation, had greatly helped to increase the effectiveness of their full and sincere collaboration in the work of the Organisation. Considering that it was most important that this fortunate beginning should be followed up in such a manner that full profit could be drawn from it in the future, the Conference expressed the hope that the Governing Body would consider in the same spirit as that in which it decided to convene the Santiago Conference all the methods by which this object might be attained.

A number of delegates made suggestions concerning the means which could be contemplated for this purpose, and these very interesting ideas were incorporated in the resolution.
The International Labour Office in the course of its daily work, and the Governing Body when considering the various items on the agenda of its sessions, have endeavoured to respond as fully as possible to the desires expressed by the Santiago Conference. When the measures contemplated had financial consequences, the necessary sums for intensifying relations with the countries of America have been included in the budget of the Organisation.

The progress made in the various directions indicated by the Santiago Conference is discussed below.

Periodical Conferences of the American States which are Members of the Organisation.

In view of the successful results achieved by its discussions, the first suggestion put forward by the Conference referred to the possibility of convening similar periodical Conferences in the future when circumstances made this desirable. The delegates to the Santiago Conference felt that this valuable meeting should not be the only one of its kind, and that the work which it had begun should be continued by the adoption, whenever this appeared desirable, of the procedure which had proved so successful.

The programme of work represented by the resolutions of the Santiago Conference is so large that during the years 1936 and 1937 the International Labour Office has been able to bring its work into line with them so far as possible without feeling an urgent need for the meeting of a further Conference to review the situation as regards the problems which are of special interest to the countries of America and to give those countries an opportunity of putting forward new suggestions concerning the future work of the Organisation. In proportion, however, as the programme drawn up at Santiago is completely carried out, the need for contemplating another regional conference of the countries of America at not too distant a date becomes increasingly manifest. The Office will accordingly, in the near future, submit proposals to the Governing Body concerning the possible programme of such a conference and the conditions under which it might meet. It is not possible for the moment to consider holding conferences of this kind at regular intervals, but it is quite clear that only the reported comparison of the experience of the countries of America in the social sphere, and their wishes with regard to the problems of special interest to them which might be studied by the Organisation, can enable the method of co-operation inaugurated at Santiago to bear its full fruit.

Technical Committees.

An increase in the number of nationals of American countries on the technical Committees of the Organisation was mentioned by the Santiago Conference as one of the means of increasing the effectiveness of the co-operation of those countries in the work of the Organisation.

The work of Correspondence Committees and of meetings of experts convened when necessary is playing an increasingly important part in bringing to maturity the international study of the technical problems considered by the International Labour Office with a view to their being brought before the Conference. In accordance with a recommendation of the Santiago Conference, the Office has endeavoured to associate a larger number of nationals of American countries with this useful work. The essential importance of this form of collaboration was, moreover, specially emphasised by the Director in his Report to the 1935 Session of the International Labour Conference. The number of technical experts from American countries who have been appointed by the Governing Body since the Santiago Conference on the proposal of the Office as members of various Committees is 48.

The Committees to which experts from American countries have been appointed are the following:

- Correspondence Committee on Accident Prevention.
- Permanent Agricultural Committee.
- Correspondence Committee on Unemployment Insurance and Placing.
- Correspondence Committee on Social Insurance.
- Correspondence Committee on Women's Work.
- Correspondence Committee on Industrial Hygiene.
- Advisory Committee of Correspondents on Workers' Spare Time.
- Joint Maritime Commission.
- Correspondence Committee on Migration.
- Committee of Experts on Safety in Coal Mines.
- Advisory Committee on Management.

In addition, the members of the Governing Body coming from American countries take part in the work of a number of Committees either as members of Committees of the Governing Body or as representatives of the Governing Body on Committees of experts and various other bodies.

At the present time the number of seats on various Committees of the Organisation occupied by nationals of American countries either as members of technical Committees appointed before or after the Santiago Conference or as members of the Governing Body is 127. It will thus be seen that the various Committees of the Organisation benefit fully by the co-operation of the countries of America.
Increase in the number of members of the staff of the Office coming from American countries.

The intensification of the co-operation of the countries of America in the various aspects of the work of the Organisation necessarily involves an increase in the number of the officials of the International Labour Office coming from American countries. This point was emphasised in the resolution of the Santiago Conference. Immediately after the Conference the Office took steps to reinforce its various services by the appointment of officials from American countries, especially those which were to carry out work resulting from the resolutions of the Santiago Conference. In engaging these new officials, the Office bore in mind the indication given by the Santiago Conference, which expressed the hope that such officials should be recruited among the persons with the greatest ability and knowledge of American conditions.

In 1936-37, 23 persons coming from American countries were appointed to the staff of the Office, including 13 permanent and 10 temporary officials. Whenever the possibilities of the budget allow, the Office will continue to secure the assistance of nationals of American countries on the staff. From this point of view it is already in a position to follow more closely the development of social problems on the American Continent.

Branch Offices and Correspondents in America.

In addition to an increase in the number of American members of the staff, the Santiago Conference recommended an increase in the number of Branch Offices and Correspondents of the International Labour Office in the countries of America. It is clear that the presence in the Office of a certain number of officials who are nationals of particular countries is not sufficient to ensure permanent and adequate contact with those countries unless the Office also has Correspondents in the countries themselves. The principal duties of such Correspondents consist in supplying information on the work of the Organisation to the circles interested in it in the country in question, and in providing the Office with the information which it requires in dealing with the problems which it has to study. In the case of so vast a series of countries as the American countries, in which social problems present special characteristics, the institution of a network of Branch Offices is necessary if the work of the Organisation is to be as widely effective as would be desirable. When the Santiago Conference met, the Office already possessed a Branch Office at Washington and National Correspondents at Buenos Aires, Rio de Janeiro and Mexico City. Even apart from the definite recommendation made by the Santiago Conference, it was clear that if the extensive programme of work laid down by the Conference was to be carried out successfully, direct contact with the countries of America must be developed by means of national Correspondents. The first efforts in this direction were made immediately after the Santiago Conference. Since that time National Correspondents' posts were established in the following towns in chronological order—Havana, Caracas, Montevideo, and Santiago, Chile. In addition, a Colombian member of the staff of the Geneva Office has recently been called upon to carry out the duties of a national Correspondent at Bogotá during a prolonged visit to his own country. The Office also has an external collaborator at Lima who carries out most of the functions of a national Correspondent.

It may be of interest to give here the names and addresses of these representatives of the Office in the countries of America.

Branch Office:

United States: Mr. L. Magnusson, 734 Jackson Place, Washington, D.C.

National Correspondents:

Argentina: Mr. A. Unsain, Avenida Presidente Sáenz Peña 671 (8th Piso, B), Buenos Aires.
Brasil: Mr. Bandeira de Mello, Ministério do Trabalho, Salas 848,850, Rio de Janeiro.
Chile: Mr. M. Poblete Troncoso, Casilla 281, Santiago.
Colombia: Mr. A. Vasquez Carrizosa, Oficina 314, Banco de la República, Bogotá.
Cuba: Mr. José Enrique Sandoval, Technical Adviser, Secretaría del Trabajo, Havana.
Mexico: Mr. F. Bach, Post Office Box 292 (Apartado 292), Mexico, D.F.
Uruguay: Mr. E. K. Talay, Colón, 1476, Montevideo.
Venezuela: Mr. R. Caldera, Sur 14, 56-2, Caracas.

External collaborator:

Peru: Mr. Alejandro Desmaison, Apartado 632, Lima.

Research and documentary enquiries.

After dealing with various means of ensuring the necessary personal contact for an intensification of the co-operation of the countries of America with the Organisation, the Santiago Conference proceeded in the same resolution to indicate the principal general directions in which the work of the Office might be pursued for this purpose. In the first place, it recommended the
intensification of the investigations and enquiries carried out by the International Labour Office
in collaboration with the countries of America on the problems which are of special interest
to them.

Since the problems in question are those to which the Santiago Conference drew attention
by other resolutions, the work carried out by the Office in response to these suggestions of the
Conference is described farther on in connection with the effect given to those resolutions.

Attention may, however, be drawn to a measure taken in the Office in order to facilitate
the investigations and enquiries mentioned in the resolution. The Office receives from various
American countries a very large number of periodical publications containing information relating
to social questions which can be used by the various technical services of the Office. In order
that proper use may be made of this information, it is clearly necessary that there should be a
service which systematically goes through this large mass of literature and draws the attention
of the technical services to those parts which may concern them. Accordingly the Office has
established a special group in its Document Service the duty of which is to go through the American
periodicals in Spanish and Portuguese.

Even in spheres not directly mentioned by any of the resolutions of the Santiago Conference,
the Office has made a systematic study of the situation in the countries of America. Questions
of this kind include maritime questions, hours of work in inland navigation, the process of indus-
trialisation, financial problems, questions concerning mines, etc.

The results of these studies are embodied either in the reports prepared by the Office on the
questions placed on the agenda of the International Labour Conference, or in special reports or
memoranda, or in the periodical publications of the Office in the form of articles in the International
Labour Review or notes in Industrial and Labour Information.

Study of the law and practice in American countries.

The Santiago Conference recommended the inclusion of periodical studies on American law
and practice in the publications of the International Labour Office. In this connection the Office
has of course more particularly studied the problems placed on the agenda of the International
Labour Conference. Detailed information on these problems is supplied in the reports which are
used as a basis for the discussions of the Conference. Moreover, in proportion as the work of the
national Correspondents in American countries and the reinforcement of the services concerned
in the Office provides information which is more complete and more readily utilisable, the Office
has given increasing attention in its publications, especially Industrial and Labour Information,
to the principal developments of legislation and practice on labour problems in the various countries
of America.

Development of the publications of the Office.

In order to enable the countries of America to avail themselves more fully of the work of
the Office, the Santiago Conference recommended an increase in the number and circulation of
such of the publications of the Office as are of special interest to the American countries in the
languages current on the American Continent, and especially the publication of popular editions
at cheap prices.

The Office has already done a great deal towards carrying out this suggestion, and hopes
to do still more. As the publications of the Office are already accessible to the English and French-
speaking countries, what was mainly required was a systematic increase in the number of publi-
cations appearing in Spanish, which is the language of the great majority of the countries of
America, and also in Portuguese, which is the language of the largest South American country.

The Office endeavoured in the first place to facilitate the co-operation of the Spanish-speaking
countries at the Conference by supplying them with the documents prepared for the Conference
in that language. In 1937 the seven reports submitted to the Twenty-third Session of the Conference
were for the first time published in Spanish. They had to be presented in a somewhat abridged
form so that the large amount of translating and printing which was required could be completed
in time. The Spanish edition nevertheless contains in full the documents which are of the greatest
interest to delegates, Governments and employers' and workers' organisations. A Spanish edition
of the lengthy reports which have been prepared for the Twenty-fourth Session of the Conference
is at present in course of preparation, and the Office will continue to apply this procedure in future.

Arrangements are in contemplation for sending the main parts of the reports, especially their
conclusions, to the countries concerned by air mail so that the delegations can carry out the
necessary preliminary studies before they leave their countries in order to go to Geneva.

The Office has already found that the measures taken in 1937 enabled those delegates of
American countries who are not perfectly acquainted with the official languages to follow the
work of the Conference more satisfactorily and to take a more effective part in it.
The Office has of course continued, as it has done ever since 1919, to publish a Spanish edition of the Record of the Conference which enables the delegates to follow the progress of the discussions from day to day. Similarly, the publication in Spanish of the Conventions and Recommendations adopted by the Conference has been continued and brought up to date.

It may also be recalled that from the outset the I.L.O. Year-Book has been issued in Spanish as well as in the official languages, and that even since 1928 the Director's Report to each of the sessions of the Conference has also appeared in Spanish.

When it is remembered that at the meetings of the Conference an interpretation of the speeches into Spanish is given by the system of telephonic interpretation, and that the speeches made in Spanish are interpreted by the Secretariat of the Conference, it will be seen that the Spanish-speaking delegations have at their disposal all the necessary means for taking an effective part in the work of the Conference.

The Office has endeavoured to develop and adapt to the requirements of the countries of America the periodical publication in Spanish which it already possessed, namely, the Revista Internacional del Trabajo. This publication, which appeared at Madrid from 1923 onwards, has been published in Geneva since November 1936. From the point of view of presentation and the organisation of sales it has thus been possible to follow more closely the methods adopted for the French and English editions. At the same time care is taken to include in the Revista only those elements which are likely to be of interest to its special public. The number of articles containing information on the countries of America has been considerably increased, and the selection of articles and notes referring to the countries of other continents has always been made with reference to their possible interest to the Spanish-speaking countries. Greater attention has been devoted to the chapters dealing with statistics, the co-operative movement, Ibero-American social legislation, and the international bibliography of official and unofficial publications. In preparing the bibliography, the same criteria have been applied as in selecting the information to be published. The parts of the annual presidential messages of the principal countries of Latin America which relate to social policy are reproduced in the Revista. The questions mentioned in the resolutions of the Santiago Conference have, of course, formed the subject of a particularly large number of articles and notes.

With regard to the publication of popular editions, a pamphlet written by a member of the staff of the Office on Social Catholicism and the International Labour Organisation has been translated into Spanish, and has had a wide circulation as a result of the mission carried out by its author in certain Latin-American countries.

The pamphlet entitled "L'Organisation internationale du Travail, ce qu'elle est, ce qu'elle a fait", which was one of the last productions of the late Fernand Maurette, former Assistant Director of the International Labour Office, will shortly appear in Spanish in a revised edition completed by detailed references to the participation of the countries of Latin America in the work of the Organisation and the questions which are of special interest to them.

The Santiago Conference adopted a special resolution recommending the publication of a cheap edition of the history of the origins of the International Labour Organisation. The Office has not yet been able to include a work of this kind in the programme for the development of its publications in Spanish. The interest of such a publication would, of course, be undeniable, especially if it were accessible to a wide circle of readers. It has, however, been thought more urgent to make available to the Spanish-speaking public the reports relating to the work now in hand and especially to the questions discussed by the Conference, as well as publications embodying the results of recent studies of the Office and periodical publications giving information on the development of social questions, rather than to prepare the systematic historical study for which the Santiago Conference asked. The Spanish-speaking public will, however, find, more particularly in the above-mentioned publication of Fernand Maurette, valuable information concerning the origins of the Organisation. The Office will, moreover, bear the resolution of the Santiago Conference in mind, and when circumstances permit it will endeavour to publish a history of the origins of the Organisation in a form accessible to all.

In one particular sphere, that of co-operation, the Office has made a special effort to supply information to a wide public. Since August 1936 it has issued a Spanish edition of the Bulletin of Co-operation Information which appears periodically (about 15 issues a year) and which is sent free of charge to all those interested in the co-operative movement, including Governments, official institutions, co-operative organisations of all kinds, the co-operative press, universities, study circles and persons engaged in research on the social and economic aspects of the co-operative movement. At the present time, 530 copies of the Bulletin are sent to Spanish-speaking countries in America.

The publication of popular pamphlets concerning special problems is at present in contemplation.

Various publications in Spanish concerning problems on which the Santiago Conference adopted resolutions are now being prepared. A study of the living and working conditions of native workers in Peru is at present being printed at Santiago, Chile, and the Office intends to publish in Spanish as well as in English and French two of the series of Studies and Reports relating respectively to the first meeting of the Permanent Agricultural Committee and to the Conference on Migration for Settlement which was recently held at Geneva and which was attended by representatives of Latin-American countries which are more particularly interested in migration problems.
In addition to developing its publications in Spanish, the Office has made a considerable effort to ensure a wider circulation for its publications in the countries of Latin America, and this effort is beginning to bear fruit. New agents for the sale of the publications have been appointed in Cuba, Mexico, Peru, Uruguay, and Venezuela. The fullest possible lists of addresses of institutions, universities, associations, employers' and workers' organisations, booksellers and persons interested in social progress have been established for the despatch of propaganda, particularly the Revista. Collective subscriptions for a certain number of copies of the Revista have been received from various Governments of American countries.

As a result of this systematic work, the sale of the publications and the number of subscribers have greatly increased in the years 1936 and 1937.

Although the Office has very few Portuguese-speaking officials, and these have to devote nearly all their time to their normal work, it has endeavoured to make certain publications of special interest available to the Brazilian public. For example, it has published a Portuguese edition of a report written by Fernand Maurette as a result of a mission which he carried out in Brazil. This report appeared under the title "Alguns aspectos sociais do desenvolvimento actual e futuro da economia brasileira".

The Office has also undertaken the preparation of a Portuguese edition of the Conventions and Recommendations adopted by the International Labour Conference up to the present. The revision of this translation, both from the legal and the technical points of view, will require some further time, but the Office will endeavour to expedite the publication of the volume, which will help to make the general work accomplished by the International Labour Conference better known.

The Office has not yet been able to carry out the recommendation of the Santiago Conference that it should prepare a scientifically planned survey which will make generally known the efforts made by each of the countries of America to improve social conditions throughout the Continent. Before it is possible to establish such a survey of social progress on the American Continent, much work is obviously necessary in order to collect information on the various aspects of social life. The Office is, however, bearing this resolution in mind, and when its researches have enabled it to obtain sufficient information, it will consider the possibility of publishing such a work.

Missions carried out in the countries of America by members of the staff of the Office.

Before leaving the question of relations with the countries of America, it may not be without interest to mention the missions carried out in those countries by members of the staff of the Office since the Santiago Conference. Most of these missions were more or less closely connected with the work of the Conference.

Immediately after the Santiago Conference (from February to April 1936) a Chilean member of the staff of the Office undertook a journey to Peru, Bolivia and Ecuador to investigate the conditions of work of native workers. The object in view was to secure the preliminary information necessary for the study of the living and working conditions of native populations proposed by the Santiago Conference.

During the same period, a member of the staff of the Agricultural Service of the Office carried out a mission in Brazil in order to study conditions of agricultural work.

From April to September 1936 a member of the staff who had specialised in the study of labour legislation was sent to Caracas at the invitation of the Venezuelan Government in order to assist in the drafting of a Labour Act and the establishment of a Labour Department.

From June to September 1936, Fernand Maurette, one of the Assistant Directors of the Office, accompanied by an Argentine official of the Office, paid a visit to Brazil, Uruguay and Argentina in order to study more particularly certain aspects of Brazilian economic life as well as the question of migration for settlement, on which subject a conference was to be held at Geneva early in 1938.

During the summer of 1936 the Chief of the Economic Section of the Office represented the Office at the Conference of the Institute of Pacific Relations and the World Power Conference, both of which were held in the United States. The main object of his mission was to secure information with a view to a study which the Office had been asked to prepare on the relations between international trade and employment.

At the end of 1936 and the beginning of 1937 one of the staff working in close connection with the Director of the International Labour Office, went to Brazil, Uruguay, Argentina, Chile, Peru and Cuba for negotiations concerning the action to be taken on the resolutions of the Santiago Conference and the participation of the countries concerned in the 1937 Conference. Another purpose of the mission was to prepare for an extension of the network of national Correspondents in the countries of Latin America.

In February and March 1937, a Mexican member of the staff of the Office went to his own country in order to make a preliminary study of the living and working conditions of the native populations and to obtain information on the development of agricultural problems in Mexico.

In the second half of 1937 the official of the Office who deals with relations with Catholic organisations paid a visit to Brazil, Argentina, Chile and Peru in order to establish contact with Catholic organisations and institutions dealing with labour problems.
During the same period, the Chief of the Industrial Hygiene Service of the Office visited the United States in order to study various problems of industrial hygiene.

At the invitation of the Canadian Government, an official of the Office, who has specialised in the subject, assisted in the preparation of an Unemployment Insurance Act.

At the invitation of the Venezuelan Government, one of the members of the Legal Service of the Office and a member of the Social Insurance Section have gone to Caracas for a period of several months in order to assist respectively in the revision of the Labour Act and the organisation of social insurance services in Venezuela. More recently, the Government of Venezuela has asked the Office to send an official who has specialised in the study of problems concerning migration for settlement to work at Caracas for a certain time.

It may also be mentioned that when the Conference on the Textile Industry met at Washington early in 1937 at the invitation of the United States Government, the members of the staff of the Office who constituted the Secretariat of the Conference had an opportunity of having direct contact with the circles concerned in social problems in the United States, as well as with the delegations of the American countries attending the Conference.

Chapter IV. — Labour Legislation.

The Santiago Conference adopted two resolutions on this subject dealing respectively with the ratification and application of the Conventions and Recommendations by the American States and with the effective application of labour legislation.

Ratification of existing Conventions.

As has already been stated, the agenda of the Santiago Conference included the examination of the situation of existing international labour Conventions as concerns ratification and application. The conclusions to which this examination led in connection with social insurance and the conditions of work of women and children were incorporated in the resolutions adopted by the Conference on the report of the committees which it set up to deal more especially with these problems.

As regards the Conventions and Recommendations in general, the Santiago Conference, considering that it was urgent and necessary to extend the benefits of protective legislation to all workers in the American countries so far as possible, requested the Governing Body of the International Labour Office to instruct the Office to continue, amplify and publish its reports on the ratification and application by the States of America of the various Conventions and Recommendations adopted by the International Labour Conference.

The Office, of course, follows with the greatest interest the action taken by the States Members of the Organisation in connection with the decisions of the International Labour Conference. Since the Santiago Conference it has devoted even more attention than in the past to the ratification and application of the Conventions by the countries of America.

It may be desirable to mention at this stage the method followed with regard to the decisions adopted by the International Labour Conference.

Shortly after each session of the Conference, a certified copy of the decisions adopted is sent officially to each of the States Members. Under Article 19 of the Constitution of the Organisation, each Member is under an obligation to bring these decisions, within the period of one year from the closing of the session of the Conference, or in exceptional circumstances eighteen months, before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action.

In due course the Office draws the attention of the States Members to the fact that the above-mentioned periods will shortly expire, and carefully follows the measures taken in the various countries with regard to each of the decisions adopted by the Conference.

On the basis of the official information communicated to it by the States, the Office prepares notes setting forth the situation of the various countries with regard to each of the Conventions which has not yet been ratified. These notes are submitted annually to each of the States concerned, and they are requested to send the Office any observations and corrections which they may require.

In addition, in the periodical reports (five-yearly or ten-yearly) on the working of Conventions which are prepared by the Office, a survey is given of the situation of each State Member which has not yet ratified the Convention dealt with in the report.

Whenever a Convention is ratified by a State Member, this fact is officially brought to the notice of all the States Members and is also mentioned by the Office in its publications, including the Revista Internacional del Trabajo and El Año Social. Periodical tables indicating the position as regards each of the Conventions from the point of view of ratification are also published. These tables make it possible to follow the development of the work of ratification.

Under Article 22 of the Constitution, each State Member undertakes to make an annual report to the International Labour Office on the measures which it has taken to give effect to
the provisions of Conventions to which it is a party. These reports are made on the basis of forms drawn up by the Governing Body. In order to facilitate the work of a considerable number of American States, these forms are sent to them in Spanish.

The reports received by the Office are considered by a Committee of Experts set up by the Governing Body. The report of this Committee comes before the Governing Body and subsequently the Conference. The latter also has before it a summary of the annual reports furnished by States. As has already been stated, periodical reports are also prepared on the working of each Convention and these reports are submitted to the Conference.

In the case of Recommendations, the same procedure of submission to the competent authorities is followed as in the case of Conventions. If a Recommendation is followed by legislation or other action in order to make it effective, the States Members are required to inform the Secretary-General of the League of Nations of the measures taken. These measures are mentioned by the Office in its publications, and an account of the action taken as a result of the Recommendations in the various countries is submitted periodically to the International Labour Conference.

It will thus be seen that no special measures were required in order to give effect to the resolution of the Santiago Conference on this point. The Office had, even before the Santiago Conference, followed with special interest the development of the ratification and application of Conventions in the countries of America. It is nevertheless certain that the resolution which was communicated to the countries of America has acted as a stimulant both for the Office and for the States concerned, and has opened the way for still fuller collaboration in this sphere than in the past.

The Santiago Conference represented a valuable opportunity of establishing direct contact with the circles interested in social policy in the various States of America, and at the same time enabled the representatives of those circles to know more about the work of the Organisation. These factors have undoubtedly had a considerable influence on the subsequent development of international labour legislation in most of the countries concerned.

The report submitted by the Office to the Santiago Conference on the progress of ratification in the countries of America indicated that out of 661 ratifications registered at that time, 160 came from American States. The very considerable proportion of ratifications emanating from the American Continent has been maintained since that time, since out of a total of 782 ratifications registered on 15 March 1938, 205 came from that Continent. The figures are as follows: Argentina 16, Brazil 8, Canada 7, Chile 33, Colombia 24, Cuba 26, Dominican Republic 4, Mexico 23, Nicaragua 30, Uruguay 30, Venezuela 4. The 45 ratifications communicated by the States of America since the report for the Santiago Conference was drawn up refer to 29 Conventions. In addition, 48 Conventions have been submitted to the competent national authorities, 42 with a proposal for ratification and 6 without such a proposal.

### Ratifications registered since the Santiago Conference

The following table shows the ratifications registered by the countries of America since the report for the Santiago Conference was drawn up:

<table>
<thead>
<tr>
<th>Country</th>
<th>Convention</th>
<th>Date of registration of ratification by the Secretariat of the League of Nations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Argentina:</td>
<td>Minimum Age (Agriculture), 1921 (No. 10)</td>
<td>26/5/36</td>
</tr>
<tr>
<td></td>
<td>Right of Association (Agriculture), 1921 (No. 11)</td>
<td>26/5/36</td>
</tr>
<tr>
<td></td>
<td>Workmen's Compensation (Agriculture), 1921 (No. 12)</td>
<td>26/5/36</td>
</tr>
<tr>
<td></td>
<td>White Lead (Painting), 1921 (No. 13)</td>
<td>26/5/36</td>
</tr>
<tr>
<td></td>
<td>Weekly Rest (Industry), 1921 (No. 14)</td>
<td>26/5/36</td>
</tr>
<tr>
<td></td>
<td>Minimum Age (Trimmers and Stokers), 1921 (No. 15)</td>
<td>26/5/36</td>
</tr>
<tr>
<td></td>
<td>Medical Examination of Young Persons (Sea), 1921 (No. 16)</td>
<td>26/5/36</td>
</tr>
<tr>
<td>Brazil:</td>
<td>Minimum Age (Sea), 1920 (No. 7)</td>
<td>8/6/36</td>
</tr>
<tr>
<td></td>
<td>Medical Examination of Young Persons (Sea), 1921 (No. 16)</td>
<td>8/6/36</td>
</tr>
<tr>
<td></td>
<td>Night Work (Women) (Revised), 1934 (No. 41)</td>
<td>8/6/36</td>
</tr>
<tr>
<td></td>
<td>Workmen's Compensation (Occupational Diseases) (Revised), 1934 (No. 42)</td>
<td>8/6/36</td>
</tr>
</tbody>
</table>

Chile: Minimum Age (Sea), 1920 (No. 7) 18/10/35
Unemployment Indemnity (Shipwreck), 1920 (No. 8) 18/10/35
Placing of Seamen, 1920 (No. 9) 18/10/35
Minimum Age (Agriculture), 1921 (No. 10) 18/10/35
Minimum Age (Trimmers and Stokers), 1921 (No. 13) 18/10/35
Medical Examination of Young Persons (Sea), 1921 (No. 16) 18/10/35
Seamen's Articles of Agreement, 1926 (No. 22) 18/10/35
Hours of Work (Commerce and Offices), 1930 (No. 30) 18/10/35
Protection against Accidents (Dockers) (Revised), 1932 (No. 32) 18/10/35
Fee-Charging Employment Agencies, 1933 (No. 34) 18/10/35
Old-Age and Invalidity Insurance (Industry, etc.) (Agriculture), 1933 (Nos. 35, 36, 37, 38) 18/10/35

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1 In consequence of this ratification Brazil denounced its ratification of the Night Work (Women) Convention, 1919 (No. 4), on 12 May 1937.
<table>
<thead>
<tr>
<th>Country</th>
<th>Convention</th>
<th>Date of registration of ratification by the Secretariat of the League of Nations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cuba:</td>
<td>Minimum Wage-Fixing Machinery, 1928 (No. 26)</td>
<td>24/2/36</td>
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<tr>
<td></td>
<td>Hours of Work (Commerce and Offices), 1930 (No. 30)</td>
<td>24/2/36</td>
</tr>
<tr>
<td></td>
<td>Minimum Age (Non-Industrial Employment), 1932 (No. 33)</td>
<td>24/2/36</td>
</tr>
<tr>
<td></td>
<td>Workmen's Compensation (Occupational Diseases) (Revised), 1934 (No. 42)</td>
<td>22/10/36</td>
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<tr>
<td></td>
<td>Underground Work (Women), 1935 (No. 45)</td>
<td>14/4/36</td>
</tr>
<tr>
<td></td>
<td>Hours of Work (Coal Mines) (Revised), 1935 (No. 46)</td>
<td>14/4/36</td>
</tr>
<tr>
<td>Mexico:</td>
<td>Night Work (Young Persons), 1919 (No. 6)</td>
<td>20/5/37</td>
</tr>
<tr>
<td></td>
<td>Employment Indemnity (Shipwreck), 1920 (No. 8)</td>
<td>20/5/37</td>
</tr>
<tr>
<td></td>
<td>Right of Association (Agriculture), 1921 (No. 11)</td>
<td>20/5/37</td>
</tr>
<tr>
<td></td>
<td>Workmen's Compensation (Agriculture), 1921 (No. 12)</td>
<td>1/11/37</td>
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<td></td>
<td>White Lead (Painting), 1921 (No. 13)</td>
<td>7/1/37</td>
</tr>
<tr>
<td></td>
<td>Weekly Rest (Industry), 1921 (No. 14)</td>
<td>9/3/37</td>
</tr>
<tr>
<td></td>
<td>Medical Examination of Young Persons (Sea), 1921 (No. 16)</td>
<td>6/3/38</td>
</tr>
<tr>
<td></td>
<td>Inspection of Emigrants, 1926 (No. 21)</td>
<td>9/3/38</td>
</tr>
<tr>
<td></td>
<td>Fee-Charging Employment Agencies, 1933 (No. 34)</td>
<td>21/2/38</td>
</tr>
<tr>
<td></td>
<td>Workmen's Compensation (Occupational Diseases) (Revised), 1934 (No. 42)</td>
<td>20/5/37</td>
</tr>
<tr>
<td></td>
<td>Sheet-Glass Works, 1934 (No. 43)</td>
<td>9/3/38</td>
</tr>
<tr>
<td></td>
<td>Underground Work (Women), 1935 (No. 45)</td>
<td>21/2/38</td>
</tr>
<tr>
<td></td>
<td>Reduction of Hours of Work (Glass-Bottle Works), 1935 (No. 49)</td>
<td>21/2/38</td>
</tr>
<tr>
<td></td>
<td>Holidays with Pay, 1936 (No. 52)</td>
<td>9/3/38</td>
</tr>
</tbody>
</table>

It should also be mentioned that the President of the United States of America, when transmitting to Congress on 28 June 1937 the decisions adopted by the Conference at its Twentieth Session (1936), recommended that the necessary measures should be taken as soon as possible to give effect to the Reduction of Hours of Work (Public Works) Convention, No. 51. The President transmitted to the Senate on 10 August 1937 the Conventions adopted by the Conference at its Twenty-first and Twenty-second Sessions (1936) with a proposal for ratification except in the case of Convention No. 56 for which a proposal of adjournment was made.

The President of the Republic of Peru approved twenty-eight Conventions by a Decree of 6 March 1936 and submitted them to Congress with a view to ratification.

**Application of ratified Conventions.**

The progress of international labour legislation in the countries of America from the point of view of the application of ratified Conventions is illustrated by the annual reports regularly submitted by the States concerned under Article 22 of the Constitution. In April 1936 the Committee of Experts on the Application of Conventions observed with satisfaction the steady improvement which had taken place with regard to the submission of the annual reports by the Governments, and noted that this improvement was principally due to Latin-American countries. The Committee stated that this was highly significant evidence of the progress made by the International Labour Organisation in the accomplishment of its task.

The Conference Committee on the Application of Conventions expressed its agreement with these statements, and pointed out that it was a satisfactory feature of the reports for that year that the influence of the Regional Conference at Santiago and the interest which it had stimulated in the South American countries had been reflected by a large increase in the proportion of reports received from the countries concerned.

A few examples are given below which offer an illustration of the legislative progress which is taking place in certain of the leading Latin-American countries in connection with the ratification and application of Conventions.

**Brazil.** — The number of Conventions ratified so far by Brazil is 8. In certain cases divergencies have been found to exist on some points between the legislation in force and the provisions of the relevant Convention, and the Government had appointed a Special Committee to propose amendments to bring the national legislation into complete harmony with the provisions of the Conventions.

**Cuba.** — The number of Conventions ratified by Cuba is 26. In his message to Congress, October 1937, the President of the Republic made reference to the existing good relations and collaboration between Cuba and the Organisation. He said that Cuban social legislation, except in certain aspects, is in complete accord with the provisions of the Conventions; moreover, it seems desirable that measures should be adopted to remove the divergencies which exist at present as well as to bridge certain gaps which prevent the Government from fully applying these Conventions, which mean so much to the working class. Furthermore, he stated in detail the social policy of the Government and the wide field which it contemplates to cover by the enactment of a Labour Code.
Dominican Republic.—It is to be noted that in 1938 the Government of the Dominican Republic submitted for the first time reports on the 4 Conventions ratified by the Republic.

Uruguay.—The number of Conventions ratified by Uruguay is 30. In 1936 the Executive Power issued a Decree appointing a Committee entrusted with the work of proposing measures in order to bring the national legislation into complete harmony with the provisions of the Convention. This year's reports mention a number of Bills, two of which in particular are of special importance; one is to amend the legislation regarding the night work of women and the other is intended for young persons.

In 1936 the Government of Uruguay for the first time supplied 28 out of 30 annual reports due. The Committee of Experts noted with satisfaction the submission of these reports. The Government in its covering note drew the attention of the Office to the efforts which it has made due to the regulations applying the Act Venezuela will be in a position to ratify, without modifying its legislation, several international Conventions.

Venezuela.—The number of Conventions so far ratified by Venezuela is 4. As was stated above, an expert from the Office was sent on the request of the Government of Venezuela to collaborate in the preparation and the drafting of a Labour Act. In 1936 the Government adopted the Labour Act which brought about a new Labour Code into a country which up to 1936 had possessed practically no legislative provisions concerning the subject. Furthermore, as was stated by the delegate of Venezuela to the 1937 Conference, from the moment of the publication of the Act Venezuela will be in a position to ratify, without modifying its legislation, several international Conventions.

This Act, generally speaking, is comprehensive in nature and covers a wide field of advanced labour legislation. Provisions are made for the organisation of a National Labour Office and the setting up of certain administrative services to ensure the satisfactory application of the national labour legislation. It provides for the appointment of inspectors and the setting up of labour courts. Women inspectors are to participate in supervising the application of the provisions relating to women and young persons.

The progress thus made in social legislation in the countries of Latin America attracted the attention of the Committee of Experts on the Application of Conventions in 1938, and the Committee emphasised this point in its report. The Committee noted a greatly increased concern in these countries to bring their national legislation into harmony with the provisions of the Conventions which they had ratified and stated that this constituted a new and very important development in the work of the Organisation in extra-European countries.

Effective application of labour legislation.

In addition to the resolution concerning the ratification and application of Conventions and Recommendations by the countries of America, the Santiago Conference adopted a resolution concerning the effective application of labour legislation. This resolution, which is addressed to the Governing Body of the International Labour Office, suggests that after a preliminary enquiry the Governing Body should place on the agenda of the Conference a proposal that Members of the Organisation should take effective action to establish in each country the administrative, technical and research bodies necessary for the proper application of the Conventions approved and of labour law in general, such as special Ministries, superior labour councils attached thereto with representation of the State, employers and workers, autonomous inspection services with adequate powers, and specialised tribunals.

The first action taken by the Governing Body was to communicate this resolution to the States of America, which were thus able to take it as a guide in developing the services intended to ensure the effective application of the Conventions.

The importance and complexity of the problems raised by this resolution need hardly be emphasised. The creation of the necessary machinery is the only possible means of ensuring the systematic application both of international labour Conventions and of national legislation in each country. From this point of view the most important of the organisations mentioned in the resolution are undoubtedly labour inspection services. At the present time there are few countries which do not possess a Ministry of Labour, or at any rate a labour department with a considerable degree of autonomy. Many also have superior labour councils, the composition of which is adapted to the needs of the country. It is above all in the much more complicated matter of organising a labour inspection service throughout a whole country that the International Labour Organisation can give effective help by laying down the general principles to be drawn from previous experience.

In 1923 the International Labour Conference adopted a Recommendation on this subject which exercised considerable influence on the development of labour inspection in a certain number of countries. Since that time two Regional Conferences of representatives of labour inspection
services, which were attended by representatives of most of the European countries, have been organised by the International Labour Office with a view to a comparison of what has been done in the different countries.

At its 1936 Session the Conference adopted a resolution proposing that the question of labour inspection should be placed on the agenda of an early session with a view to the adoption of a Draft Convention. The resolution adopted by the Santiago Conference undoubtedly contributed largely towards bringing about the favourable reception which the Conference gave to this resolution. In order to give effect to it, the Governing Body decided to convene a Preparatory Technical Conference on Labour Inspection in 1939, to which all the States Members of the Organisation will be invited. This decision of the Governing Body may be regarded as implying an intention of submitting this question to the International Labour Conference in 1940. The conclusion reached by the Conference, which will almost certainly take the form of a Draft Convention, will greatly help towards the realisation of one of the objectives aimed at by the resolution of the Santiago Conference.

With a view to concentrating and extending the work of the Office with regard to the effective application of labour legislation, a new section of the Office, the Labour Law and Inspection Section, was created in 1937. Among its other duties this section is preparing the documents for the Preparatory Technical Conference which is to be held in 1939. It has also prepared a report, which will shortly be published, on the problem of labour courts, which is mentioned in the resolution adopted by the Santiago Conference.

Chapter V. — Living and Working Conditions.

The Santiago Conference adopted a certain number of resolutions dealing with living and working conditions.

Living and working conditions of Native populations.

One of the most important resolutions of the Santiago Conference is undoubtedly the one in which it recommended a study of the living and working conditions of Native populations, since this is a problem which arises with much urgency in a number of countries of America.

The resolution recommends the Governing Body of the International Labour Office to request all the countries of the American Continent which have a considerable Native population to supply the Office with such information, documentary and other, as they may consider desirable and as may be available concerning the economic and social problems affecting the life and labour of that section of the population. The Governing Body was also asked to instruct the International Labour Office to undertake a special study of this problem and to consider the possibilities of international action leading to practical results.

By communicating this resolution to all the States of the American Continent, the Governing Body carried out the first recommendation made by the Santiago Conference. It has also instructed the Office to carry out the proposed investigation.

Although the International Labour Office has in the past studied various aspects of the problems relating to Native labour, it had not previously included the Native populations of the countries of America in its studies. The living and working conditions of the Native populations of the American countries are, however, different from those of the Native populations of other continents. Moreover, the ethnographical, economic, social and other problems which arise from the presence of large Native populations in a certain number of American countries differ very much in character, according to the country involved. It was therefore necessary, before undertaking the studies for which the Santiago Conference asked, to establish a systematic plan and to see how far it could be adapted to the special circumstances of the various countries.

Immediately after the close of the Santiago Conference the Office began to collect information to serve as a basis for the proposed study. Although the information already secured refers to several of the countries concerned, the Office thought it better to devote its efforts in the first place to preparing a study relating to one particular country. The completion of the investigations on so novel a subject has taken a certain amount of time, but the study on the living and working conditions of the Native populations of Peru is finished and will be published very soon, in the first place in Spanish. This will be only a first stage of the inquiry proposed by the Santiago Conference, and the Office intends to continue it by making successive studies of each of the countries concerned—Brazil, Mexico, Bolivia, etc.

In another resolution the Conference suggested a study of the question of creating special bodies for the protection of indigenous workers in the American countries, with a view to improving their conditions of life and labour, with the permanent collaboration of representatives of the more important working-class bodies.

This resolution was brought to the notice of the countries concerned. The Office also intends to take up this particular aspect of the problem when its enquiry into the living and working conditions of indigenous populations has reached a sufficiently advanced stage.
Truck system and connected practices.

Another question of particular concern to the countries of America to which the Santiago Conference gave its attention is that of the truck system. It adopted two resolutions on this subject which supplement one another. In a special resolution on the truck system it pointed out that the International Labour Office was already, in virtue of a resolution adopted by the International Labour Conference, engaged in investigations into the truck system and connected practices, and requested the Governing Body to instruct the International Labour Office to complete its investigations and to prepare a draft text for a Draft Convention or Recommendation dealing with the truck system, special account being taken of the peculiar needs of the American Continent.

The resolution pointed out that the practices known under the name of the truck system gave rise to serious abuses and reduced the purchasing power of the workers' wages, and that the employment of large groups of workers in places far from urban centres, which was frequent in agriculture, forestry and the mining industry in certain countries of America, required careful consideration of the problem of supplies, so that stores must be permitted in workplaces subject to certain guarantees and to the supervision of the public authorities.

In one of the paragraphs of a resolution suggesting the study of various questions by the International Labour Office, the Conference also drew the attention of the Governing Body to the question of ensuring that wages shall be paid in cash and of supervising truck stores with a view to eliminating the existing abuses of the truck system in certain American countries.

In consequence both of the resolution adopted by the International Labour Conference and the two resolutions of the Santiago Conference, the Office has already collected a certain amount of information concerning the truck system in various countries and has from time to time published notes on this question in Industrial Labour Information. In order to complete its information the Office has drawn up a detailed questionnaire, as a result of which it hopes to receive full information on the various aspects of the problem from the administrations, institutions and organisations concerned. The questionnaire deals with the payment of wages in cash, guarantees for the payment of wages in effective currency, the law and practice relating to the truck system, the direct payment of wages, the time and place of payment, the protection of wages with regard to creditors of the worker, the protection of wages with regard to the employer and means of supervision.

The results of this enquiry will be published in due course and may possibly serve as a basis for the preparation of a Draft Convention or Recommendation as desired by the Santiago Conference.

Living and working conditions of teachers.

In the resolution suggesting the study of various questions by the International Labour Office, the Santiago Conference proposed that the Office should, in collaboration with the International Bureau of Education at Geneva, investigate the conditions under which members of the teaching profession engaged in primary and secondary education in public and private schools live and work. The Governing Body instructed the Office to carry out this study, and the Office at once got in touch with the International Bureau of Education. A Liaison Committee, including representatives of both institutions, was established early in 1937. It began by discussing the procedure to be followed in organising and carrying out the enquiry. It thought it best to limit the enquiry in the first place to the living and working conditions of teachers in primary schools. A study relating to secondary schools will be carried out later on and will benefit by the experience acquired in the course of the investigation concerning primary schools.

The Liaison Committee drew up two questionnaires, the first of which deals mainly with working conditions, and the other with the living conditions of teachers in primary schools. These questionnaires will be sent respectively by the International Bureau of Education to Governments and by the International Labour Office to teachers' organisations. It was agreed that the International Bureau of Education should draft that part of the report for which it has taken responsibility, in the form of monographs which will subsequently be communicated to the International Labour Office. The latter will draw up and publish the final report, mentioning the collaboration of the International Bureau of Education.

The questionnaires were sent simultaneously by the International Labour Office to teachers' organisations and by the International Bureau of Education to Governments in June 1937. The questionnaires of the International Labour Office were sent to eighty-four organisations in the various countries of America in the language of those countries.

On 1 March 1938 the International Bureau of Education had received replies from twelve Governments, while the International Labour Office had received the replies of some organisations in the various countries of America. In view of the scope of the investigation, it is not surprising that the replies received are not very numerous up to the present. The questionnaire of the International Labour Office deals with extremely varied questions such as the appointment of teachers, promotion, remuneration, plural employment, housing, hygiene and sickness prevention, mutual aid in case of sickness, invalidity, old age and death, co-operation, defence of teachers' interests in their dealings with the educational authorities, etc. A letter of reminder has been
sent both to Governments and to the organisations concerned. As soon as sufficient information has been received, the International Bureau of Education and the International Labour Office will begin to prepare the report for which the Santiago Conference asked.

Weekly rest.

In the sphere of conditions of work the Santiago Conference adopted a resolution requesting the Governing Body to consider the desirability of including in the agenda of the International Labour Conference the possible revision of Convention No. 14 and Recommendation No. 18 concerning the application of the weekly rest, so as to make the weekly rest comprise a minimum period of thirty-six consecutive hours instead of twenty-four.

In submitting this resolution to the Governing Body, the Office pointed out that a large majority of existing legislative measures prescribed a weekly rest of less than thirty-six hours, and in these circumstances it was doubtful whether the procedure of revision which was proposed could be undertaken immediately with any real prospect of success. It was only if the efforts undertaken with a view to the international adoption of the 40-hour week were successful that it would be possible to contemplate the revision of the Convention and Recommendation concerning the weekly rest. It should, however, be pointed out that the Governing Body has given consideration to the desirability of submitting the question of the weekly rest in commercial undertakings to the Conference with a view to the adoption of a Convention. It is probable that this problem will be submitted to the Conference in the near future, and this will make it possible to realise further progress in the sphere of international legislation on the weekly rest, pending more favourable circumstances which may make it possible to contemplate the revision of the existing Convention and Recommendation in the sense indicated by the Santiago Conference.

Chapter VI. — Resolutions concerning Economic Questions.

The Santiago Conference adopted several resolutions dealing with purely economic problems, and others concerning problems the economic aspects of which were particularly important. There were thus a number of resolutions which were to some extent connected and which drew attention to the interest attached by the States of the American Continent to questions relating to nutrition, urban and rural housing, the cost of living and minimum wages.

Popular nutrition.

In connection with this problem the Santiago Conference, on the proposal of the Chilean Government delegation, adopted a very detailed resolution setting out the results of the work on this subject which had been done up to the present and expressing the hope that the Governing Body of the International Labour Office would transmit to the technical organs of the League of Nations its desire that they should continue their scientific work in this branch of social medicine, and also suggesting that the Governing Body should include the question of popular nutrition in the agenda of an early session of the International Labour Conference.

A second resolution recommended the Governing Body to instruct the International Labour Office to undertake various studies regarding popular nutrition, and to invite the Members of the Organisation to communicate to the Office the results of their investigations into conditions and costs of nutrition with a view to the formulation of a common policy on the subject to be put into force, so far as possible, by means of commercial treaties under which States with an abundance of certain foodstuffs would place them at the disposal of other States which lacked them.

By adopting these resolutions the Santiago Conference emphasised the special importance to the American States presented by a problem which was already attracting the urgent attention of the international institutions. As the first resolution pointed out, the technical organisations of the League of Nations were already investigating some of the scientific aspects of the nutrition problem. The International Labour Office was preparing a report on the subject for submission to the International Labour Conference. The first step taken by the Governing Body to give effect to this resolution was to transmit to the Secretary-General of the League of Nations the desire expressed by the Conference that the scientific work on this subject should be continued. The resolution was also brought to the notice of the International Labour Conference when the report of the Office on the nutrition problem came before it. This report also touched on the problems mentioned in the second resolution adopted by the Santiago Conference.

The report submitted to the International Labour Conference was subsequently studied in the series of Studies and Reports under the title "Workers' Nutrition and Social Policy". The results of the researches carried out by various services of the International Labour Office were thus made available to the institutions and organisations concerned.
The Office similarly published in 1937 a report on the co-operative movement and better nutrition. It also published in the Revista Internacional del Trabajo a summary of the report on popular nutrition in Chile which had appeared in the Bulletin of the Health Organisation of the League of Nations.

The Office will continue to follow with the greatest attention the development of economic and medical problems relating to popular nutrition, both in general and with particular regard to the countries of America. It has already collected a large amount of information which will serve as a basis for other publications on this subject.

In carrying out these studies the Office has remained in close touch with the various organs of the League of Nations which deal with different aspects of the nutrition problem. The time has perhaps not yet come to include a question relating to nutrition in the agenda of the International Labour Conference, as the Santiago Conference desired. It will, however, be seen that the Office has done everything possible to carry out the recommendation of the Santiago Conference by the detailed studies which it has carried out and is still carrying out on the nutrition problem.

**Urban and rural housing.**

The Santiago Conference recommended the Governing Body to instruct the Office to study the problem of urban and rural housing. On this question again there has been consistent and systematic co-operation between the International Labour Office and the competent organs of the League of Nations. The housing problem is one of those which is attracting the special attention of the public authorities at the present time. The Assembly of the League of Nations has accordingly decided to undertake an enquiry into this subject in which the International Labour Office is to assist. The Office is making a special study of working-class rents, and the collaboration of various American countries has been obtained. It has also begun to prepare a report on the housing problem and housing policy, and national monographs, some of which relate to Latin-American countries, are at present being drawn up for this report. The Office will also take part in the Conference which is to take place at Mexico City in 1938 and at which housing problems will be discussed.

**Cost of living.**

The Santiago Conference gave special attention to the problem of the cost of living in American countries, and adopted a resolution suggesting simultaneous enquiries into the cost of living in all American countries on a basis to be suggested by the Office after a special study. The resolution suggested that the Office should subsequently, as a result of these enquiries, propose basic principles for the calculation of cost-of-living indexes, and should consider the possibility of preparing a Draft Convention by which the States Members of the Organisation would undertake to carry out cost-of-living enquiries simultaneously every five or ten years.

As a result of its previous work the Office was in a position to make suggestions to the countries of America with regard to the enquiries which they intended to carry out. It had already published a study on methods of conducting family budget enquiries. Moreover, the International Conference of Labour Statisticians which had been convened by the Office had in 1926 adopted a number of resolutions on the best method of carrying out such enquiries.

More recently, information concerning the family budget enquiries carried out in recent years had been published in the International Labour Review. Among the countries dealt with were three Latin-American countries: Mexico, Argentina and Brazil.

All these elements were available for use by the American countries when they carried out the enquiries mentioned in the resolution. It appeared difficult, however, to arrange to have these enquiries conducted simultaneously in the different countries, as the development of the statistical services which are necessary for investigations of this kind was far from being the same in the different countries. Even now it would be premature to attempt to carry out the desire of the Conference completely by arranging for periodical and simultaneous enquiries and contemplating the adoption of a Draft Convention on the subject. Nevertheless, very appreciable progress has been made in the direction desired by the Santiago Conference. Similar views were again expressed at the Inter-American Conference for the Maintenance of Peace held at Buenos Aires in 1936. As a result of a resolution adopted by this Conference, the Pan-American Union decided to organise an enquiry into family budgets in all the American countries, and asked for the collaboration of the International Labour Office. Schedules to be used in this enquiry have been prepared by the International Labour Office and communicated to the Pan-American Union for transmission to its members.

The Office is also preparing a new report to replace the 1926 report on methods of conducting family budget enquiries. This will probably be published before the end of 1938 and can be utilised by the countries of America in organising their work in this sphere.

The Office is also preparing a report on standards of living, which will include an examination and analysis of family budgets in a number of Latin-American countries as well as a study of the social policies which affect standards of living in those countries.
The Santiago Conference completed the series of resolutions on the economic aspects of the living conditions of the workers by adopting a resolution on minimum wages. This resolution requested the Governing Body to place on the agenda of an early session of the International Labour Conference the question of the minimum wage and that of family allowances, to be considered primarily from the point of view of their adequacy to meet the essential needs of the worker and his family, these being taken to include food, clothing, housing and general and vocational education, rest and cultural recreation.

As the resolution pointed out, the International Labour Conference had already in 1928 taken an important step towards the improvement of methods of fixing wages by adopting the Minimum Wage-Fixing Convention.

The International Labour Office has constantly continued to study wage fluctuations and wage policies. Although it has not up to the present appeared possible to place the questions of minimum wages on the agenda of the International Labour Conference, the studies made by the Office go far to meet the desires expressed by the Santiago Conference.

The Office is at present preparing an international survey of minimum wage-fixing machinery and its operation in practice. The first volume, which it is hoped to publish before the end of 1938, will contain monographs describing the machinery existing in about a dozen countries, including certain States of the American Continent.

The International Labour Review has also published a number of articles on the problem of minimum wages since the Santiago Conference. The Office has also continued to publish regularly, especially in the I.L.O. Year-Book, current information on the working of wage-fixing machinery in the various countries.

The problem of minimum wages cannot be entirely separated from general economic problems by which it is affected. From this point of view some of the articles published in the International Labour Review are of particular importance for the study of wage policy. The Office has recently invited certain eminent economists to submit analyses of the main unsettled questions in the sphere of wages and of industrial fluctuations which are significant for wage policy. In addition, the Office has, in connection with a study which it is carrying out of certain problems of international trade, made a study of the significance of international trade for the level of wages.

It may be noted that the Permanent Agricultural Committee of the International Labour Office, at its meeting in 1938, agreed to the principle of the application of minimum wage-fixing machinery in agriculture, which had not been mentioned in the 1928 Convention. The Committee asked the Governing Body to examine the desirability of placing the question of a system of wage-fixing machinery for agricultural workers on the agenda of one of the next sessions of the International Labour Conference.

The question of minimum wage-fixing machinery will also come before the Conference in a limited form when the Conference considers the first ten-yearly report on the working of the 1928 Convention.

Co-ordination of the economic policy of States.

The Santiago Conference adopted two more resolutions dealing with economic questions. One of them referred to co-ordination of the economic policy of States and protective legislation, and the other to private monopolies.

In the first of these resolutions the Conference suggested that the Governing Body should draw the attention of the competent international bodies to the question of the measures to be taken to prevent the economic policy of States from destroying the beneficial effects of protective labour legislation.

The Governing Body noted that this resolution was closely connected with the question which had been raised at its Seventy-fourth Session by the Government representative of the United States of America regarding the relationship between the volume of international trade, unemployment and wages. For practical reasons it was therefore thought desirable that the Office should deal with these two questions simultaneously.

The studies undertaken by the Office on this question have resulted in the preparation of a report which is nearly ready in draft, but which will still require some time for revision. The conclusions of the report will be available to the competent bodies in their efforts to achieve the aim suggested by the Santiago Conference.

Private monopolies.

The Santiago Conference requested the Governing Body to consider the possibility of suggesting to the competent international bodies the examination of the problem of private monopolies over sources of power, raw materials and industries of vital importance in relation to social interests and especially the interests of the working classes.

The Governing Body instructed the Office to communicate this resolution to the Secretariat of the League of Nations, which had already done a large amount of work on some aspects of
the problem. The Office had already dealt with the subject of the concentration of industry in its study on the social aspects of rationalisation. It is keeping in close touch with the Secretariat for the investigation of this problem. For example, when the question of monopolies was discussed by the Committee set up by the League of Nations to study the problem of raw materials, an expert appointed by the International Labour Organisation, Mr. Fernand Maurette, took part in the work of the Committee. In the memorandum which he submitted to the Committee, he laid stress on the importance which attaches from the point of view of the workers to abundant production and ready circulation of raw materials in order to develop employment and the demand for goods.

The Office has also carried on researches in the field of international agreements both for production and marketing, regardless of whether they are of monopolistic character or not. These researches are being continued with particular view to the effects of such international agreements on the position of the workers.

Chapter VII. — Unemployment, Placing, Public Works and Migration.

With regard to these questions the Santiago Conference adopted two very important resolutions, the first dealing with unemployment and the means of preventing and remediing it, and the other with immigration.

Employment agencies.

The Santiago Conference, which had had before it a report of the Office on unemployment in the countries of the American Continent and the measures adopted for combating unemployment, noted that these measures had failed in many cases to yield their full results owing to the absence of a permanent organisation of the labour market. It accordingly requested the Governing Body in the first place to call the attention of the American countries which are Members of the Organisation to the necessity for developing a complete system of free public employment agencies, as provided for by the Unemployment Convention 1930, and to the necessity for strict supervision of the activities of fee-charging employment agencies, not merely in order to prevent the exploitation of the workers but also in order to secure the uniform co-ordination of supply and demand on the labour market, on the understanding that the object to be aimed at should be the complete abolition of private agencies in accordance with the conditions laid down by the 1932 Convention concerning fee-charging employment agencies.

Unemployment insurance.

The Conference also asked the Governing Body to recommend to those American countries which have not instituted a system of compulsory unemployment insurance that they should stimulate the development of voluntary unemployment insurance and organise, in accordance with the 1934 Convention, a rational system of unemployment relief distinct from the ordinary arrangements for the relief of destitution.

As the Santiago Conference had itself suggested, the Governing Body communicated these suggestions to the countries of America, and drew their attention to the Conventions already adopted, the provisions of which were of a nature to ensure the application of the measures recommended at Santiago.

Public works.

In another paragraph of the same resolution the Santiago Conference pointed out the value of a systematic public works policy intended to reduce unemployment, to raise the standard of living of the workers and, with special reference to the American countries, to facilitate and multiply means of communication between these countries.

The Governing Body has acted on this part of the resolution in the most effective way, since the question of the planning of public works in relation to employment was placed on the agenda of the 1937 Session of the International Labour Conference. As a conclusion to its discussions on this problem, the Conference adopted two Recommendations dealing respectively with the national planning of public works and with international co-operation on the question. If these Recommendations are accepted by the States of America, they will do much to facilitate the attainment of the ends mentioned in the resolution.

The Governing Body has already taken steps to give effect to that part of the second Recommendation adopted by the Conference, which provides for the setting up of an International Public Works Committee. The statute of that Committee has already been drawn up, and a preparatory meeting of the proposed Committee will take place shortly.

Unemployment in the countries of America.

In the last part of the resolution concerning unemployment, the Santiago Conference recommended the Governing Body to instruct the Office to study the conditions and extent of unemployment in the countries of the American Continent, as well as the means adopted by national legislation to prevent unemployment and remedy its consequences. For this purpose the Conference recommended that enquiries should be made into all aspects of the problem, the
enquiries being carried out by the various Governments, so that the Office could, with the
co-operation of the experts of the Organisation, and of the countries of America, put forward
technical recommendations on the social aspects of the solution adopted for the problem of
unemployment in the American States.

While the Office has, of course, been continuing as in the past to collect information on the
various aspects of the unemployment problem in the countries of America, it considered that
the best means of arranging for the collaboration of experts, as proposed in the resolution, would
be to set up a Correspondence Committee on Unemployment Insurance and Placing. The
Governing Body accordingly decided to set up such a Committee in 1937. It is now in being
and has begun its work, which will undoubtedly make it possible to meet the views of the Santiago
Conference to a very large extent.

Migration.

The problem of migration, which is of so much importance to the countries of America,
could not fail to attract the attention of the Santiago Conference. The resolution adopted on
this subject has provided a basis for the work of the Office in this connection which is steadily
developing.

In the first place, the Santiago Conference requested the Governing Body to instruct the
International Labour Office to make special enquiries in connection with migration from Europe
to America covering the problem in its various aspects. It also requested the Governing Body,
as soon as it might consider desirable, to place the question on the agenda of the annual Conference
with a view to the adoption of a Draft Convention or Recommendation containing, inter alia,
fundamental principles for the conclusion of bilateral or multilateral treaties between European
and American countries concerning migration, colonisation and labour.

At the time when the Santiago resolution was adopted, the Office had already undertaken
a general study of migrant workers. A report on this subject was published and submitted to the
International Labour Conference at its session in June 1936. The Conference adopted a resolution
on the question, and, in accordance with that resolution, the Governing Body decided to place
the question on the agenda of the 1938 Session of the International Labour Conference in the
following terms: "Recruiting, placing and conditions of labour (equality of treatment) of migrant
workers".

It is true that the question as framed does not relate solely to migration from Europe to
America. The migrations of employed persons are at the present time mainly continental
migrations. The principles which the Conference lays down for the organisation of such movements
will, however, also be applicable to inter-continental migration.

It has been mainly in its studies of migration for settlement that the Office has been led to
give special attention to relations between Europe and America. As has already been stated,
a mission of investigation consisting of Mr. Maurette, Assistant Director of the Office, and an
Argentine member of the staff, was sent in the summer of 1936 to Brazil, Argentina and Uruguay
to study the possibilities of immigration and settlement in those countries. The report of the
mission was published in the International Labour Review. It was also submitted to the Migration
Committee set up by the Governing Body of the International Labour Office together with a general
report on problems relating to migration for settlement.

The resolutions adopted by this Committee were the starting-point for the decisions of the
Governing Body and the negotiations undertaken by the International Labour Office which
resulted in the meeting of a Technical Conference of Experts on technical and financial international
co-operation with regard to migration for settlement at Geneva in February and March 1938.
This Conference was attended by ten countries of immigration of Latin America and eight countries
of emigration. The report of this Conference is at present before the Governing Body, which will
have to decide what action is to be taken on it. It can already be said that the unanimity with
which the Conference adopted its important conclusions on a subject which is in general a difficult
one is evidence in favour of the technical and regional lines on which the question was formulated
by the resolution of the Santiago Conference.

Chapter VIII. — Agricultural Questions.

The special importance which agricultural problems present at the present time for the
countries of America was emphasised by the Santiago Conference in three resolutions dealing
respectively with the study of agricultural work in America, an enquiry into agricultural statistics
in the American countries and the question of stimulating the formation and development of
agricultural co-operative societies.

Agricultural work in America.

In the first of these resolutions the Santiago Conference, after considering the principal
aspects of conditions of work in agriculture, recommended to the Governing Body that the Inter-
national Labour Office should undertake an enquiry into the conditions of agricultural work in
America covering, in conformity with the particular circumstances of each country, questions
such as the economic and social structure of agriculture, the conditions under which agricultural
work is carried out and the general principles upon which labour contracts in rural districts are based, the relations of such contracts with the minimum wage and with share-farming contracts, and in general the examination of any other problem directly connected with the conditions of agricultural work in the American countries.

It will be seen that the study proposed by the Santiago Conference was an extremely wide one. It referred to a subject on which the Office had not up to that time collected very much information. The first thing was therefore to secure as much information as possible on the various aspects of the conditions of agricultural work in the various countries concerned.

Shortly after the close of the Santiago Conference, missions were carried out by an official of the Agricultural Service of the Office which enabled him to collect information concerning Argentina, Brazil and Mexico in order to serve as a basis for more detailed studies.

Side by side with this, the Office was able, in connection with the enquiry which it had been instructed to carry out into the conditions of work of indigenous populations in the countries of America, to secure a good deal of information on the conditions of work of native workers in agriculture.

The Office has since made efforts to complete this information with a view to preparing a general study which cannot be undertaken until it is in possession of all the elements of the problem.

The setting up of the Permanent Agricultural Committee and its first meeting, which was attended by a number of experts from the countries of America, provided an opportunity of increasing the information in the possession of the Office and arranging for future co-operation with experts from Argentina, Brazil, Canada, the United States and Mexico. The reports submitted to the Committee by these experts on conditions of agricultural work in their respective countries will be published in the near future and will represent a substantial step forward in the proposed study.

The Office has also published in the International Labour Review an important study on agricultural problems in Mexico. This article has been very well received, more particularly in Mexico itself.

In so far as the limited means, and especially the limited staff at its disposal, allow, the Office intends to continue its studies in the direction indicated by the Santiago Conference. It will go through the large body of information which it already has as rapidly as possible, and will publish articles or pamphlets embodying the result of its studies on the various aspects of agricultural work in the countries of America.

Agricultural statistics.

The second resolution adopted by the Santiago Conference on agricultural questions drew attention to the necessity of perfecting and co-ordinating agricultural statistics in most of the countries of America. It suggested an enquiry among the Governments of the countries concerned regarding the nature of the various statistics concerning agricultural work already in existence, and the possibility of extending these statistics and making them internationally comparable. More generally, it requested the International Labour Office to draw the attention of the Governments of the American countries to the desirability of making permanent provision for the supply of uniform agricultural statistics. It also expressed the hope that the International Labour Office would study the possibility of determining basic principles for the compilation of agricultural statistics with regard to rural occupations.

This resolution was first of all brought to the notice of the States of America, which thus had an opportunity of taking it as a guide in developing their agricultural statistics. Moreover, the Office has already, in a study relating to the year 1934, made use of the available statistics concerning agricultural wages in these countries.

It should, however, be pointed out that the various aspects of agricultural statistics mentioned in the resolution do not fall solely within the sphere of the International Labour Office; some of them are matters for the International Institute of Agriculture. The Office has accordingly taken steps to ensure the necessary liaison with any work which the Institute may undertake in this sphere. The Office has collaborated in the work of the Committee of Agricultural Statisticians appointed by the International Institute of Agriculture to consider the questionnaires to be used in the World Agricultural Census of 1940. The object of this census is to ensure that agricultural statistics should be compiled on uniform lines. Most of the countries of the American Continent will participate in the compilation of these statistics, which cover agricultural population, crops, livestock and similar objects referred to in the resolution of the Santiago Conference.

With a view to ensuring future co-ordination between the work of the International Institute of Agriculture and that of the International Labour Office on this question, the Office has suggested to the Governing Body, which approved the suggestion, that the question of agricultural statistics should be submitted to the next meeting of the Mixed Advisory Agricultural Committee, which consists of representatives of the two institutions. The meeting in question will probably take place in October 1938.

Further, an International Conference of Statisticians organised by the International Labour Office in October 1937 drew up proposals for the compilation of statistics of wages in agriculture and recommended that the Office should call a special Conference of Statisticians to discuss the special problems connected with the compilation of statistics of wages, hours of work and other factors in the remuneration of agricultural workers.
Agricultural co-operative societies.

In its resolution drawing the attention of the Governing Body to certain problems which were of special interest to the countries of America, the Santiago Conference pointed out the desirability of stimulating the formation and development of agricultural co-operative societies.

Agricultural co-operation is one of the central problems dealt with by the Co-operative Service of the International Labour Office. The work which the Office can do in the direction of the resolution adopted by the Santiago Conference consists in the supply of information and in suggesting the lines on which action may be taken.

Both in its publications and in response to requests for information the Office endeavours to supply Governments and others concerned with practical information on co-operative legislation, the experience acquired in different countries, the methods and possibilities of agricultural co-operation and, more generally, the contribution which co-operative organisation can make to the general problem of rural betterment.

In addition to the information regularly supplied on co-operative legislation, the Office has published in its Bulletin of Co-operative Information a certain number of notes dealing with agricultural co-operation in various countries, including some of the countries of the American Continent.

The Office has also published studies of the part played by agricultural co-operative societies in improving the quality of the foodstuffs offered for sale, and the functions of agricultural co-operative societies and their relations with consumers' co-operative societies in the national and international fruit trade. These studies provide information on the work of the agricultural co-operative societies existing in certain American countries.

The co-operative movement in rural districts is to be the subject of a report which the Office has been asked to prepare for the Conference on Rural Hygiene in the American Countries, which is to meet at Mexico City.

The Office is compiling extensive information on the contact between public action and co-operative action in the organisation of economic life. This information, which will, of course, be placed at the disposal of co-operative organisations, will lay special stress on the part played by agricultural co-operative societies and the way in which their work can be co-ordinated with public action.

Since the Santiago Conference the Office has received a certain number of requests for information from American countries relating to the co-operative movement, and more particularly to agricultural co-operation. It has made every effort to respond to those requests as fully as possible. Systematic relations have, moreover, been established between the Office and various American organisations dealing with agricultural co-operation, and there has been a mutual exchange of information on this question.

It is interesting to note that the articles and studies published by the Office on the subject of co-operation are very frequently reproduced, often in full, in the co-operative press of Latin America.

Chapter IX. — Resolutions concerning the Creation and Working of Various Bodies.

With a view to facilitating the development and co-ordination of the study of social problems in the various countries, the Santiago Conference was naturally led to contemplate the institution of appropriate bodies or the improvement of their working. As has already been pointed out in connection with the resolution concerning the effective application of labour legislation, the Conference recommended the establishment in each country of bodies such as special Ministries, superior labour councils and labour inspection services. In a number of other resolutions the Conference expressed similar views.

Ministries of Labour, representation of employers' and workers' organisations on the higher bodies responsible for social administration.

In a resolution suggesting that the International Labour Office should study certain questions, the Conference once more emphasised the importance of creating Ministries of Labour in those American countries where they do not yet exist, as well as the direct representation of the employers' and workers' organisations in the various industries on the higher bodies responsible for social administration, with a view more particularly to supervising the execution of ratified international Conventions.

The Governing Body brought these recommendations to the attention of the countries of America as it had done in the case of the resolution concerning the effective application of labour legislation.

It may be noted in this connection that at the present time there are very few countries in America which do not possess a Ministry of Labour, or at any rate a labour department possessing a large measure of autonomy. It appears certain that the development of social policy which is noticeable throughout the American Continent will shortly lead those States which have not already done so to set up a special institution to direct and co-ordinate their policy in this respect.
Central bureaux of social statistics.

In the same resolution the Santiago Conference recommended the creation or extension of central bureaux of social statistics, particularly with regard to wages, cost of living, unemployment, industrial accidents, occupational diseases and labour disputes. This is a subject with which the Office has been constantly concerned ever since it was set up. The development of labour statistics, and consequently the creation and improvement of statistical services, is a problem of general interest. By correspondence, in its statistical publications, and in its direct contact with the statistical services of the various countries, the Office is continually drawing attention to the importance of compiling and developing labour statistics. It has also organised international Conferences of labour statisticians, and has thus for many years past endeavoured to exercise an influence in the direction recommended by the resolution of the Santiago Conference. Thus, in October 1937, the Office called an international Conference of statisticians in order to consider the general lines of a Draft Convention providing for the compilation of statistics of wages and hours of work on uniform lines. Several American countries were represented at this Conference. As a result of the work of the Conference of statisticians, the Governing Body placed this subject on the agenda of the 1938 Session of the International Labour Conference. The countries of America will thus have a further opportunity of taking part in the work of the Organisation in connection with labour statistics, and the conclusions which the Conference reaches will undoubtedly give them useful indications for the subsequent development of their own statistical services.

The measures recently taken by the Pan-American Union with regard to the cost-of-living statistics will also do much to realise the objects which the Santiago Conference had in view.

Free legal aid services for wage earners.

In another resolution the Conference draws attention to the desirability of drawing up a Draft Recommendation respecting the establishment of public services for giving legal advice to, and assuming the legal defence free of charge of, the wage earners, this being the most effective means of ensuring full recognition of their rights and the complete recovery of the compensation due to them, without the intervention of interested middlemen.

Before contemplating the possibility of placing this problem on the agenda of the International Labour Conference, the Governing Body instructed the Office to make a study of it. The Office took account of the recommendation of the Santiago Conference when carrying out its study of labour courts, the results of which will be published shortly. The sources of information on the subject are still somewhat limited, but the Office intends to pursue the study of the question systematically.

Employers' and workers' federations.

In addition to the Government departments dealing with various aspects of social problems, the Santiago Conference recommended the creation of employers' and workers' federations in countries where they do not yet exist. The Conference pointed out that it was of great importance for the successful participation of the States Members in the work of the Organisation that there should exist national federations of employers and workers in the various countries. This would facilitate the task of the Governments in fulfilling the obligation to appoint non-Government delegates and advisers to the International Labour Conference in accordance with Article 3 of the Constitution of the Organisation. The Conference accordingly requested the Governing Body to appeal to the Governments concerned not to hamper any efforts which might be made to create such federations.

The Governing Body instructed the Office to bring this recommendation of the Santiago Conference to the special notice of the Governments of the countries of America.

The action to be taken on this resolution is, of course, solely a matter for the Governments of the countries concerned. It may, however, be of interest to mention certain facts which are connected with the objects which the Santiago Conference had in view.

In the statute of the General Federation of Labour of Argentina, which has 300,000 members, a passage has been inserted indicating that the Council of the Federation is to see that Argentina regularly co-operates in the work of the International Labour Organisation by sending complete delegations to the session of the International Labour Conference, as well as by ratifying and applying the international Conventions adopted by the Conference.

It may also be noted that as a result of the contacts established between the workers' delegations at the Santiago Conference, the Latin-American workers manifested their desire to give effect to the resolution in question at the Latin-American Trade Union Congress convened at Mexico City by the Mexican Federation of Labour.

Mention should also be made of the efforts made to create national federations of workers in Bolivia, Cuba, Peru, Paraguay and Uruguay.
Industrial relations.

The Santiago Conference requested the Governing Body to recommend to educational institutions, and especially to the universities of the States Members of the International Labour Organisation, the study of relations between capital and labour in the light of modern thought, since such relations are equally important to the ideals of the workers and the security of capitalism and can contribute to improved conditions and social peace.

The Governing Body instructed the Office to transmit this resolution to the Governments of all the States of the American Continent.

These Governments have also had an opportunity of taking into account a passage in one of the resolutions of the Santiago Conference which proposes the creation of special bodies for the protection of indigenous workers in the American countries with a view to improving their conditions of life and labour, with the permanent collaboration of representatives of the more important working-class bodies. The Office intends to take up the study of this problem in due course when its enquiry into the living and working conditions of the native populations of America has reached a sufficiently advanced stage.

Chapter X. — Various Resolutions.

Vocational education.

In a resolution recommending the Governing Body to have a study made of questions of special importance to the countries taking part in it, the Santiago Conference suggested that the Office should study the problem of vocational education in the American countries.

The Office has been in a position to give effect to this resolution without undertaking a special study of vocational education in the countries in question, since the subject of vocational education and apprenticeship has been placed on the agenda of the 1938 Session of the International Labour Conference. In preparing a report for this session of the Conference showing the present state of the problem in the various countries, the Office has made the widest possible use of the available information concerning the countries of America.

It may be presumed that the conclusions reached by the Conference will be of importance to the countries of America, most of which are at present devoting special interest to the organisation or reorganisation of their systems of vocational education.

Calendar reform.

In a resolution pointing out that the International Labour Conference had previously passed a resolution in favour of calendar reform, the Santiago Conference emphasised the interest presented by this question for the workers, and recommended the adoption of the perpetual calendar of twelve months and equal quarters, and requested the Governing Body of the International Labour Office to communicate the resolution in question to the Governments of all the States of America and the Secretary-General of the League of Nations, since this question was to be studied by various bodies of the League of Nations in 1936.

The Governing Body instructed the Office to communicate the resolution as it was requested to do. Subsequently, the International Labour Conference, at its session of June 1936, and the Governing Body in November 1936, adopted further resolutions on calendar reform which were communicated to the competent bodies of the League of Nations. The Council of the League brought these various resolutions to the notice of the Advisory and Technical Committee for Communications and Transit.

The Advisory and Technical Committee at its meeting in September 1937 considered that calendar reform could not be contemplated unless it met with quasi-unanimous approval. It pointed out, however, that according to the replies so far received, that quasi-unanimity among Governments had not been attained, and did not seem to be near attainment, more particularly as 37 out of 69 Governments consulted had not replied. The Committee therefore expressed the view that it was not expedient for the time being to contemplate convening a conference to carry out a reform which in present circumstances would seem to have no chance of being accepted. The Committee therefore expressed the view that under such conditions it was unnecessary, until further notice, to retain the question on its agenda.

The Council of the League of Nations, at its session of September 1937, endorsed this view and withdrew the question from its agenda. This fact was pointed out in the report submitted by the Second Committee to the Assembly of the League of Nations in 1937, and the Assembly took note of it.

Conclusions.

The preceding pages show in brief the action which the International Labour Organisation has taken on each of the resolutions adopted by the Santiago Conference. Obviously this does not give a complete picture of the effect of that Conference on the work of the Organisation. Apart
from its direct consequences, an indirect influence was exercised by this first Labour Conference of the American States which are Members of the Organisation. But, as has been shown, it is extremely difficult to distinguish between the measures which result directly from the resolutions of the Conference and those which were adopted after the Conference had been held, and might not have been adopted at all if it had not taken place. It will be sufficient to point out, after the brief survey given above, that almost every aspect of the activity of the International Labour Organisation has been influenced more or less profoundly by the results of the Santiago Conference. The valuable contacts for which it provided an opportunity have made themselves felt not only in the work of the International Labour Office, but also in the International Labour Conference and the Governing Body.

It has been shown above how, in the most varied spheres, the recommendations put forward by the Santiago Conference have, in the last two years, gradually become incorporated in the life of the Organisation. In connection with international labour legislation, social insurance, migration, economic problems, the conditions of work of women and children, and many other subjects, it will be noted that in these two years the part played by the countries of America in the Organisation has become much larger than in the past, and that at the same time these States are able to avail themselves more fully of the services which the International Labour Organisation can render them.

The Santiago Conference, which represented the first opportunity of formulating the desires of the States of America, has been the starting-point for far more systematic and comprehensive co-operation than in the past. It has done more than the attendance of delegations from those countries at the International Labour Conference for many years to show what the States of America expected from the Organisation and what were the special characteristics of social problems as they arose in those countries. The direct contacts established at that time have since been greatly amplified. Owing to the collaboration of a large number of experts from the countries of America, the engagement of more officials who are nationals of those countries, and the development of the network of branch offices and national correspondents on the American Continent, the Office is now in a position to secure detailed information on the development of social problems in the countries of America. Moreover, the development of its publications in the various languages used on the American Continent makes it easier for those concerned to utilise the results of its studies, both of general problems and of questions of special concern to American countries.

This progressive adaptation of the work of the Office to the needs of the countries of America coincides with an increasingly marked desire on the part of those States to achieve continuous social progress. Throughout the Continent, labour legislation is being developed on a really modern basis, and efforts are being made to protect the workers as effectively as possible against insecurity of employment, accident and sickness. From one end of the Continent to the other, social reform takes a prominent place in the preoccupations of the Governments, and administrative services to deal with social problems are created or adapted to new tasks. In some cases the International Labour Office has been asked by the national authorities to help in carrying out the work of social justice, and the Office is glad and proud to be in a position to do so.

The ratification of international labour Conventions and the incorporation of their provisions in national legislation is becoming more and more general. In view of these tendencies, which are noticeable throughout the whole continent, the Office cannot fail to congratulate itself on the fortunate circumstance that it was found possible to convene the Santiago Conference at so opportune a time. The proposal to hold the Conference was, moreover, in itself a manifestation of this widespread movement, which is showing no sign of slackening but is indeed continuing to develop.

Nothing should be neglected in order to ensure that the co-operation of the American countries with the Organisation, which entered into a new phase with the Santiago Conference, may produce its full results. It has been shown that the Office is, in its daily work, constantly endeavouring to carry its investigations further in the directions indicated by the Santiago Conference.

It was no doubt necessary, after an interval of two years, to review what had been done to carry out the recommendations put forward at Santiago. In certain spheres it has not yet been possible to go as far as had been intended. There is still much ground to be covered; certain enquiries have still to be completed and certain reports to be published. A glance back over what has been accomplished in the last two years will, however, show that the progress made in a comparatively short time is considerable and augurs well for the future.

After the above rapid survey of the results achieved, it is natural to ask whether the time has not perhaps come to give effect to one of the recommendations made by the Santiago Conference and to contemplate "the possibility of convening in the future, whenever circumstances may make such a step appear desirable, periodical conferences similar to the Conference of Santiago". It has been seen that the development of social problems on the American Continent is rapid. It would no doubt be desirable, in a not too distant future, once more to compare the experience acquired and to refresh what are the requirements and aspirations of the States of America in the social sphere, with a view to laying down the lines of the future activity of the Organisation in its relations with those States. It will be for the Governing Body of the International Labour Office to take the necessary decisions when the time comes. They may perhaps be facilitated by the account which has been given above of the valuable work inaugurated by the convening of the first Labour Conference of the American States which are Members of the International Labour Organisation.
APPENDIX X.

TENTH ITEM ON THE AGENDA.

EXAMINATION OF THE REPRESENTATION MADE BY THE AGRICULTURAL WORKERS' UNION OF ESTONIA CONCERNING THE APPLICATION IN ESTONIA OF THE RIGHT OF ASSOCIATION (AGRICULTURE) CONVENTION, 1921 (No. 11).

The report on this item, which was considered by the Governing Body in private, is printed separately as an appendix to the minutes of the Sixth Sitting.
APPENDIX XI.

ELEVENTH ITEM ON THE AGENDA.


At its Eighty-third Session 1 (April 1938) the Governing Body adjourned to this session the question of certain modifications which the Committee of Experts on the application of Conventions had proposed should be made in the form for the annual report on the application of the Repatriation of Seamen Convention, 1926 (No. 23).

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1 It has not been considered necessary to reproduce the note submitted to the Governing Body at its Eighty-third Session which is printed on pages 72-73 of the appendices to the minutes of that session.
APPENDIX XII.

TWELFTH ITEM ON THE AGENDA.

Consultation concerning a Draft Resolution proposing to convene a Second Regional Conference of American States.

The note on this item, which was considered by the Governing Body in private, is printed separately as an appendix to the minutes of the Second, Fourth, Fifth and Seventh Sittings.
ALPHABETICAL LIST OF PERSONS ATTENDING THE SESSION.

ANDERSSON, Gunnar (Swedish), Workers' representative, President of the Swedish Confederation of Trade Unions.

ALTIMIRAS MEZQUITA, Manuel (Spanish), Chief of the International Labour Service of the Spanish Ministry of Labour, substitute for Mr. Fabra Ribas, Government representative.

BACKLUND, Sven (Swedish), publicist, accompanying Mr. Andersson, Workers' representative.

de BARROS PIMENTEL (Brazilian), Envoy Extraordinary and Minister Plenipotentiary at Berne, accompanying Mr. Helio Lobo, Government representative.

BERNARD, Marcel (French), Director-General of Labour in the French Ministry of Labour, substitute representative of the French Government, accompanying Mr. Justin Godart.

BERG, Paal (Norwegian), Government representative, President of the Supreme Court of Norway.

BJÖRCK, K. A. W. (Swedish), Government deputy member, Under-Secretary of State in the Swedish Ministry of Social Affairs.

BOLTON, William John (British), Secretary, International Department, British Trade Union Council, accompanying Mr. Hallsworth, Workers' representative.

BROOKE, Reginald Siddall (South African), Employers' representative (substitute), member of the Executive Council of the South African Federated Chamber of Industries.

BROWN, Gerald H. (Canadian), Assistant Deputy Minister, Department of Labour Ottawa, accompanying Mr. Wrong, Government representative.

BUXTON, William Leonard, M.B.E. (British), Principal, British Ministry of Labour, substitute representative of the British Government, accompanying Mr. Leggett.

CABALLERO, F. Largo (Spanish), Workers' representative, Deputy at the Cortes.

CHALMERS, W. Ellison (United States of America), of the Department of Labor, Washington, accompanying Mr. Goodrich, Government representative.

CREMINS, Francis Thomas (Irish), Government deputy member, representative of Ireland, accredited to the League of Nations and to the International Labour Office.

ČURČIN, Georges (Yugoslav), Employers' representative, Secretary, Central Union of Industrial Corporations of Yugoslavia.

DUSENDSCHÖN, Oscar (Brazilian), accompanying Mr. Helio Lobo, Government representative.

ENESCO, Mihail (Rumanian), Government deputy member, Director-General of the Central Social Insurance Fund of Rumania.

ERULKAR, David S. (Indian), Employers' representative, Chairman of the Indian Chamber of Commerce in Great Britain, Chairman and Managing Director, Scindia Steamships (London) Ltd.

FABRA RIBAS, Antonio (Spanish), Government representative, Envoy extraordinary and Minister Plenipotentiary at Berne.

FORBES WATSON, John Ballingall (British), Employers' representative, Director of the National Confederation of Employers' Organisations of Great Britain.


GARCÍA OLDINI, Fernando (Chilean), Government representative, Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate of Chile accredited to the International Labour Office.

GÉRARD, Gustave-L. (Belgian), Employers' representative, Administrative Director-General of the Central Industrial Committee of Belgium.

GOODRICH, Justin (French), Government representative, Senator, former Minister.

GOODRICH, Carter (United States of America), Government representative, United States Labor Commissioner at Geneva.

HALLSWORTH, Joseph (British), Workers' representative, Industrial General Secretary, National Union of Distributive and Allied Workers of Great Britain.

HARRIMAN, Henry I. (United States of America), Employers' representative, Chairman of the Board of the New England Power Association, Boston (Mass.).
HINDAHL, Olav (Norwegian), Workers' deputy member (substitute), President of the Norwegian Confederation of Trade Unions.

HORSZOWSKI, Seweryn (Polish), Ministerial Counsellor, Chief of the International Labour Legislation Section of the Polish Ministry of Social Welfare, accompanying Mr. Komarnicki, Government representative.

JENSEN, Christian (Danish), Workers' representative, President, Danish Confederation of Trade Unions.

JOUHAUX, Léon (French), Workers' representative, General Secretary, General Confederation of Labour of France.

KIRKALDY, Harold S. (British), Assistant Secretary, National Confederation of Employers' Organisations of Great Britain, accompanying Mr. Forbes Watson, Employers' representative.

KITAOKA, Jitsu (Japanese), Government representative, Chief of the Permanent Delegation of the Japanese Government to the International Labour Organisation.

KOMARNICKI, Tytus (Polish), Government representative, Permanent Delegate of Poland accredited to the League of Nations.

KOTEK, Josef (Czechoslovak), Government deputy member, Senior Counsellor, Czechoslovak Ministry of Social Welfare.

KREKITICH, Bogdan (Yugoslav), Workers' deputy member, Secretary, Yugoslav Trade Union Federation.

KUPERS, E. (Dutch), Workers' deputy member, President, Netherlands Trade Union Federation.

LALL, Shamaldhari, I.C.S. (Indian), Deputy High Commissioner for India in London, substitute for Sir Firozkhan Noon, Government representative.

LAMBERT-RIBOT, Alfred (French), Employers' representative, Vice-President of the Union of Metallurgical and Mining Industries.

LECOCQ, Jules (Belgian), General Secretary, International Organisation of Industrial Employers, Secretary of the Employers' Group.

LEGGITT, Frederick William, C.B. (British), Chairman of the Governing Body, Government representative, Principal Assistant Secretary, British Ministry of Labour.

LI Ping-Heng (Chinese), Government representative, Chinese Government delegate to the Governing Body.

LING, Kang-Hou (Chinese), Employers' deputy member, President of the National Chamber of Commerce of China.

LOBO, Helio (Brazilian), Government representative, Minister Plenipotentiary.

LOMBARDO TOLEDANO, Vicente (Mexican), Workers' deputy member (substitute), Secretary-General of the Workers' Confederation of Mexico.

MAHAIM, Ernest (Belgian), Government deputy member, Emeritus Professor of the University of Liège, former Minister of Industry and Labour of Belgium.

MANNIO, Niilo A. (Finnish), Government deputy member, Secretary-General, Ministry of Social Affairs of Finland.

MERTENS, Corneille (Belgian), Workers' representative, General Secretary of the General Confederation of Labour of Belgium.

MILITCH, Milenko (Yugoslav), of the Permanent Delegation of Yugoslavia accredited to the League of Nations, accompanying Mr. Tzvetkovitch, Government representative.

MOLENAAR, A. N. (Dutch), Employers' deputy member, General Secretary, Netherlands Employers' League.

NOON, Sir Firozkhan (Indian), Government representative, High Commissioner for India in London.

NOYCE, Sir Frank (Indian), Former member of the Executive Council of H.E. the Governor-General of India in charge of the Department of Industry and Labour, accompanying Sir Firozkhan Noon, Government representative.

OERSTED, H. C. (Danish), Employers' representative, Vice-Chairman of the Governing Body, Director, Bureau of the Employers' Federations of the Four Northern Countries.

PEVER, Charles (Hungarian), Workers' deputy member (substitute), Chief Secretary, Federation of the Hungarian Trade Union Council.

RENAUD, Paul E. (Canadian), Second Secretary of Legation, Permanent Delegation of Canada to the League of Nations, substitute for Mr. Wrong, Government representative.

SCHEVENELS, Walter (Belgian), Workers' deputy member (substitute), General Secretary, International Federation of Trade Unions, Secretary of the Workers' Group.

SCHRÖCH, Charles (Swiss), Workers' deputy member, Secretary, Swiss Federation of Trade Unions.
SONIN, Johannes (Estonian), Government deputy member, Director of the Labour and Social Insurance Division of the Estonian Ministry of Social Affairs.

SOUBBOTITCH, Ivan (Yugoslav), Envoy Extraordinary and Minister Plenipotentiary, Permanent Delegate of the Kingdom of Yugoslavia accredited to the League of Nations, substitute for Mr. Tzvetkovitch, Government representative.

SZYDLOWSKI, Marian (Polish), Employers’ deputy member, Civil Engineer, Director, Central Federation of Polish Industries.

TELLO, Manuel (Mexican), Government representative, Chargé d’affaires, Permanent Delegation of Mexico to the League of Nations.

THOMPSON, Llewellyn E. (United States of America), United States Consul at Geneva, accompanying Mr. Goodrich.

TZAUT, Charles (Swiss), Employers’ deputy member, Vice-President of the Central Union of Swiss Employers’ Associations.

TZVETKOVITCH, Draguicha (Yugoslav), Government representative, Minister for Social Affairs and Public Health of Yugoslavia.

VANĚK, Josef (Czechoslovak), Employers’ deputy member, General Secretary of the Confederation of Czechoslovak Employers’ Organisations.

WALINE, Pierre (French), Deputy Secretary-General of the Union of Metallurgical and Mining Industries of France, accompanying Mr. Lambert-Ribot, Employers’ representative.

WATT, Robert J. (United States of America), Workers’ representative, of the American Federation of Labor.

WRONG, H. Hume (Canadian), Government representative, Permanent Delegate of Canada to the League of Nations.

YOKOOJI, Shunichi (Japanese), of the Permanent Delegation of Japan to the International Labour Organisation, accompanying Mr. Kitaoka, Government representative.

ZAGRODZKI, Jozef (Polish), Chief of the Labour Protection section, Polish Ministry of Social Welfare, accompanying Mr. Komarnicki, Government representative.
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OF THE

SECOND, FOURTH, FIFTH AND SEVENTH (Second Part)
SITTINGS (PRIVATE)

OF THE

EIGHTY-FOURTH SESSION

OF

THE GOVERNING BODY

GENEVA — 31 MAY - 17 JUNE 1938
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CONSEIL D'ADMINISTRATION
DU BUREAU INTERNATIONAL DU TRAVAIL


PROCÈS-VERBAL DE LA DEUXIÈME SÉANCE (PRIVÉE).

(Mardi 31 mai 1938 - 15 heures 45.)


Absents: Le représentant de l'Italie et M. Markus.

DEUXIÈME QUESTION A L'ORDRE DU JOUR.

Question de la démission du Directeur.

Le Président rappelle que, lors de sa 83ème session, le Conseil d'administration a décidé de faire figurer cette question ainsi libellée à l'ordre du jour de la présente session. Depuis cette époque, les membres du Conseil d'administration ont eu le temps d'examiner la situation dans son ensemble; de son côté, le Directeur a pu prendre en considération les observations formulées à la dernière session du Conseil. Les membres du Conseil sont, maintenant, saisis d'une lettre du Directeur dans laquelle celui-ci confirme sa décision de démissionner. Le Conseil se trouve appelé à examiner les suites à donner à cette communication.

M. Justin Godart, en sa qualité de président du groupe gouvernemental, fait connaître que ce groupe a, au cours d'une séance tenue pendant la matinée, adopté l'unanimité un projet de résolution qu'il soumet au Conseil et qui est ainsi conçu:

("Le Conseil d'administration décide d'accepter, avec le plus vif regret, la démission du Directeur; il tient à affirmer sa haute appréciation et sa sincère reconnaissance pour les très grands services qu'il a rendus à l'Organisation internationale du Travail depuis ses débuts.

"Le Conseil d'administration décide en outre de procéder à l'élection d'un Directeur à une séance spéciale du Conseil d'administration, qui aura lieu le 4 juin."

D'autre part, il tient à exprimer les sentiments que le Gouvernement français éprouve à l'occasion de la démission de M. Butler.

Lorsqu'il a appris l'intention de M. Butler de quitter la direction du Bureau, son Gouvernement a craint quelque peu, pour la solidité même de l'institution, les répercussions d'une décision imprévue et d'un changement de direction alors que le Bureau
MINUTES OF THE SECOND SITTING (PRIVATE).

(Tuesday, 31 May 1938 — 3.45 p.m.)

The Governing Body was composed as follows: Mr. Leggett (Chairman), Mr. Andersson, Mr. de Barros Pimentel, Mr. Berg, Mr. Brooke, Mr. Caballero, Mr. Curčin, Mr. Erulkar, Mr. Fabra Ribas, Mr. Forbes Watson, Mr. Garcia Oldini, Mr. Gérard, Mr. Justin Godart, Mr. Goodrich, Mr. Hallsworth, Mr. Harriman, Mr. Jensen, Mr. Jouhaux, Mr. Kitaoka, Mr. Komarnicki, Mr. Lall, Mr. Lambert-Ribot, Mr. Li Ping-Heng, Mr. Mertens, Mr. Oersted, Mr. Schürch, Mr. Soubbottitch, Mr. Tello, Mr. Watt, Mr. Wrong.

Absent: the representative of Italy, and Mr. Markus.

SECOND ITEM ON THE AGENDA:

Question of the designation of the Director.

The Chairman said that at its Eighty-third Session the Governing Body had decided to place this question on the agenda of the present session. Since that time, members of the Governing Body had had an opportunity of considering the position as a whole. The Director had also been able to consider the observations which had been made at the last session of the Governing Body. The members now had before them a letter from the Director confirming his decision to resign, and the Governing Body consequently had to consider what action to take on this communication.

Mr. Justin Godart, speaking as Chairman of the Government group, informed the Governing Body that that group, at a meeting held that morning, had unanimously adopted the following draft resolution, which it submitted to the Governing Body:

"The Governing Body decides to accept, with much regret, the resignation of the Director, and desires to place on record its sincere gratitude to him and its high appreciation of the very great services which he has rendered to the International Labour Organisation since its inception.

"The Governing Body further decides to proceed to the election of a Director at a special meeting of the Governing Body on 4 June."

He would take this opportunity of expressing the feelings of the French Government at the resignation of Mr. Butler.

When it had first heard of Mr. Butler's intention of resigning from the Directorship of the Office, his Government had had some misgivings as regards the effect which might be produced on the solidity of the institution by an unforeseen decision, and a
est en pleine activité et que la vie internationale connaît les plus graves incertitudes. En acceptant d’assurer jusqu’à la fin de l’année 1938 la marche des affaires, et en facilitant ainsi la transmission des pouvoirs à son successeur, M. Butler a dissipé cette crainte, ce dont le Gouvernement français se félicite.

Il rappelle que la France a une prédilection particulière pour l’œuvre que deux de ses enfants, Arthur Fontaine et Albert Thomas, ont si puissamment contribué à édifier. On comprend donc qu’elle en ait suivi avec une attention passionnée la continuation, et qu’elle lui donne son concours avec une confiance entière.

Au nom du Gouvernement français, il rend hommage à la compréhension et au courage avec lesquels M. Harold Butler a soutenu la haute tradition sociale d’Albert Thomas, en faisant sienne cette formule du dernier discours du premier Directeur : « Il y a des postulats de politique sociale qui doivent avoir la même force que les postulats de la morale dans la doctrine de Kant ». M. Harold Butler s’est plus particulièrement attaché, avec les heureux résultats que l’on connaît, à rechercher les solutions du problème des relations existant entre la vie économique et la vie sociale. La documentation si complète, les exposés si riches contenus dans ses rapports ont toujours suscité, dans le monde, un très grand intérêt. Mettant ainsi en évidence la puissance aveugle de l’anarchie économique, il a été amené à conclure à la nécessité résultant des événements et non d’une doctrine, d’étendre l’activité du Bureau international du Travail à l’étude des répercussions de l’économique sur le social.

Dans le rapport qu’il soumet à la XXIVe session de la Conférence, M. Harold Butler écrit : « Il est inévitable que le développement normal de l’Organisation internationale du Travail la conduise à élargir constamment son programme de travail et qu’elle soit amenée, progressivement, à se saisir de questions générales dont dépend en dernière analyse le bien-être des travailleurs industriels et agricoles ». Il exprime dans le même rapport son espoir dans la réalisation d’un des buts poursuivis par Albert Thomas, l’universalité de l’action de l’Organisation.

Appréciant ainsi la pensée et l’action de M. Butler, le Gouvernement français regrette très sincèrement qu’il ait décidé de quitter la direction du Bureau international du Travail. Il tient à affirmer qu’à son avis, la direction de M. Harold Butler, qui a dû surmonter de très grandes difficultés, a constamment tendu au progrès de l’idéal international et humain, et marquera dans la vie du Bureau une période féconde, qui fait tout particulièrement honneur au Directeur.

M. Oersted appuie le projet de résolution présenté par M. Justin Godart au nom du groupe gouvernemental.

Il croit superflu d’exprimer dès à présent ses remerciements à M. Harold Butler, ce qu’il a déjà fait brièvement lors de la 83e session du Conseil, et ce qu’il aura l’occasion de faire de manière plus complète lors de la session d’automne du Conseil.

M. Forbes Watson rappelle qu’au moment où il s’est agi pour le Conseil de désigner un successeur à Albert Thomas, il a appuyé la candidature de M. Butler, laquelle a été acceptée par le Conseil sans opposition.

Il a souvent été amené à s’opposer à M. Butler et sans doute devra-t-il le faire fréquemment à l’égard du Directeur du Bureau international du Travail quel qu’il soit. Mais il est le premier à reconnaître les difficultés que M. Butler a eu à surmonter et l’importance de son œuvre ; aussi éprouve-t-il un sentiment de fierté lorsqu’il entend les représentants d’autres pays exprimer leurs sentiments d’admiration et de reconnaissance à l’égard de son compatriote.

M. Butler et lui-même représentent des types différents de Britanniques. M. Butler est né dans les régions les plus cultivées du Sud, tandis que lui est originaire des rudes régions septentrionales. Néanmoins, il est heureux de constater qu’ils se sont toujours compris, et il tient dès à présent à le remercier pour la considération dont il a fait preuve à son égard. Il lui souhaite le meilleur avenir possible dans le nouveau domaine auquel il va consacrer son énergie dans son pays.
change in the Directorship at a time when the activity of the Office was in full swing and when the international situation was particularly grave. By agreeing to remain in charge of the Office until the end of 1938, and thus facilitating the handing over of authority to his successor, Mr. Butler had removed that apprehension; to the great satisfaction of the French Government.

France had a particular attachment to the institution which two of its sons, Arthur Fontaine and Albert Thomas, had done so much to build up. It would therefore be understood that France had followed its progress with the closest attention and that it had always supported it with the fullest confidence.

On behalf of the French Government he paid a tribute to the comprehension and courage with which Mr. Harold Butler had upheld the great social tradition of Albert Thomas, by adopting in full the formula laid down by the first Director in his last speech: “There are certain postulates of social policy which should have the same force as the moral postulates of Kant’s philosophy.” Mr. Butler had particularly endeavoured, with a success of which everyone was aware, to find solutions for the problem of the relationship between economic and social life. The fullness of the information and the excellence of the comments contained in his Reports had always aroused the greatest interest throughout the world. He had been fully conscious of the blind force of economic anarchy, and this had led him to the conclusion that it was necessary, as a result of facts and not of theoretical considerations, to extend the scope of the work of the International Labour Office so as to include a study of the influence of economic life on social considerations.

In the Report which he had submitted to the Twenty-fourth Session of the Conference, Mr. Butler had written: “It is, therefore, an inevitable and healthy development that its outlook should have continued to broaden and that it should have been gradually led to consider the general questions upon which the welfare of the workers, both in industry and agriculture, ultimately depend.” In the same Report he expressed his hope for the realisation of one of the aims pursued by Albert Thomas, namely, the universality of the work of the Organisation.

Since the French Government thus appreciated the ideas of Mr. Butler and the work which he had accomplished, it sincerely regretted that he had decided to resign from his post as Director of the International Labour Office. In his opinion Mr. Butler had, in his term of office, during which great difficulties had had to be overcome, always worked for the achievement of international and humanitarian ideals. It had been a most fruitful period in the life of the Office, which did the Director the greatest credit.

Mr. Oersted said that he supported the draft resolution submitted by Mr. Justin Godart on behalf of the Government group.

It would be superfluous for him at the present moment to express his thanks to Mr. Butler; he had already done so briefly at the Eighty-third Session of the Governing Body, and would have an opportunity of doing so at greater length at the autumn session.

Mr. Forbes Watson said that when the Governing Body had been called upon to appoint a successor to Albert Thomas, he had supported Mr. Butler’s candidature, which had been accepted by the Governing Body without opposition.

He had frequently found it necessary to differ from Mr. Butler, and he would doubtless often differ from anyone who occupied the post of Director of the International Labour Office. He was, however, the first to realise the difficulties which Mr. Butler had had to overcome and his great achievement, and he felt proud when he heard representatives of other countries express their admiration and gratitude for his fellow-countryman.

Mr. Butler and himself represented different British types. Mr. Butler was born in the cultured South, whereas he himself came from the rugged North. Nevertheless, he was glad to say that they had always understood one another, and he thanked Mr. Butler for the great consideration which he had always shown him. He asked him to accept his best wishes for his future in the new field to which he would devote his energies in his own country.
M. García Oldini croit que le moment n’est pas venu de faire l’éloge de M. Butler; il ne peut toutefois laisser passer l’instant où sa démission est devenue officielle sans lui adresser quelques paroles.

A ses yeux, M. Butler a eu le double mérite de regarder la réalité en face et de considérer le monde dans toute son étendue et sa complexité. Dans le continent américain on a pu constater que, au sein des institutions internationales, il y avait peu de personnalités ayant, autant que M. Butler, conscience de tout ce que comporte la notion d’universalité. L’œuvre de M. Harold Butler a été particulièrement féconde pour l’Amérique latine. Les pays de ce continent lui adressent donc des remerciements chaleureux, et ce n’est pas sans regret et sans quelque appréhension qu’ils le voient partir.

M. Jouhaux déclare que le groupe ouvrier se rallie au projet de résolution déposé au nom du groupe gouvernemental.

Lors de la précédente session du Conseil, il a déjà eu l’occasion d’exprimer les sentiments du groupe des travailleurs. Il tient à exposer l’espoir que le rayonnement international du Bureau ne sera pas diminué par le départ de son Directeur. Sans doute certains membres du Conseil ont-ils éprouvé certaines déceptions, non pas du fait des hommes qui ont dirigé le Bureau international du Travail, mais en raison des résultats parfois insuffisants que l’on a pu atteindre. Néanmoins, les travailleurs conservent l’Organisation internationale du Travail une foi inébranlable et ils estiment que plus les circonstances deviennent difficiles, plus l’autorité de l’Organisation doit s’affirmer.

M. Kitaoka déclare qu’au Japon on a toujours apprécié les services éminents de M. Harold Butler, plus particulièrement depuis le moment où il a pris la direction du Bureau. C’est donc avec un profond regret que l’on envisage sa démission, en espérant que le successeur de M. Harold Butler poursuivra la réalisation de son idéal et des principes qu’il a toujours défendus. Ces sentiments sont ceux non seulement du Gouvernement japonais, mais de toutes les organisations professionnelles japonaises.

M. Li Ping-Heng est convaincu d’exprimer l’opinion de tous les membres du Conseil en manifestant le regret que cause la décision du Directeur. M. Harold Butler a consacré de nombreuses années à l’œuvre de l’Organisation; il l’a fait avec un entier dévouement et une haute compétence. Dans l’intérêt de l’Organisation internationale du Travail, le Conseil d’administration devrait refuser sa démission. Cependant, après la lettre qu’il a adressée au Président du Conseil d’administration et les déclarations qu’il a faites, le Conseil est obligé de s’incliner devant une décision irrévocable. Pour sa part, il espère que, même de loin, M. Butler continuera à s’intéresser à l’œuvre dont il a été l’un des créateurs.

M. de Barros Pimentel tient, au nom du Gouvernement brésilien, à s’associer à la déclaration faite par M. García Oldini et à dire au Directeur tous les regrets que son départ provoque au Brésil.

M. Tello rappelle que M. Fabela, représentant titulaire du Gouvernement mexicain au Conseil d’administration, a fait des démarches auprès de M. Harold Butler pour le prier de revenir sur sa décision. Il croit que c’est là le meilleur éloge que l’on puisse faire de M. Butler; si on l’a instamment prié de rester à son poste, c’est que son œuvre a été jugée excellente et qu’on aurait souhaité le voir continuer son activité. La décision de M. Butler étant irrévocable, le Conseil ne peut faire autre chose que de le laisser partir. Tous les représentants du Gouvernement mexicain garderont de lui le meilleur souvenir; personnellement il n’a eu qu’à se féliciter des excellentes relations qu’il a toujours eues avec M. Butler.

M. Goodrich voit dans le fait que tous les membres du Conseil font des déclarations analogues, la meilleure preuve du caractère universel des intérêts du Directeur et de
Mr. García Oldini said that the time had not yet come to pay a tribute to Mr. Butler, but he could not let pass the moment at which his resignation became official without saying a few words.

In his opinion Mr. Butler possessed the double merit of looking realities in the face and of seeing the world in its full extent and complexity. In the Continent of America it was felt that there were few persons in the international institutions who realised as fully as Mr. Butler what was really implied by the notion of universality. Mr. Butler’s work had been particularly fruitful for Latin America. The countries of that Continent expressed their warmest gratitude to him, and it was not without regret and without a certain anxiety that they would see him go.

Mr. Jouhaux said that the Workers’ group supported the draft resolution submitted on behalf of the Government group.

At the previous session of the Governing Body he had expressed the feelings of the Workers’ group. He hoped that the international influence of the Office would not be diminished by the departure of its Director. Perhaps certain members of the Governing Body had been to some extent disappointed, not in the men who had directed the International Labour Office, but by the sometimes inadequate results which had been achieved. Nevertheless the workers retained an unshaken faith in the International Labour Organisation and they felt that the more difficult circumstances became, the more necessary it was to affirm the authority of the Organisation.

Mr. Kitaoka said that in Japan Mr. Butler’s eminent services had always been highly appreciated, particularly since he had become Director of the Office. His resignation was therefore received with deep regret, and it was hoped that his successor would continue to pursue his ideals and the principles which he had always followed. In saying this he was expressing the feelings not only of the Japanese Government, but of all the employers’ and workers’ organisations of Japan.

Mr. Li Ping-Heng said that he felt sure that all members of the Governing Body would agree with him in expressing their regret at the Director’s decision. Mr. Harold Butler had given many years to the Organisation, and had shown the utmost devotion and the greatest efficiency. In the interests of the International Labour Organisation the Governing Body should refuse to accept his resignation. However, in view of the letter which he had addressed to the Chairman of the Governing Body and the statements which he had made, the Governing Body was obliged to accept his irrevocable decision. He trusted that although Mr. Butler might be far away, he would continue to take an interest in the work of the institution of which he had been one of the founders.

Mr. de Barros Pimentel said that on behalf of the Brazilian Government he associated himself with the sentiments expressed by Mr. García Oldini on behalf of the countries of Latin America. Mr. Butler’s departure would be greatly regretted in Brazil.

Mr. Tello said that Mr. Fabela, regular Mexican Government representative on the Governing Body, had endeavoured to persuade Mr. Butler to alter his decision. That appeared to him to be the greatest tribute that could be paid to Mr. Butler. The fact that he had been urgently requested to remain at his post showed that his work had been considered excellent and that there was a desire that he should continue it. Since, however, Mr. Butler’s decision was irrevocable, the Governing Body had no choice but to allow him to resign. All the representatives of the Mexican Government would retain the happiest memories of Mr. Butler, and he personally would always remember the excellent relations which had existed between them.

Mr. Goodrich said that the fact that all members of the Governing Body had expressed themselves in similar terms was the best proof of the universality of the
sa profonde connaissance de tous les pays : chacun d'entre eux lui doit la même reconnaissan-
se pour la compréhension dont il a fait preuve à son égard.

Les États-Unis d'Amérique ont des motifs tout particuliers pour apprécier son habil
été et son tact, qualités dont il a témoigné de la manière la plus éclatante au moment où les États-Unis sont entrés dans l'Organisation. En quittant son poste M. Butler pourra constater avec fierté que sous sa direction l'Organisation a maintenu son activité et a accru son prestige, à une époque où la collaboration internationale se heurte à des difficultés très graves.

Il est heureux de savoir que M. Butler va se consacrer à une activité où il pourra
encore déployer les hautes qualités de sociologue et d'économiste dont il a si brillam-
ment témoigné dans tous ses rapports à la Conférence. Néanmoins c'est avec le plus profond regret qu'il le voit abandonner son champ d'activité actuel.

M. Fabra Ribas s'associe aux paroles qui ont été adressées à M. Harold Butler par le Président du groupe gouvernemental. Lui-même a eu le privilège d'être associé pendant plusieurs années à l'activité de M. Butler. Il tient à lui exprimer toute sa reconnaissance pour l'appui qu'il a toujours trouvé auprès de lui, tant comme corres-
pondant du Bureau que comme représentant du Gouvernement espagnol.

Le Président rappelle que M. Harold Butler restera encore en fonctions pendant plusieurs mois. Les membres du Conseil auront donc à une prochaine session l'occasion de dire tout ce qu'ils pensent de l'œuvre qu'il a accomplie.

Il invite le Conseil à "se prononcer sur le projet de résolution du groupe gouver-
nemental, lequel a reçu l'appui du groupe des employeurs et du groupe des travailleurs.

Le Conseil d'administration adopte cette résolution.

Le Directeur remercie très vivement le Conseil d'administration pour les termes de la résolution qu'il vient d'adopter. Il tient également à exprimer sa reconnaissance aux divers orateurs qui viennent de formuler des appréciations trop flatteuses pour lui-même et les services qu'il a pu rendre au Bureau. Il remercie tout particulièremen
M. Justin Godart qui n'aurait pu lui adresser un compliment auquel il fût plus sensible qu'en associant son nom à celui d'Albert Thomas, dont il s'est toujours efforcé de suivre la tradition.

Comme l'a dit le Président, il ne prend pas encore congé du Conseil d'administra-
tion. Il restera au Bureau international du Travail pendant plusieurs mois encore et il s'efforcerà pendant ce temps d'assurer que la transmission des pouvoirs à son
successeur se fasse dans les meilleures conditions possibles. Il est convaincu que le
choix du Conseil d'administration sera fait à bon escient, et, quand une décision aura été prise, il fera tout en son pouvoir pour faciliter la tâche du nouveau Directeur.

Il ne cessera pas dans l'avenir de porter le plus vif intérêt à l'œuvre de l'Organi-
sation. Il a la conviction absolu
de celle-ci continuera à se développer dans le respect de la tradition internationale qui lui a permis de maintenir sa place dans le monde, en dépit de toutes les difficultés auxquelles elle s'est heurtée depuis près de vingt ans. Lors d'une prochaine session du Conseil d'administration, il aura l'occasion de remercier tous ses membres pour l'aide et l'indulgence qu'ils lui ont témoignées non seulement pendant les six années de son diri
torat, mais encore pendant les douze années qui ont précédé. Pour l'instant, il se bornera à les remercier à nouveau pour les termes qu'ils ont employés à son égard dans la résolution qu'ils viennent d'adopter.

M. Cremins demande la parole en sa qualité de membre adjoint parce qu'il se trouve que l'un des candidats à la succession de M. Butler est un ressortissant de son pays, l'Irlande. Il tient à informer le Conseil d'administration que s'il faisait porter son choix sur M. Phelan, sa désignation comme Directeur du Bureau international du Travail serait accueillie avec la satisfaction la plus vive par le Gouvernement irlandais.
Director's interests and his wide knowledge of all countries. Each of them owed him gratitude for the understanding which he had shown them.

The United States of America had special reasons for appreciating his skill and tact, which he had shown at the time when the United States entered the Organisation. At the time of leaving his post Mr. Butler could be proud of the fact that under his leadership the Organisation had maintained undiminished activity and increased its prestige at a time when international co-operation was particularly difficult.

He was glad to think that Mr. Butler was going to undertake work in which he could make use of the social insight and economic statesmanship which he had shown in all his Reports to the Conference. Nevertheless he was very sorry that Mr. Butler was leaving his present post.

Mr. Fabra Ribas associated himself with the words addressed to Mr. Harold Butler by the Chairman of the Government group. He himself had had the privilege of being associated for many years with Mr. Butler's work. He expressed to him all his gratitude for the support which he had always given him, both as Correspondent of the Office and as representative of the Spanish Government.

The Chairman said that Mr. Butler would still remain at his post for some months. Members of the Governing Body would therefore have an opportunity at a subsequent session of expressing fully what they felt about his work.

He asked the Governing Body to take a decision on the draft resolution of the Government group, which had been supported by the Employers' and Workers' groups.

The Governing Body adopted the resolution.

The Director said that he was very grateful to the Governing Body for the terms of the resolution which it had just adopted. He also wished to express his gratitude to the various speakers for the too laudatory words which they had used in regard to himself and to the services which he had been able to render to the Office. He particularly thanked Mr. Justin Godart, who could have paid him no compliment which he would have appreciated more than in associating his name with that of Albert Thomas, whose tradition he had always endeavoured to carry on.

As the Chairman had said, he was not now taking farewell of the Governing Body. He would remain at the International Labour Office for several months longer, and he would do his utmost during that time to ensure that the transition to the new Director should take place as smoothly as possible. He felt sure that the Governing Body would make a wise choice, and when its decision had been taken he would do his utmost to assist the new Director.

He would certainly never cease to take the greatest interest in the Organisation, and he was firmly convinced that its work would continue to develop and that the international tradition which had enabled it to hold its place in the world would be maintained, in spite of all the difficulties which it had encountered in the last twenty years. At a future session of the Governing Body he would have an opportunity of thanking all the members for their help and indulgence, not only during the six years for which he had been Director, but also in the twelve preceding years. For the moment he would merely thank them once again for the terms in which they had adopted their resolution.

Mr. Cremins said that, as a deputy member, he had asked to speak because one of the candidates for the post of Director was a national of his own country, Ireland. He would inform the Governing Body that if, when the selection of a new Director took place, its choice should fall upon Mr. Phelan, his appointment would be received with great satisfaction by the Irish Government.
Sixième question à l'ordre du jour.

Rapport du Comité du budget.

Le Président rappelle que le Comité du budget vient d'adopter son rapport et que la plupart des membres du Conseil assistaient à la séance. Il pense donc que le Conseil d'administration ne verra pas d'inconvénient à l'adopter immédiatement.

Le Conseil d'administration approuve le rapport du Comité du budget.

La séance est levée à 16 heures 50.

F. W. Leggett.
SIXTH ITEM ON THE AGENDA.


The Chairman said that the Finance Committee had just adopted its report, and that most of the members of the Governing Body were present at that meeting. He thought therefore that the Governing Body would be prepared to adopt the report immediately.

The Governing Body adopted the report of the Finance Committee.

The sitting closed at 4.50 p.m.

F. W. LEGGETT.
PROCÈS-VERBAL DE LA QUATRIÈME SÉANCE (PRIVÉE).

(Samedi 4 juin 1938 — 10 heures 45.)


Absents: Le représentant de l'Italie et M. Markus.

DEUXIÈME QUESTION À L'ORDRE DU JOUR.

Question de la démission du Directeur.

Désignation du successeur de M. Harold Butler comme Directeur du Bureau international du Travail.

Le Président rappelle qu'à sa dernière séance le Conseil d'administration se trouvait en présence de deux candidatures. Il a reçu, le 3 juin, de M. Phelan, une lettre dont il donne lecture et dont le texte est distribué aux membres du Conseil. Ce texte est ainsi conçu:

Genève, 3 juin 1938.

« Mon cher Président,

À la lumière des explications qui m'ont été données par les membres du bureau du Conseil d'administration, le 1er juin, j'ai examiné à nouveau ma situation en tant que candidat au poste de Directeur du Bureau international du Travail.

J'estime, tout comme les membres du bureau, que dans les circonstances présentes, un vote qui diviserait le Conseil d'administration sur les mérites des deux candidats en présence, et qui aboutirait peut-être à ce que l'élection fut faite à une faible majorité, ne serait pas dans l'intérêt du Bureau international du Travail.

Comme cet intérêt est la considération qui l'emporte à mes yeux, j'ai décidé de retirer ma candidature et vous serais très obligé de vouloir bien informer de cette décision le Conseil d'administration.

Au cours des conversations que j'ai eues avec des membres du Conseil, j'ai constamment indiqué que si je n'étais pas élu, je serais disposé à continuer mes fonctions au Bureau sous une nouvelle direction et à donner mon concours à celle-ci dans toute la mesure de mes forces. Mon attitude à cet égard reste inchangée.

Je tiens à saisir cette occasion pour remercier les membres du Conseil qui ont appuyé ma candidature et pour dire tout le prix que j'attache aux nombreux témoignages que les membres des trois groupes m'ont donnés de leur appréciation à l'égard des services que j'ai pu rendre au Bureau.

Veuillez agréer, etc.

(Signé) E. J. Phelan. »
MINUTES OF THE FOURTH SITTING (PRIVATE).

(Saturday, 4 June 1938 — 10.45 a.m.)

The Governing Body was composed as follows: Mr. LEGGETT (Chairman), Mr. ANDERSSON, Mr. DE BARROS PIMENTEL, subsequently replaced by Mr. HELIO LOBO, Mr. BERG, Mr. BROOKE, Mr. CURCIN, Mr. ERULKAR, Mr. FABRA RIBAS, Mr. FORBES WATSON, Mr. GARCIA OLDINI, Mr. GÉRARD, Mr. Justin GODART, Mr. GOODRICH, Mr. HALLSWORTH, Mr. HARRIMAN, Mr. JOUHAUX, Mr. KITAOKA, Mr. KOMARNICKI, Mr. KREKITCH, Mr. KUPERS, Mr. LI PING-HENG, Mr. MERTENS, Sir FIROZKHAN NOON, Mr. OERSTED, Mr. SCHÜRCH, Mr. SOUBBOTITCH, Mr. TELLO, Mr. WALINE, Mr. WATT, Mr. WRONG.

Absent: the representative of Italy, and Mr. MARKUS.

SECOND ITEM ON THE AGENDA.

Question of the resignation of the Director.

Appointment of the successor of Mr. Harold Butler as Director of the International Labour Office.

The Chairman said that the Governing Body at its last sitting had had two candidates before it. He had received a letter from Mr. Phelan on 3 June, copies of which had been circulated to members of the Governing Body. He read the letter, which was as follows:

"Geneva, 3 June 1938.

My dear Chairman,

I have reconsidered my position as a candidate for the post of Director of the International Labour Office in the light of the situation explained to me by the Officers of the Governing Body on 1 June.

I agree with them that, in the circumstances, a vote which would divide the Governing Body on the merits of the two candidates and would result in the election being made possibly by a small majority would not be in the interest of the International Labour Office.

Since that interest is the dominant consideration in my mind, I have decided to withdraw my candidature, and I should be obliged if you would inform the Governing Body accordingly.

In conversation with individual members of the Governing Body, I have throughout explained that if I were not elected, I would be prepared to continue my work in the Office under the new Director, and to give him every assistance in my power. My attitude in this respect remains unchanged.

I should like to take this opportunity of thanking those members of the Governing Body who have supported my candidature, and of saying how much I value the many expressions of appreciation of my services to the Office which I have received from members of all three Groups.

Yours etc.

(Signed) E. J. Phelan."
Le Conseil reste donc en présence d'une seule candidature, celle de M. Winant. Il invite le Conseil à procéder au vote au scrutin secret prévu par le Règlement pour l'élection du Directeur du Bureau international du Travail.

Le résultat du vote est le suivant:

<table>
<thead>
<tr>
<th>Nombre de votants</th>
<th>30</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bulletins retrouvés</td>
<td>30</td>
</tr>
<tr>
<td>En faveur de M. Winant</td>
<td>28</td>
</tr>
<tr>
<td>Bulletins blancs</td>
<td>2</td>
</tr>
</tbody>
</table>

M. Winant est déclaré élu Directeur du Bureau international du Travail sans opposition.

Le Président indique qu'il fera appeler M. Winant dans la salle des séances après la suspension de séance qui est prévue pour une réunion du Comité du budget.

Il donne la parole à M. Hallsworth qui désire faire une déclaration.

M. Hallsworth constate que le Conseil vient de prendre une décision d’importance capitale pour l’Organisation. Il n’a nullement l’intention de mettre en cause cette décision, mais croit devoir mentionner certaines considérations générales qui lui paraissent de grande importance pour l’avenir de l’Organisation.

Le caractère fondamental de cette Organisation est de reposer sur une base tri-partite. L’essence même de son fonctionnement normal est que les organes représentatifs qui la composent puissent discuter et collaborer pleinement à la prise de décisions après que les différents éléments qui constituent l’Organisation ont eu l’occasion d’expliquer leur opinion.

Il s’ensuit qu’aucun groupe ne devrait aborder de telles discussions en étant lié par avance de telle façon qu’il ne puisse modifier son attitude si, au cours de la discussion, se présentent des éléments nouveaux qui méritent d’être pris en considération.

On pourrait dire que les groupes non gouvernementaux ont l’habitude de tenir des réunions de groupe avant les réunions officielles du Conseil d’administration et de la Conférence et de prendre des décisions concernant leur attitude ou leur tactique. Cela est exact, mais c’est là une situation qui diffère évidemment d’arrangements préalables pris entre des gouvernements en tant que tels par l’entremise de leurs rouages diplomatiques. De tels accords diplomatiques préalables sont fondamentalement différents de décisions qui seraient prises par le groupe gouvernemental dans les mêmes conditions que les décisions prises par les groupes des employeurs et des travailleurs. En effet, toute décision prise par les membres d’un groupe peut être modifiée par ce même groupe au cours de la discussion si le groupe le juge opportun, comme cela s’est produit fréquemment depuis que l’Organisation a été créée. S’il en avait été autrement, on pourrait difficilement concevoir comment l’Organisation aurait pu fonctionner.

Les gouvernements possèdent la moitié de la représentation, tant au Conseil d’administration qu’à la Conférence. Si les gouvernements étaient liés par des accords diplomatiques préalablement à toute discussion, les deux autres groupes même s’ils étaient unanimes, ne pourraient obtenir la moindre concession à leurs vues. Il est évident que si cela devait se produire, le groupe des travailleurs, et peut-être le groupe des employeurs, seraient amenés avant peu à la conclusion que leur présence au sein de l’Organisation ne présente plus d’utilité.

Il tient à attirer l’attention du Conseil sur le danger de voir des accords conclus entre les gouvernements en dehors de l’Organisation, accords qui, s’ils se généralisaient, rendraient impossible le fonctionnement de l’Organisation.

En tant que représentant d’un pays dont les organisations de travailleurs attachent la plus grande importance à l’égalité de statut et à l’indépendance assurées aux travailleurs au sein de cette Organisation tripartite par sa constitution, il ne peut s’em-
The Governing Body thus now had only one candidate before it, namely, Mr. Winant. He requested the Governing Body to carry out the vote by secret ballot provided for by the Standing Orders for the election of the Director of the International Labour Office.

The result of the voting was as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Number</th>
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<tbody>
<tr>
<td>Number of persons voting</td>
<td>30</td>
</tr>
<tr>
<td>Voting papers handed in</td>
<td>30</td>
</tr>
<tr>
<td>Votes in favour of Mr. Winant</td>
<td>28</td>
</tr>
<tr>
<td>Blank voting papers</td>
<td>2</td>
</tr>
</tbody>
</table>

Mr. Winant was declared to be elected Director of the International Labour Office without opposition.

The Chairman said that he would ask Mr. Winant to come to the Governing Body room after the sitting had been suspended in order to enable the Finance Committee to meet.

He called upon Mr. Hallsworth, who wished to make a statement.

Mr. Hallsworth said that the Governing Body had just arrived at a decision of vital importance to the Organisation. He had no desire to question that decision. There were, however, certain general considerations of great importance for the future working of the Organisation which he felt should be mentioned.

The fundamental character of the Organisation was that it rested upon a tripartite basis. The essence of its proper functioning was that the representative bodies which composed it should be able to discuss and co-operate in full measure in the taking of decisions when adequate opportunity had been given for the expression of the opinions held by the different elements of which the Organisation was composed.

This implied that no group should come into such discussions with its hands so tied that it was not free to modify its attitude if in the course of discussion new matter was brought forward which merited consideration.

It might be said that the non-Government groups were in the habit of holding group meetings in advance of the official meetings of the Governing Body and of the Conference, and of coming to decisions concerning their attitude and even their tactics. This was quite true, but that procedure was obviously different from prior arrangements made between Governments as such through their diplomatic machinery. There was a fundamental difference between such prior diplomatic agreements and a decision taken by the Government group under the same conditions as the decisions taken by the Employers' and Workers' groups. The difference was that any decision taken by the members of a group could be modified by that same group as the discussion proceeded if the group should so desire. This had frequently happened during the past history of the Organisation, and if it had not been so it was difficult to see how the Organisation could have functioned at all.

The Governments had been given half the representation both in the Governing Body and in the Conference. If Governments tied their hands through their diplomatic machinery in advance of any discussion, the other two groups, even if unanimous, would be unable to secure the smallest concession to their point of view. It was evident that if this were to happen it would not be long before the Workers' group, and perhaps the Employers' group, would be driven to the conclusion that their presence in the Organisation could serve no useful purpose.

The danger to which he wished to draw attention was that of agreements being made between Governments through machinery which was extraneous to the Organisation. If such agreements became a practice, they would make it impossible for the Organisation to function at all.

As a workers' representative of a country whose labour organisations attached the greatest importance to the equal status and independence of the workers in this tripartite Organisation as guaranteed to them by its Constitution, he could not but
pêcher d’envisager avec beaucoup d’appréhension toute procédure qui pourrait constituer un précédent et par laquelle la pleine participation aux décisions prises par le Conseil d’administration n’aurait pas été possible. En l’occurrence, il n’a pu avoir l’occasion de voter pour la personne dont il souhaitait appuyer la candidature, laquelle était assurée du soutien du Conseil général du Congrès des syndicats britanniques.

Maintenant que la décision a été prise, il donnera tout son appui, sans aucune réserve, au nouveau Directeur, dans l’intérêt de l’avenir de l’Organisation. La déclaration qu’il vient de faire n’est aucunement dictée par des considérations personnelles ; il tenait uniquement à sauvegarder les droits des divers éléments qui constituent l’organe tripartite qu’est le Conseil d’administration.

M. Oersted s’associe, au nom du groupe des employeurs tout entier, à la déclaration qui vient d’être faite par M. Hallsworth, en raison de l’importance prépondérante qu’il attache au caractère tripartite de l’Organisation internationale du Travail. Il considère, comme M. Hallsworth, que la procédure suivie n’est pas sans danger pour ce caractère tripartite et il exprime le vœu qu’elle ne constitue pas un précédent.

Pour ce qui est de l’avenir, il déclare, au nom du groupe des employeurs tout entier, que celui-ci est prêt à collaborer avec le nouveau Directeur en toute loyauté et en toute confiance.

Le Président exprime que le désir a été exprimé de façon générale par les membres du Conseil de voir repourvoir le poste de Directeur adjoint qui, depuis plusieurs années, était resté sans titulaire. Une décision de principe du Conseil d’administration est nécessaire pour que le Directeur, responsable de la nomination du personnel du Bureau, puisse repourvoir ce poste. Comme cette opération comporterait des répercussions budgétaires, une réunion du Comité du budget serait nécessaire si le Conseil acceptait en principe que le poste soit repourvu.

M. Justin Godart déclare que le groupe gouvernemental a déjà envisagé cette hypothèse et avait été unanime à souhaiter que le poste de Directeur adjoint fût repourvu.

M. Oersted déclare que le groupe des employeurs, de son côté, est pleinement d’accord pour que ce poste soit repourvu.

M. Jouhaux exprime l’accord du groupe des travailleurs à l’égard de cette mesure. Il pense que tous les membres du Conseil ont encore présents à l’esprit les débats qui ont eu lieu au sujet du poste de Directeur adjoint, ainsi que l’attitude du groupe ouvrier à l’égard de cette question. Aujourd’hui, le groupe des travailleurs accepte, dans l’intérêt de l’avenir du Bureau international du Travail, la suggestion qui a été faite et espère que l’esprit de conciliation dont il fait preuve sera apprécié.

Le Président indique que la séance sera suspendue pour permettre au Comité du budget de se réunir. Le Conseil d’administration procédera ensuite à l’examen du rapport qui lui sera présenté par le Comité du budget.

La séance est suspendue à 11 heures 15 et reprise à 12 heures 25.

Composition du Conseil d’administration.

Le Président tient à souhaiter, au nom du Conseil, la bienvenue à M. Helio Lobo, représentant du Gouvernement brésilien au Conseil d’administration, qui participe pour la première fois aux travaux du Conseil.

M. Helio Lobo remercie le Président de ses paroles de bienvenue. Il tient à déclarer qu’il collaborera aux travaux de l’Organisation internationale du Travail en suivant toujours la ligne tracée par ses prédécesseurs.
view with the gravest apprehension any procedure which might constitute a precedent whereby full participation in decisions taken by the Governing Body would not be possible. As events had happened he had been denied the opportunity of voting for the person whose candidature he had wished to advance, and whose candidature had the assured support of the British Trades Union Congress General Council.

Now that the decision had been taken, he would give unstinted support to the new Director in the interests of the future work of the Organisation. The statement which he had just made was not in any way based on personal considerations. His sole aim was to safeguard the rights of the various elements of which the Governing Body, as a tripartite organisation, was composed.

Mr. Oersted associated himself on behalf of the whole of the Employers’ group with the statement which had just been made by Mr. Hallsworth, in view of the preponderant importance which the group attached to the tripartite character of the International Labour Organisation. He agreed with Mr. Hallsworth that the procedure which had been followed was not without danger to that tripartite character, and he hoped that it would not constitute a precedent.

As far as the future was concerned, he could state on behalf of the whole Employers’ group that the group was prepared to co-operate with the new Director in a spirit of complete loyalty and confidence.

The Chairman said that a general desire had been expressed by the members of the Governing Body that the post of Deputy Director, which had remained vacant for some years, should again be filled. A decision of principle on the part of the Governing Body was necessary in order that the Director, who was responsible for the appointment of the staff of the Office, might be able to fill the post. As this operation would involve financial consequences, a meeting of the Finance Committee would be necessary if the Governing Body agreed in principle that the post should be filled.

Mr. Justin Godart said that the Government group had already considered this possibility and had been unanimous in desiring that the post of Deputy Director should once more be filled.

Mr. Oersted said that the Employers’ group was fully agreed that the post should be filled.

Mr. Jouhaux said that the Workers’ group was also in agreement on this point. All members of the Governing Body would remember the discussions which had taken place as regards the post of Deputy Director and the attitude of the Workers’ group on this question. To-day the Workers’ group agreed, in the interests of the future work of the International Labour Office, to the suggestion which had been made, and hoped that the spirit of conciliation which it was showing would be appreciated.

The Chairman said that the sitting would be suspended in order to enable the Finance Committee to meet. The Governing Body would then discuss the report which would be submitted to it by the Finance Committee.

The sitting was suspended at 11.15 a.m. and resumed at 12.25 p.m.

Composition of the Governing Body.

The Chairman, on behalf of the Governing Body, welcomed Mr. Helio Lobo, representative of the Brazilian Government on the Governing Body, who was attending the Governing Body for the first time.

Mr. Helio Lobo thanked the Chairman for his welcome. He could assure the Governing Body that he would collaborate in the work of the International Labour Organisation on the lines followed by his predecessors.
Sixième question à l'ordre du jour.

Rapport du Comité du budget.

Deuxième rapport du Comité du budget.

Le Président rappelle que le deuxième rapport du Comité du budget contient certaines propositions soumises par le Comité au Conseil afin de répondre aux nécessités résultant d'une part de la désignation d'un Directeur adjoint et, d'autre part, de suggestions faites par la Sous-Commission du bâtiment au sujet du maintien de la villa.

M. Oersted, en recommandant au Conseil d'administration d'adopter les propositions du Comité du budget, tient à souligner combien le groupe des employeurs se félicite d'apprendre que M. Phelan est appelé aux fonctions de Directeur adjoint. Le groupe des employeurs connaît M. Phelan depuis les débuts mêmes de l'Organisation internationale du Travail. Il a donc pu apprécier l'excellence des services que M. Phelan a rendus au Bureau et son profond dévouement aux intérêts du Bureau. Il est convaincu que M. Phelan continuera à mettre au service de l'Organisation toute la loyauté, l'intelligence et la largeur de vues dont il a fait preuve jusqu'à présent. Aussi est-ce avec la plus grande satisfaction que le groupe des employeurs salue son accession au poste de Directeur adjoint.

Le Conseil d'administration approuve le rapport du Comité du budget.

La séance est levée à 12 heures 30.

F. W. Leggett.
SIXTH ITEM ON THE AGENDA.


The Chairman pointed out that the second report of the Finance Committee contained certain proposals submitted by the Committee to the Governing Body concerning, in the first place, the appointment of a Deputy Director, and in the second place, suggestions put forward by the Accommodation Sub-Committee in regard to the maintenance of the Villa.

Mr. Oersted said that in recommending the Governing Body to adopt the Finance Committee's proposals he would emphasise how happy the Employers' group had been to learn that Mr. Phelan would be appointed Deputy Director. The Employers' group had known Mr. Phelan since the origin of the International Labour Organisation, and had thus been able to appreciate the outstanding services which Mr. Phelan had rendered to the Office and his profound devotion to its interests. He was convinced that Mr. Phelan would give to the service of the Organisation all the loyalty, intelligence and statesmanship of which he had given such ample proof in the past. It was therefore with the greatest satisfaction that the Employers' group welcomed his nomination as Deputy Director.

The Governing Body approved the Finance Committee's report.

The sitting closed at 12.30 p.m.

F. W. Leggett.
PROCES-VERBAL DE LA CINQUIÈME SÉANCE (PRIVÉE).

(Samedi 4 juin 1938 — 12 heures 30.)


Absents: Le représentant de l’Italie et M. Markus.

DEUXIÈME QUESTION A L’ORDRE DU JOUR.

Question de la démission du Directeur.

Désignation du successeur de M. Harold Butler, comme Directeur du Bureau international du Travail (suite).

Le Président a prié M. Winant d’assister à la présente séance du Conseil d’administration afin de pouvoir l’informer de la décision importante que vient de prendre le Conseil. Il est très heureux de faire connaître à M. Winant que le Conseil d’administration a décidé de le désigner comme Directeur du Bureau international du Travail. En procédant à cette désignation, le Conseil d’administration a examiné la question avec le plus grand soin, car il s’agit d’un poste qui a une importance mondiale.

M. Winant va succéder à deux directeurs qui, comme lui, venaient de deux grandes démocraties, et qui ont rempli ces hautes fonctions d’une manière qui en a encore rehaussé l’importance. Le Conseil d’administration est convaincu que M. Winant maintiendra la haute tradition qui a été établie. Le fait d’avoir été appelé à ces importantes fonctions internationales avec toute la responsabilité qu’elles entraînent, constitue un honneur pour le pays dont il est originaire. Le Conseil d’administration est fier de l’Organisation, et il est certain que M. Winant s’acquittera de la tâche qui lui est confiée de manière à augmenter encore cette fierté. Il tient à adresser à M. Winant ses vœux pour le succès complet de sa tâche; il peut lui donner l’assurance qu’il recevra l’aide loyale des trois groupes du Conseil d’administration, et il est fermement convaincu que M. Winant méritera entièrement la confiance que le Conseil a placée en lui.

M. Winant déclare que cette séance constituerait pour lui une occasion extrêmement solennelle, si le Directeur ne lui avait pas affirmé la veille que cette journée ne compterait pas comme jour de travail de la Conférence. En disant cela, le Directeur a presque fait de cette journée un jour de fête.

Il tient, tout d’abord, à remercier tous ceux qui ont donné leur appui à sa candidature, et à dire à ceux qui ont peut-être éprouvé des hésitations, qu’il les comprend parfaitement.

Il y a quelques années, quelqu’un faisait observer à Calvin Coolidge que, bien que l’on éprouvât le plus grand respect pour lui en tant que gouverneur de son État, ceux-là mêmes qui avaient collaboré avec lui ne croyaient pas qu’il fût un assez grand homme pour devenir président des États-Unis. A la suite de cette observation, Calvin Coolidge, se tournant vers son interlocuteur, lui répondit: Si c’est là votre opinion, que croyez-vous donc que je pense moi-même?
MINUTES OF THE FIFTH SITTING (PRIVATE).

(Saturday, 4 June 1938 — 12.30 p.m.)

The Governing Body was composed as follows: Mr. Leggett (Chairman), Mr. Andersson, Mr. Berg, Mr. Brooke, Mr. Curčin, Mr. Erulkar, Mr. Fabra Ribas, Mr. Forbes Watson, Mr. García Oldini, Mr. Gérard, Mr. Justin Godart, Mr. Goodrich, Mr. Hallsworth, Mr. Harriman, Mr. Jouhaux, Mr. Kitaoka, Mr. Komarnicki, Mr. Krekitch, Mr. Kupers, Mr. Li Ping-Heng, Mr. Helio Lobo, Mr. Mertens, Sir Firozkhan Noon, Mr. Oersted, Mr. Schürch, Mr. Soubbotitch, Mr. Tello, Mr. Waline, Mr. Watt, Mr. Wrong.

Absent: the representative of Italy, and Mr. Markus.

SECOND ITEM ON THE AGENDA.

Question of the resignation of the Director.

Appointment of the successor of Mr. Harold Butler as Director of the International Labour Office (continued).

The Chairman said that he had asked Mr. Winant to attend this sitting of the Governing Body in order that he might convey to him the important decision which had been reached. He had very great pleasure in informing Mr. Winant that the Governing Body had decided to appoint him to be the new Director. In making that appointment, the Governing Body had given the matter its most careful consideration because it was a post of great importance in the world. Mr. Winant would succeed two Directors who also came from two great democracies, and who had filled their high office in such a way as to increase its importance. The Governing Body was convinced that Mr. Winant would also carry on the high tradition which had been established. It was an honour to the country of his birth that that country would be giving him to international service, with everything that that implied. The Governing Body was proud of the Organisation, and knew that Mr. Winant would carry out the task which it had entrusted to him in such a way as to increase its pride in the Organisation. He wished Mr. Winant the utmost success in his term of office. He could also assure him that he would receive the loyal assistance of all three groups of the Governing Body, and that he was firmly convinced that Mr. Winant would fully deserve its confidence.

Mr. Winant said that this would be entirely a solemn occasion for him if it had not been for the Director's insistence yesterday that to-day did not count as a work day of the Conference. He had given it a kind of holiday blessing. He would begin by thanking those who had supported him for this office, and by saying to those who might have been doubters that he could fully understand.

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Someone had suggested some years ago to Calvin Coolidge that, although they had great respect for him as Governor of his State, they did not feel, in spite of having co-operated with him, that he was a big enough man to be President of the United States. Calvin Coolidge had turned to this official and said: "Well, if you feel that way, how do you think I feel?"
Il s’est créé autour des fonctions de Directeur la tradition la plus élevée. Albert Thomas et Harold Butler ont, chacun à sa manière, rendu à l’Organisation et au monde entier des services si considérables qu’il est bien difficile de poursuivre leur œuvre. Thomas, par son dévouement total à une grande cause, Butler, par son entier renoncement à soi, ont atteint un niveau si élevé que quiconque voudrait les suivre se sent pétrifié d’humilité. Il tient à ce propos à dire au Conseil d’administration que rien n’aurait pu lui être d’un plus grand secours que la décision qui a été prise de pourvoir à nouveau le poste de Directeur adjoint, et l’acceptation de ce poste par M. Phelan.

Il ne connaît que peu de membres du Conseil d’administration, et un petit nombre seulement d’entre eux le connaissent lui-même. Du temps et de la bonne volonté permettront de remédier à cette situation. Ce n’est que depuis les dernières semaines qu’il a songé que sa candidature au poste de Directeur pourrait être envisagée. Aucun homme pourvu d’une conscience n’accepte aujourd’hui de fonction publique sans mesurer les responsabilités qu’il va assumer, et personne ne pourrait accepter la tâche qui vient de lui être confiée sans se rendre compte qu’il lui faut renoncer ainsi à d’autres aspects de l’existence. Jusqu’à présent, il avait toujours envisagé de travailler dans des domaines qui lui étaient plus familiers, sans peut-être s’éloigner de son pays. Il tient à donner au Conseil l’assurance qu’en assumant les fonctions de Directeur, il se rend compte qu’il doit abandonner différents projets qu’il pouvait avoir en vue, afin de consacrer toutes ses forces au service de l’Organisation internationale du Travail.

Le Conseil d’administration s’inspire d’un grand idéal, en considérant que la paix doit se fonder sur la justice sociale et que le bonheur de l’humanité exige cette paix. Le Conseil d’administration a prouvé sa foi par ses œuvres. À son avis, il n’y a pas de but plus élevé auquel puissent prétendre des hommes d’État. Les membres du Conseil d’administration ont fait œuvre de pionniers aux confins de la civilisation.

Tout comme le Conseil d’administration, il est convaincu que le monde appartient à ceux qui prennent leur tâche au sérieux. Il s’efforcera de jouer dans cette œuvre son modeste rôle.

À la demande du Président, M. Phelan pénètre dans la salle des séances.

Le Président a demandé à M. Phelan d’assister à la présente séance du Conseil d’administration, afin d’être en mesure de lui adresser également quelques paroles.

M. Phelan doit savoir que ce n’est pas d’un cœur léger que le Conseil d’administration a pris sa décision concernant la désignation du Directeur. Il tient à lui dire, avec toute l’énergie dont il est capable, qu’une bonne part du souci du Conseil d’administration provenait du fait que M. Phelan a rendu au Bureau des services aussi prolongés et aussi remarquables et a toujours manifesté le plus profond attachement à l’œuvre de l’Organisation.

Très heureusement, la décision prise par le Directeur de nommer M. Phelan Directeur adjoint ne fait que reconnaître, au moins nominalement, la situation de M. Phelan ; aussi bien le Conseil d’administration a-t-il appris avec la plus grande satisfaction la décision du Directeur. Afin de bien marquer le caractère particulier de cette nomination il a été décidé en outre que les conditions dans lesquelles serait nommé M. Phelan différeraient de toutes celles qui ont existé jusqu’ici. En retirant sa candidature, M. Phelan a donné au Conseil d’administration une aide que le Conseil, connaissant le sens du devoir qui anime M. Phelan, a peut-être acceptée trop facilement. Il tient à dire cependant que, comme beaucoup de ceux qui font un grand sacrifice, M. Phelan s’est sans doute grandi en prenant cette décision en présence d’une situation où il a estimé, comme le Conseil d’administration lui-même, que la considération primordiale devait être l’intérêt de l’Organisation.

Il a appelé M. Winant et M. Phelan à la séance du Conseil afin de marquer publiquement l’esprit de loyale collaboration et d’amitié qui, le Conseil d’administration en est convaincu, marquera toujours leurs relations et qui sera d’une si grande importance pour l’œuvre de l’Organisation.

M. Phelan croit savoir que l’on n’ajoutera guère foi à ses paroles s’il prétendait avoir été surpris par la déclaration que vient de faire le Président concernant sa dési-
There had been a tradition established in relation to the office of the Directorship that was above reproach. Albert Thomas and Harold Butler, each in his own way, had made contributions to the Organisation and to the world at large that made it difficult to carry on their work. Thomas, with his singleness of purpose, and Butler with his complete selflessness, had established a standard that would make any man humble-minded in following in their footsteps. He would assure the Governing Body that there was nothing that it could have done that would have been more helpful to him than the creation of the Office of Deputy Director and Mr. Phelan's willingness to accept that post.

He did not know many of the members of the Governing Body, and few of them knew him. Time and good will would take care of that. It was only in the last few weeks that he had ever thought that he might be considered as a candidate for this office. No one accepted public office to-day—or no one worth his salt—without a realisation of its responsibilities, and no one could accept this office without the knowledge that it closed many other ways of life. He had always looked forward to working in more familiar fields, perhaps closer to home, and he realised, in taking on the obligations of this office, that it was necessary to turn away from many things that he had planned to do, but everything that was in him that was worth having was dedicated to the service of the Organisation.

The Governing Body had followed a great ideal; it had believed that social justice was essential to peace, and that peace was necessary for the well-being of mankind, and it had proved its faith by works. In his judgment there was no higher statesmanship. The Governing Body had been pioneers on the frontiers of civilisation.

He believed, as the Governing Body believed, that the world rightly belonged to those who really cared. He would try to do his part.

At the request of the Chairman, Mr. Phelan came into the Governing Body room.

The Chairman said that he had asked Mr. Phelan to come to this sitting of the Governing Body in order that he might also address a few words to him. Mr. Phelan would know that it was with considerable anxiety that the Governing Body had reached its decision as regards the filling of the post of Director. He could assure Mr. Phelan with all the energy of which he was capable that much of that anxiety had been due to the fact that Mr. Phelan had so long and so praiseworthy a record, and had always shown the most profound attachment to the work of the Organisation.

Fortunately, Mr. Phelan's position was recognised, nominally at least, by the decision of the Director to appoint him as Deputy Director, and the Governing Body had learned of this decision with the greatest satisfaction. It had also been decided, in order to mark the special nature of that appointment, that the terms upon which Mr. Phelan would be appointed would be different from any which had so far existed. In withdrawing his candidature, Mr. Phelan had given the Governing Body assistance which, knowing Mr. Phelan's sense of duty, he thought the Governing Body had accepted perhaps too readily. But, like many of those who made a great sacrifice, Mr. Phelan was the bigger man for having taken that action in a situation in which he felt, as the Governing Body felt, that the welfare of the Organisation was the primary consideration.

He had asked Mr. Winant and Mr. Phelan to come into the Governing Body room in order to mark publicly that loyal fellowship and friendship between them which the Governing Body knew was going to be a feature of their relationship, and which would make a very great impression on the work of the Organisation.

Mr. Phelan said that it would be a pure pretence on his part if he were to say that he was surprised at the announcement that the Chairman had just made to him.
gnation comme Directeur adjoint. Il serait un bien piètre membre de la direction du Bureau s'il ne connaissait pas quelque temps à l'avance les décisions qui sont en préparation et le moment où elles seront soumises à l'approbation finale du Conseil d'administration. Par contre, il a été surpris et profondément touché par les termes chaleureux dans lesquels le Président lui a exprimé l'appréciation par le Conseil d'administration des services qu'il a pu rendre au Bureau. Il tient à dire au Conseil d'administration et au Directeur sa très vive reconnaissance pour les décisions qu'ils ont prises. Il a une longue expérience des discours prononcé au sein du Conseil d'administration; aussi les paroles que vient de lui adresser le Président le rempliraient de confusion si le ne les considérait pas plutôt comme l'état de ce qui est porté à son crédit, état qui doit être analysé et qui doit subir certaines réductions avant qu'il puisse établir quel est le solde net qui lui revient personnellement.

Il a eu la bonne fortune de travailler sous les ordres de deux grands directeurs du Bureau: Albert Thomas et Harold Butler. Sans doute a-t-il pu parfois leur fournir des idées, dont certaines étaient peut-être trop audacieuses. Néanmoins ces deux directeurs se sont toujours montrés accessibles à ces idées, si osées qu'elles puissent être, et c'est eux, en définitive qui ont fait le départ entre celles de ces idées qu'ils entendaient accepter et celles qui leur semblaient devoir être refusées. Si le Président était mieux informé quant aux idées qui ont été rejetées, peut-être aurait-il été plus prudent dans les paroles élogieuses qu'il a prononcées à son égard.

Il a également la bonne fortune d'entretenir les meilleures relations avec ses collègues les sous-directeurs du passé et les sous-directeurs actuels. Il convient de tenir compte en outre du concours que lui ont apporté les chefs de section qui ont travaillé sous ses ordres ainsi que les membres des sections qui collaboraient avec eux et dont les travaux étaient contrôlés par lui. Il se peut qu'il ait parfois exercé ce contrôle de manière un peu stricte; c'est parce qu'il voulait porter la qualité des travaux du Bureau à un niveau très élevé. Néanmoins la part qu'il a eue à ces travaux n'a pu se réaliser que grâce à leur collaboration; aussi considère-t-il qu'une fraction des louanges du Président revient légitimement à ses collaborateurs.

Cela pour l'activité intérieure du Bureau; mais, comme l'a indiqué le Président, aucun haut fonctionnaire du Bureau ne pourrait rendre à celui-ci de réels services sans avoir un contact suivi avec le Conseil d'administration, et sans connaître le sentiment de celui-ci. Il lui a été donné de connaître les générations successives de membres du Conseil d'administration et de trouver toujours en eux des amis excellents, de la compréhension et de la sympathie. Ainsi donc, ici encore, une partie des mérites que le Président lui a attribués revient en réalité aux membres du Conseil d'administration.

Il tient à exprimer sa reconnaissance toute particulière à l'égard des membres du bureau du Conseil d'administration: le Président lui-même, M. Oersted et M. Mertens. Certes, la semaine écoulée a été pour lui une semaine difficile. Il est convaincu qu'il a abouti à la bonne décision: or, cette décision lui a été rendue plus facile par les deux entretiens qu'il a pu avoir avec les membres du bureau du Conseil. Ceux-ci ne lui ont fait aucune suggestion, et n'ont exercé sur lui aucune pression, mais il a régné dans ces réunions, en raison même de ce qui n'y a pas été dit, une atmosphère qui a rendu sa décision plus facile que cela n'aurait été le cas autrement.

Lorsqu'il a adressé au Président la lettre l'informant qu'il était disposé à continuer ses fonctions sous la direction de M. Winant — qu'il tient à féliciter de son élection —, il ne s'est pas servi d'une formule vide; il ne s'efforçait pas seulement de faire et encore moins de dire ce qui était convenable. Il peut assurer le Conseil d'administration que la portée de sa déclaration était beaucoup plus grande, et cela pour trois motifs.

Tout d'abord, il n'y a eu aucun élément personnel dans la rivalité entre M. Winant et lui-même. Avant qu'il fût question de l'élection au poste de Directeur, il était avec M. Winant dans les termes les plus amicaux; et, ce qui est assez extraordinaire, à partir du moment où s'est posée cette question, ces relations, semble-t-il, sont devenues plus amicales encore. Comme il ne peut prétendre jouer de qualités exceptionnelles, il ne peut attribuer cet état de choses qu'au fait que M. Winant doit posséder de telles qualités. En fait, il considère que M. Winant possède un charme rare et une personnalité qui ont permis cette évolution. C'est là une première preuve qu'il mettra de grandes qualités au service du Bureau international du Travail.
concerning the Deputy Directorship. It would be a very poor higher official of the Office who did not know well in advance what decisions were being prepared and when they were going to come up for final approval. But he had been surprised, and, he must say, overwhelmed, by the warm way in which the Chairman had expressed to him the appreciation of the Governing Body of the services which he had been able to render to the Office. He asked the Governing Body and the Director to accept his sincere thanks for their decision. He had had a long experience of listening to speeches in the Governing Body, and the Chairman’s speech would cover him with utter confusion were it not that he regarded it rather as a credit note which had to be analysed and which was subject to certain discounts before he could discover the net balance which should come to him personally.

He had had the good fortune to work under two great Directors of the Office—Albert Thomas and Harold Butler. He might have been able to contribute many ideas, perhaps some of them too imaginative, but those two Directors had always been accessible to those ideas, however daring they might have been, and it was they, after all, who had made the choice as to what ideas they would accept and what they would reject, and perhaps if the Chairman knew more about the ideas they had rejected, his words might have been somewhat more prudent.

He had the great good fortune also to have the best possible relations with his colleagues the Assistant Directors of yesterday and the Assistant Directors of to-day, and a discount must be made also for the chiefs of section who worked under his orders and for the members of section who worked with them and whose work he had had to supervise. Perhaps he supervised it sometimes rather harshly because he tried to set a very high standard for the work of the Office, but his contribution could not have existed without their contribution first, and therefore he felt that a share of the Chairman’s commendation should be conveyed to them.

So far he had spoken only of the internal working of the Office, but, as the Chairman had implied in his speech, no higher official of the Office could really work effectively for the Office unless he had a certain contact with the Governing Body and unless he knew its mind. It had been his good fortune to know the successive generations of the Governing Body and to find in all of them good friends, understanding and sympathy. Again, therefore, some of the credit which the Chairman had given him for his work must revert to the Governing Body.

He would take this opportunity of saying that he had a very real and a very special debt of gratitude to the Officers of the Governing Body, namely, the Chairman, Mr. Oersted and Mr. Mertens. Last week had, of course, been a very difficult week for him. He was entirely satisfied that he had arrived at the right decision, but it had been easier for him to come to that decision owing to the two meetings which he had had with the Officers of the Governing Body; they had made no suggestion to him and put no pressure upon him, but there had been an atmosphere in those meetings—it had even been the things not said—which had made that decision easier than it otherwise would have been.

When he wrote to the Chairman, informing him that he would serve under Mr. Winant as Director—and he now congratulated him on his election—he was not using any empty formula, and not merely attempting to do the right thing, and still less to say the right thing. The Governing Body could rest assured that it was much more than that, and for three reasons.

The first was that there had been nothing personal whatever in the contest between Mr. Winant and himself. He had been on the friendliest terms with Mr. Winant before this election came into question; and, curiously enough, as the matter developed, those terms between them became friendlier still. He could not claim to have any unusual qualities; and he could only put it down to the fact that Mr. Winant must possess such unusual qualities. He thought Mr. Winant did possess a rare charm and a personality which had enabled that to happen; and that was a first proof that he would bring great qualities to the service of the International Labour Office.
En second lieu, quoique le Conseil d’administration ne l’ignore pas et que les membres de son bureau le sachent mieux encore, il n’y a personne dans la salle et à plus forte raison en dehors de la salle, à la seule exception du Directeur, qui sache aussi bien que lui-même, à quel point sont accablantes les responsabilités que doit assumer le Directeur du Bureau international du Travail. À toutes ses heures de veille, il se trouve en présence de problèmes complexes, de lourdes responsabilités et de la nécessité de prendre des décisions difficiles. Il serait absolument impossible à quiconque se rend compte de cet état de choses comme il le fait lui-même, de ne pas éprouver non seulement le désir, mais le besoin impérieux d’apporter au Directeur toute son aide dans la mesure de ses forces.

Le troisième motif l'emporte encore sur les deux précédents. Il a pris une certaine part à la création de l’Organisation internationale du Travail; il a vu cette Organisation faire des débuts triomphants sous l’impulsion de M. Butler, à Washington; il a vécu les longues années de la vigoureuse direction d’Albert Thomas, puis a vu à nouveau l’Organisation, sous la conduite de M. Butler, traverser les tempêtes de la vie économique et politique, et en sortir sinon tout à fait indemne, du moins fortifiée et toujours pleine de vie. Il est impossible d’avoir vécu tout cela sans éprouver un dévouement profond et fervent à l’égard de l’Organisation et avoir foi dans son succès. C’est parce qu’il sait que M. Winant, qui est venu à l’Organisation à la suite d’expériences différentes, partage néanmoins pleinement sa foi dans l’Organisation, dans sa Constitution, dans l’idéal qu’elle défend et dans la cause de la justice sociale, qu’il peut affirmer qu’il y a un véritable pacte entre eux. Ce pacte donne à M. Winant et au Conseil d’administration la certitude que toutes les connaissances, l’expérience, la capacité de travail ou l’influence qu’il peut posséder seront mises sans réserve au service de M. Winant lorsqu’il occupera les hautes fonctions de Directeur du Bureau international du Travail.

La séance est levée à 13 heures 10.

F. W. LEGGETT.
The second reason was that—much as the Governing Body knew, more as the Officers knew—there was no one in this room, and therefore none outside it, with the one exception of the Director himself, who knew as well as Mr. Phelan how overwhelmingly heavy were the responsibilities which the Director of the International Labour Office had to bear. In every hour of his waking life he was faced with complexities and responsibilities and the necessity for difficult decisions. It would be quite impossible for anybody realising that, as he did, not only not to wish but not to feel a positive urge to render him any assistance that was within his power.

And there was a third reason, which was greater than either of those. He had played some little part in the beginning of the International Labour Organisation. He had seen it take its first triumphant strides under the leadership of Mr. Butler at Washington. He had passed through all the years of Albert Thomas' vigorous leadership, and he had seen the Organisation, under Mr. Butler’s leadership again, come through economic and political storms and emerge if not unscathed, nevertheless strengthened and still buoyant. It was impossible to do that without having a deep and fervent devotion to the Organisation and to its success. It was because he knew that Mr. Winant, who had come to the Organisation through a different set of experiences, nevertheless fully shared his belief in the Organisation, in its Constitution, in the things for which it stood, and in the cause of social justice, that he could say that that was a bond between them. It was a bond which gave to Mr. Winant and to the Governing Body the guarantee that whatever knowledge, or experience, or capacity for work, or influence, Mr. Phelan might possess would be placed unreservedly at Mr. Winant's service when he assumed the great post of Director of the International Labour Office.

The sitting closed at 1.10 p.m.

F. W. Leggett.

Absents: le représentant de l'Italie et M. Markus.

DOUziÈME QUESTION A L’ORDRE DU JOUR.

Consultation concernant un projet de résolution relatif à la convocation éventuelle d’une deuxième Conférence régionale des États d’Amérique.

Le Président expose que les conséquences financières que pourrait entraîner l’adoption par la Conférence de ce projet de résolution ont été examinées au préalable par le Comité du budget.


Après avoir pris connaissance de la note du Bureau sur ce point, le Comité du budget propose au Conseil d’administration de répondre au Président de la Commission des résolutions de la XXIVe session de la Conférence que la résolution tendant à la convocation d’une conférence régionale des États d’Amérique ne soulève pas d’objection de sa part du point de vue financier.

Au cas où cette résolution serait adoptée par la Conférence, le Comité du budget recommande au Conseil d’approuver les mesures suivantes:

1) les frais de cette Conférence seraient répartis par moitié entre l’État invitant et le Bureau international du Travail;

2) le budget provisoire de la deuxième Conférence régionale des États d’Amérique serait fixé à 230.000 francs.

3) la somme de 115.000 francs incombant au Bureau pourrait être obtenue au moyen d’un prélèvement de 40.000 francs sur le budget de 1939 déjà voté, et d’un crédit supplémentaire de 75.000 francs à demander à l’Assemblée de 1938;

4) Le Directeur serait autorisé à entamer des négociations en vue de fixer le lieu où se tiendra la Conférence, et d’autre part à préparer l’ordre du jour et l’organisation matérielle de celle-ci;

5) le Directeur serait invité à soumettre au Conseil d’administration à sa session d’octobre ou à une session ultérieure un rapport sur le progrès des négociations entreprises. Ce rapport contiendrait des propositions définitives quant à l’ordre du jour et à l’organisation de la Conférence.

Le Conseil d’administration adopte le rapport du Comité du budget.

Le Conseil d’administration se réunit à nouveau en séance publique.

F. W. Leggett.
MINUTES OF THE SEVENTH SITTING (PRIVATE).

(Friday, 17 June 1938 — 6.15 p.m.)

SECOND PART.

The Governing Body was composed as follows: Mr. Leggett (Chairman), Mr. Andersen, Mr. Berg, Mr. Brooke, Mr. Curčin, Mr. Fabra Ribas, Mr. Forbes Watson, Mr. García Oldini, Mr. Justin Godart, Mr. Goodrich, Mr. Hallsworth, Mr. Harriman, Mr. Jouhaux, Mr. Kitaoka, Mr. Komarnicki, Mr. Krekitch, Mr. Kupers, Mr. Li Ping-Heng, Mr. Helio Lobo, Mr. Mertens, Mr. Molenaar, Sir Firozkhana Noon, Mr. Oersted, Mr. Schürch, Mr. Tzvetkovitch, Mr. Tello, Mr. Vaněk, Mr. Waline, Mr. Watt, Mr. Wrong.

Absent: the representative of Italy, and Mr. Markus.

TWELFTH ITEM ON THE AGENDA.

Consultation concerning a draft resolution proposing to convene a Second Regional Conference of American States.

The Chairman said that the financial consequences of the adoption of this draft resolution had formed the subject of a preliminary examination by the Finance Committee.

Mr. Tsaut, Reporter of the Finance Committee, submitted the report of the Committee.

After considering the note of the Office on this question, the Finance Committee proposed that the Governing Body should reply to the Chairman of the Resolutions Committee of the Twenty-fourth Session of the Conference that the resolution concerning the convening of a Regional Conference of American States gave rise to no objection on its part on financial grounds.

In the event of the resolution being adopted by the Conference, the Finance Committee recommended to the Governing Body to approve the following measures:

1. That the expenses of the Conference should be divided equally between the inviting State and the International Labour Office;
2. That the provisional budget of the Second Regional Conference of American States should be fixed at 230,000 francs;
3. That the sum of 115,000 francs to be paid by the Office should be provided by means of the charging of 40,000 francs to the 1939 budget, which had already been voted, and a supplementary estimate of 75,000 francs which the 1938 Assembly should be requested to vote;
4. That the Director should be authorised to undertake negotiations with a view to fixing the place at which the Conference was to be held and preparing its agenda and material organisation;
5. That the Director should be requested to submit to the Governing Body at its October Session, or at a subsequent session, a report on the progress of the negotiations; this report should contain definite proposals concerning the agenda and organisation of the Conference.

The Governing Body adopted the report of the Finance Committee.

The Governing Body resumed the public sitting.

F. W. Leggett.
APPENDICES
APPENDIX I.

SECOND ITEM ON THE AGENDA.

QUESTION OF THE RESIGNATION OF THE DIRECTOR.

Letter from Mr. Harold Butler, Director of the International Labour Office, to the Chairman of the Governing Body.

London Office: 12, Victoria Street, S.W.1.
23-5-38.

My dear Chairman,

At the last Session of the Governing Body I intimated my intention of tendering my resignation to take effect at the end of this year. Some members of the Governing Body were good enough to express the hope that I would reconsider my decision. Much as I appreciate the spirit in which this request was made, I have come to the conclusion, after careful consideration, that I cannot alter my decision. I understand from you that it will clarify the situation and facilitate the proceedings for the election of my successor if I make this decision formally known to you. I am therefore writing this letter, by which I request to be released from my duties on December 31st next.

Yours sincerely,

(Signed) Harold Butler.

Letter from Mr. Phelan, Assistant Director of the International Labour Office, to the Chairman of the Governing Body.

International Labour Office,

My dear Chairman,

As the Director has expressed to the Governing Body his intention to resign I venture to ask that, in the event of his resignation being accepted, my candidature for the post of Director of the International Labour Office should be given consideration at the appropriate time.

As you and the members of the Governing Body are aware, I have been associated with the direction of the Office since its inception, and I have, on several occasions, and sometimes for fairly lengthy periods, been entrusted with the functions of Acting Director. I think it will be admitted that the responsibilities confided to me in one or other capacity have always been fulfilled to the satisfaction of the Director and of the Governing Body.

In these circumstances it hardly seems necessary for me to put forward, at all events at this moment, any detailed list of my qualifications, but I am of course at your disposal to furnish you with any further information you may desire.

Yours sincerely,

(Signed) E. J. Phelan.

Letter from Mr. Winant, Assistant Director of the International Labour Office, to the Chairman of the Governing Body.


My dear Chairman,

Since the convening of this Governing Body I understand Mr. Butler has tendered his resignation to take effect as of December 31 next. If his resignation is accepted I respectfully request that my candidature for the position of Director of the International Labor Office be considered.
A week ago I cabled you that it was suggested I be a candidate. I have believed that the interest of a man’s government in the position and confidence in the candidate were essential. Without these I did not feel that I could hope to fulfil in full measure the duties and obligations of the post.

During the early years of its development the Office was in the able hands of a statesman from this Continent. Later an Englishman with the wide interests of world horizons advanced the cause so well begun. It has been suggested that there is now an opportunity to be of increasing service to the New World without being unmindful of problems elsewhere, and that someone from across the seas might be of use at this time.

If time and your convenience would permit, I should be glad to be available for such conferences as you suggest.

Sincerely,

(Signed) John G. Winant.

Letter from Mr. Phelan, Assistant Director of the International Labour Office, to the Chairman of the Governing Body...

Geneva, 3 June 1938.

My dear Chairman,

I have reconsidered my position as a candidate for the post of Director of the International Labour Office in the light of the situation explained to me by the Officers of the Governing Body on 1 June.

I agree with them that, in the circumstances, a vote which would divide the Governing Body on the merits of the two candidates and would result in the election being made possibly by a small majority would not be in the interest of the International Labour Office.

Since that interest is the dominant consideration in my mind, I have decided to withdraw my candidature, and I should be obliged if you would inform the Governing Body accordingly.

In conversation with individual members of the Governing Body, I have throughout explained that if I were not elected, I would be prepared to continue my work in the Office under the new Director, and to give him every assistance in my power. My attitude in this respect remains unchanged.

I should like to take this opportunity of thanking those members of the Governing Body who have supported my candidature, and of saying how much I value the many expressions of appreciation of my services to the Office which I have received from members of all three Groups.

Yours very sincerely,

(Signed) E. J. Phelan.
APPENDIX II.

SIXTH ITEM ON THE AGENDA.

FIRST REPORT OF THE FINANCE COMMITTEE.

The Finance Committee met on 31 May 1938. The following questions were on its agenda:

- Financial and budgetary situation on 30 April 1938.
- Income budget for 1939 and Contributions of non-Member States (Annex B).
- Amendment to the Regulations in regard to the payment of travelling expenses and subsistence and travelling allowances to members of the Governing Body (Annex C).
- Request of Mr. Lloyd.

The question of the amendment to the regulations in regard to the payment of travelling expenses and subsistence and travelling allowances to members of the Governing Body, and the report of the Accommodation Sub-Committee, were adjourned until a subsequent session.

I. Financial and budgetary situation on 30 April 1938.

The Finance Committee noted that the financial and budgetary situation of the Office on 30 April was as follows:

- Total receipts: 3,117,831 Swiss francs
- Total expenditure: 3,108,076 Swiss francs
- Excess of receipts over expenditure: 9,755 Swiss francs

II. Report on the work of the Supervisory Commission.

The Committee noted that the Supervisory Commission had approved the 1937 accounts; it also noted its observations on the financial situation at the end of March 1938, which are in agreement with the observations which it itself made when it considered that situation.

It took note of the recommendations made by the Commission to the Assembly concerning the distribution and use of the 1937 surplus.

It recommends the Governing Body to approve the modifications proposed by the Supervisory Commission in the 1939 budget, namely:

(i) The following reductions:

- 5,000 francs on printing for the Conference;
- 500 francs on automobiles and cyclists for the Conference;
- 1,330 francs on the supervision of revenue and expenditure;
- 5,000 francs on the reserve for exchange fluctuations in item 12.

In connection with these reductions, the Finance Committee recommends that when the Director finds it necessary to accept reductions proposed by the Supervisory Commission, he should always do so subject to their subsequent ratification by the Governing Body.

(ii) The addition of 10,000 francs to the estimated receipts in respect of the sale of stamps to philatelists.

(iii) The inclusion in the budget of the supplementary credit of 60,000 francs for building proposed by the Governing Body.

As a result of these modifications, the estimates which the Governing Body is now asked to approve are as follows:

- Expenditure: 10,319,779 Swiss francs
- Supplementary receipts: 221,942 Swiss francs
- Gross estimates: 10,097,837 Swiss francs

or 7,142,266 gold francs
III. Income budget for 1939 and contributions of non-Member States.

On the basis of the information contained in Annex B, the Finance Committee recommends the Governing Body to approve the contributions of the States which are Members of the International Labour Organisation but not of the League of Nations, and the income budget for 1939, as shown in the following table:

Contributions from States Members of the International Labour Organisation but not Members of the League of Nations:

<table>
<thead>
<tr>
<th>Country</th>
<th>Gold francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brazil</td>
<td>198,482</td>
</tr>
<tr>
<td>Japan</td>
<td>410,653</td>
</tr>
<tr>
<td>U.S.A.</td>
<td>739,176</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,348,311</strong></td>
</tr>
</tbody>
</table>

Less amount to be paid to the Pensions Fund in respect of International Labour Office officials:

<table>
<thead>
<tr>
<th>Description</th>
<th>Gold francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total contribution to Pensions Fund</td>
<td>551,685</td>
</tr>
<tr>
<td>Sum payable by States Members of the League of Nations</td>
<td>455,006</td>
</tr>
<tr>
<td>Sum payable by States not Members of the League of Nations</td>
<td>96,679</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,251,632</strong></td>
</tr>
</tbody>
</table>

Contributions payable by States Members of the League of Nations.

Total: 7,142,266

IV. Request of Mr. Lloyd.

The Finance Committee noted with regret the report on the discussion by the Supervisory Commission on the request of Mr. Lloyd.


(Signed) Ch. Tzaut,
Reporter.

SECOND REPORT OF THE FINANCE COMMITTEE.

I. Appointment of a Deputy Director.

The Finance Committee, having been informed by the Director of his intention to appoint Mr. Phelan as Deputy Director, recommends that in view of his exceptional services to the Office, the salary of the post should be fixed at 65,000 francs together with a sum of 5,000 francs as entertainment allowance. It proposes that a supplementary estimate of 5,000 francs under Chapter IV, Item 5, should be presented to the Assembly, in order to provide for the entertainment allowance of the Deputy Director in 1939, it being understood that his salary can be provided out of savings in Chapter II, Item 3.

The Finance Committee further recommends a transfer of 4,666 francs from Chapter V (Unforeseen Expenditure) to Chapter II, Item 3 (Salaries) in order to provide the salary of the Deputy Director as from 1 June 1938.


The Finance Committee recommends, in accordance with the suggestion of the Accommodation Sub-Committee:

1. That the Villa should be maintained;
2. That it should be repaired in accordance with the architect’s plan;
3. That a sum of 16,200 francs should be placed at the disposal of the Office for this repair work.

For financing this expenditure the Finance Committee suggests that the Office should be authorised to propose the necessary transfer in due course either from an item on which funds are available or from Chapter V (Unforeseen Expenditure) to Item 6 (d) (Repairs).
THIRD REPORT OF THE FINANCE COMMITTEE.

The Finance Committee held a third meeting on 17 June 1938 to consider the financial aspects of the draft resolution submitted to the International Labour Conference at its Twenty-fourth Session (June 1938) concerning the convening of a second Regional Conference of the American States which are Members of the International Labour Organisation.

The Finance Committee's report was submitted orally to the Governing Body at its Seventh Sitting.

ANNEX A.

REPORT ON THE WORK OF THE SUPERVISORY COMMISSION.

At its 77th Session, from 28 April to 3 May 1938, the Supervisory Commission dealt with the following questions concerning the International Labour Office:

Financial Year 1937: Final accounts.

Financial Year 1938: Financial position at 31 March.

Financial Year 1938:

(i) Budget estimates (including the supplementary credit of 60,000 francs for building);
(ii) Distribution and utilisation of the 1937 surplus;
(iii) Credit for repairs.

Case of Mr. Lloyd.

I. Financial Year 1937: Final accounts.

1. The Supervisory Commission approved the final accounts for 1937 and congratulated the Office on the way in which the special devaluation accounts had been shown.

II. Financial Year 1938: Financial position at 31 March.

2. In connection with this item the Commission drew the attention of the competent officials to the possible cash difficulties that might arise and to the necessity for making every possible economy compatible with the essential activities of their Organisations.

III. Financial Year 1939.

(i) Budget estimates.

3. An extract from the Report of the Supervisory Commission concerning the budget of the International Labour Office is given as an appendix.

The Commission proposed the following reductions:

5,000 francs on printing for the Conference to allow for the recent fall in the price of paper.
500 francs on automobiles and cyclists for the Conference.
1,330 francs on the supervision of revenue and expenditure.
5,000 francs on the reserve for exchange fluctuations in Item 12 (enquiries, investigations and external collaboration).

The last two of these reductions were made by analogy with similar measures taken in connection with the budget of the Secretariat.

With regard to the reduction on printing for the Conference, the Director felt able to accept the Commission's suggestion as the information which the Commission had concerning the reduction in the price of paper was a new factor. It was in the light of this fact, which means that the actual value of the credit is the same, that the Director accepted the proposed reduction.
The Commission also decided to add 10,000 francs to the estimated receipts in respect of the sale of stamps to philatelists. This decision was rendered possible by an arrangement made with the Swiss Federal authorities whereby in future the receipts from the sale of stamps bearing a surcharge of the League of Nations and the International Labour Office will be divided equally between the Federal Post Office and these institutions. Members of the Governing Body may already have noted that the Confederation, in agreement with the Secretariat and the Office, recently issued four new stamps of 20, 30 and 60 centimes and 1 franc with designs showing the buildings of the Secretariat (30 and 60 centimes) and the I.L.O. (20 centimes and 1 franc).

The Supervisory Commission also accepted the supplementary credit of 60,000 francs for building proposed by the Governing Body and decided to include it in the estimates.

As a result of these operations the draft estimates for 1939 are now as follows:

<table>
<thead>
<tr>
<th></th>
<th>Voted by the Governing Body</th>
<th>Approved by the Supervisory Commission</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expenditure</td>
<td>10,271,609</td>
<td>10,319,779</td>
</tr>
<tr>
<td>Supplementary receipts</td>
<td>211,942</td>
<td>221,942</td>
</tr>
<tr>
<td>Gross estimates</td>
<td>10,059,667</td>
<td>10,097,837</td>
</tr>
</tbody>
</table>

(ii) Distribution and utilisation of the 1937 surplus.

4. The surplus receipts collected by the International Labour Office in 1937 come from two sources:
   
   (i) Exchange premium on arrears of contributions paid in 1937;
   
   (ii) Balance of the Devaluation Compensation Fund set up for 1937.

   *Exchange premium on arrears of contributions paid in 1937.* — In accordance with the provisions of Article 22 of the Financial Regulations, the proceeds in Swiss francs of all the arrears paid in 1937 were transferred by the Treasurer of the League of Nations to the International Labour Office, the profit on exchange on the conversion of the gold francs into Swiss francs being kept in a special account which was not available to meet current expenditure. A similar account existed at the end of 1936, and the balance was shared between the States Members of the League of Nations and the States not Members of the League of Nations on the basis of their contribution units for 1938.

   At the end of 1937 the balance of this account was 503,845.94 Swiss francs, which was equivalent to 356,373.51 gold francs. Following the precedent of last year, the separation of this sum between the States Members of the League and the States not Members of the League will be based on their 1939 contributions:

<table>
<thead>
<tr>
<th>Gold francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>States Members of the League</td>
</tr>
<tr>
<td>States not Members of the League</td>
</tr>
<tr>
<td>--------------------------</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

   5. *Balance of the Compensation Fund for 1937.* — A different procedure was adopted as an exceptional measure for the 1937 contributions. The total amount in gold francs assigned to the States for 1937 was fixed at a figure 20 per cent. below the total estimated expenditure in Swiss francs. As the actual extent of the devaluation was 26.269 per cent. the margin of 9.269 per cent., when collected, was paid into a special Fund which could be drawn upon to meet additional expenditure due to the devaluation of the Swiss franc. The fraction of this Fund coming from contributions of States Members of the League was kept by the Treasurer of the Secretariat and the fraction from the contributions of non-Member States was kept by the Office. The Governing Body will remember that 113,746.05 Swiss francs were drawn out of that Fund to cover exceptional expenditure due to devaluation which was not covered by the ordinary budget. This sum was drawn as follows:

   94,131.10 Swiss francs from the fraction of the Fund held by the Treasurer of the League.
   19,614.95 Swiss francs from the fraction of the Fund held by the Office.

   The total amount paid in to the fraction of the Fund representing the contributions of non-Member States amounted to 226,827.69 Swiss francs, so that the balance after the above deduction is 207,212.84 Swiss francs, which is equivalent to 146,562.99 gold francs.
6. The total surplus belonging to States which are not Members of the League at the end of 1937 was:

<table>
<thead>
<tr>
<th>Description</th>
<th>Gold francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exchange premium on arrears paid in 1937</td>
<td>62,451.96</td>
</tr>
<tr>
<td>Balance of Devaluation Compensation fund</td>
<td>146,562.99</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>209,014.95</strong></td>
</tr>
</tbody>
</table>

7. The Supervisory Commission is making the following recommendations to the Assembly for using the cash surplus due to States Members of the League:

(i) A sum of 240,586.22 gold francs drawn from the exchange premium on arrears and from the ordinary surplus would be transferred to the Guarantee Fund; it will be remembered that there is no corresponding fund in the budget of the International Labour Office.

(ii) A sum of 1,050,000 gold francs (49.75 per cent.) from the balance of the Compensation Fund for 1937 would be used to reduce the contributions of States Members in 1939. This amount is naturally subject to revision if the Assembly makes any changes in the budget of the League for 1939.

(iii) The Commission reserved until later its proposals for using the balances of the different surpluses, namely 2,207,829 gold francs of the exchange premium on arrears and the ordinary budget surplus, and 1,060,209.78 gold francs of the Devaluation Compensation Fund.

(iii) **Credit for Repairs.**

8. The Supervisory Commission undertook a preliminary examination of the credits for repairs requested by the Office, which would be charged to the repairs account established last year.

IV. **Case of Mr. Lloyd.**

9. Cf. the special note on this item on the agenda of the Finance Committee (Document C.B. III.1.1938).

APPENDIX.

*Extract from the First Report of the Supervisory Commission to the 1938 Assembly (A.5.1938.X).*

B. **Budget for 1939.**

II. **International Labour Organisation.**

39. As submitted to the Commission, the draft expenditure budget for 1939 amounted to 10,271,609 francs, as compared with 10,261,003 francs in 1938, an increase of 10,606 francs. As however, the estimates for supplementary receipts show an increase of 55,942 francs as compared with 1938, the budget chargeable to States Members was only 10,059,667 francs, as compared with 10,105,003 francs in 1938, a reduction of 45,336 francs. Large savings have been effected, since the statutory annual salary increments alone amount in 1939 to some 138,000 francs. On the basis of the number of units shown on page 4 of the Secretariat budget the amount to be entered in the general budget of the League of Nations—i.e., the total budget of the Organisation, after deducting the contributions of States Members of the Organisation which are not members of the League—amounted to 8,296,781 Swiss francs.

40. Turning to the detailed examination of the different items in the budget the Commission devoted particular attention to the question of printing. It believes that in view of the economies that ought to be effected in order to balance the budget in the next few years, the various organs of the League should endeavour to find means by which their estimates for printing and publications could perhaps be reduced. The Commission does not, however, think it desirable at present to give concrete form to this general recommendation except in so far as, at the time of drawing up the budget, increases may have been provided for in expectation of a rise in the price of paper.

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1 The following surplus was available for States Members of the League at the end of 1937:

<table>
<thead>
<tr>
<th>Description</th>
<th>Gold francs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exchange premium on arrears paid in 1937</td>
<td>880,861.44</td>
</tr>
<tr>
<td>Balance of Compensation Fund</td>
<td>3,110,209.78</td>
</tr>
<tr>
<td>Ordinary surplus for 1937</td>
<td>1,507,533.98</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>4,558,625.20</strong></td>
</tr>
</tbody>
</table>

The Governing Body will remember that as a result of the procedure adopted for meeting devaluation expenses, the Office had no surplus (or deficit) in its ordinary budget for 1937.
Since in fact prices have recently fallen to an appreciable extent, the Director of the International Labour Office was able to agree to a reduction of 5,000 francs in the total allotted to printing under Chapter I ("Sessions of the Conference"), originally fixed at 225,200 francs. The Director also agreed to prepare a memorandum for the Supervisory Commission on the possibility of reducing the number of languages in which the documents of the Office are published. Finally, he agreed to a reduction of 500 francs in the item for automobiles and cyclists.

41. In the matter of salaries (Item 3), the Commission examined the proposals in the light of the decisions adopted in 1935 concerning the model establishment of the Office. Finding that, whereas the number of Chiefs of Section and Technical Advisers had been fixed at eighteen, the adoption of the proposals laid before it by the Governing Body would bring the present number of officials of that category to seventeen, the Commission raised no objection to the conversion of the post of Chief of the Agricultural Service from a member of section to a chief of section status.

42. The budget for Committees (Item 13) shows an increase of more than 50,000 francs in comparison with the estimates for the current year; it is also four times as great as the actual expenditure in 1937. While, in a matter affecting the essential activities of the International Labour Organisation, the Supervisory Commission cannot, in view of the method of preparation of the Organisation's budget, exercise such close supervision as in the case of the Secretariat, it nevertheless feels bound to draw the special attention of the Governing Body to a situation which it cannot but view with concern, particularly as to the expenditure for travelling and subsistence entered under this item must naturally be added expenditure for staff, stationery, etc. Fully realising the gravity of the financial problems which will arise in coming years, the Governing Body will doubtless take the necessary steps to reduce, to the fullest extent compatible with the good working of the Organisation, the holding of meetings of existing Committees and the creation of new committees.

43. In keeping with similar measures taken at the time of the examination of the Secretariat budget, the Commission made a reduction of 1,330 francs in Item 11 ("Supervision of Revenue and Expenditure"), struck out the reserve of 5,000 francs for exchange fluctuations included under Item 12 ("Enquiries, Investigations, and External Collaboration"), and increased from 5,000 to 15,000 francs the estimated income under Miscellaneous Receipts.

44. The Commission also had before it the Governing Body's request for a supplementary building credit of 60,000 francs, intended to cover the following unforeseen expenses:

- 40,000 francs representing additions demanded by a number of contractors in view of the devaluation of the Swiss franc;
- 20,000 francs for work in connection with the pulling-down of the boundary wall between the Office grounds and the former Barton property.

The Commission first of all satisfied itself that the contractors' demands were justified, and that no undesirable precedent would be set up by granting them. Having obtained full assurances on this point, as also on the need for carrying out the other work mentioned above, the Commission turned its attention to the ways and means by which the Governing Body's recommendations might be put into effect. It finally decided in favour of the insertion in the budget of the amount in question—namely 60,000 francs.

45. This increase of 60,000 francs in the budget is balanced to the extent of 21,830 francs by the various reductions indicated above. The budget total is therefore increased to 10,097,837 Swiss francs, and the amount to be entered in the general budget of the League to 8,328,262 Swiss francs.

ANNEX B.

INCOME BUDGET FOR 1939 AND CONTRIBUTIONS FOR 1939 OF STATES MEMBERS OF THE INTERNATIONAL LABOUR ORGANISATION WHICH ARE NOT MEMBERS OF THE LEAGUE OF NATIONS.

When the 1939 estimates were prepared for presentation to the Governing Body in April the Office was not in possession of the necessary data to calculate the contributions of the States Members of the International Labour Organisation which are not Members of the League of Nations.

In the League Budget for 1939 the number of units assessed to States Members of the League is taken as 927,153424. For the International Labour Organisation the units of Brazil, Japan and the United States, viz.: 29, 60 and 108, must be added to this figure, making the total units for 1939 1,124,153424.
The net expenditure budget as presented to the Assembly amounts to 10,097,837 Swiss francs equivalent to 7,142,266 gold francs at the rate of 100 Swiss francs = 70.730653 gold francs. The value of 1 unit of contribution to the International Labour Organisation Budget for 1939 is therefore

$$\frac{7,142,266}{1,124,153424} \text{ gold francs} = 6,353.462 \text{ gold francs.}$$

In addition the States not Members of the League are called upon to contribute to the Pensions Fund in respect of officials of the International Labour Office. The total charge on account of the Pensions Fund in respect of International Labour Office officials is 779,980 Swiss francs = 551,685 gold francs. The value of 1 unit of contribution to the Pensions Fund is therefore

$$\frac{551,685}{1,124,153424} \text{ gold francs} = 490.755 \text{ gold francs.}$$

The total contributions payable by States not Members of the League in 1939 calculated on a budget of 7,142,266 gold francs and 1,124,153424 units is

<table>
<thead>
<tr>
<th>Units</th>
<th>To the Budget</th>
<th>To the Pensions Fund</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Gold francs</td>
<td>Gold francs</td>
<td>Gold francs</td>
</tr>
<tr>
<td>29</td>
<td>Brazil</td>
<td>184,250.40</td>
<td>14,231.90</td>
</tr>
<tr>
<td>60</td>
<td>Japan</td>
<td>381,207.12</td>
<td>29,445.30</td>
</tr>
<tr>
<td>108</td>
<td>U.S.A.</td>
<td>686,173.90</td>
<td>53,001.54</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1,251,632.02</td>
<td>96,678.74</td>
</tr>
</tbody>
</table>

The Income Budget for 1939 will be as follows:

Contributions from States Members of the International Labour Organisation but not Members of the League of Nations:

- Brazil: 198,482
- Japan: 410,653
- U.S.A.: 739,176

Total: 1,348,311

Less amount to be paid to the Pensions Fund in respect of International Labour Office officials:

- Total contribution to Pensions Fund: 551,685
- Sum payable by States Members of the League of Nations: 455,066
- Sum payable by States not Members of the League of Nations: 96,679

Total contributions payable by States Members of the League of Nations:

- Contributions: 5,890,634
- Total: 7,142,266

1 If the number of units or the budget estimates are changed these contributions will alter proportionately. For the sharing of the 1937 surplus see the Report on the Meeting of the Supervisory Commission.
ANNEX C.

AMENDMENT TO THE REGULATIONS RELATING TO THE PAYMENT OF THE TRAVELLING EXPENSES AND TRAVELLING AND SUBSISTENCE ALLOWANCES OF MEMBERS OF THE GOVERNING BODY.

The present regulations lay down that the Government members who represent the Governing Body at Committees or other meetings are not entitled to their travelling expenses or to travelling and subsistence allowances. It appears difficult to require Governments, as is done by the present regulations, to pay the travelling expenses of their representatives on the Governing Body when they are exercising a mandate conferred by the Governing Body. Moreover, the application of this rule has in the past given rise to increasing difficulties. It has therefore been proposed that the existing regulations should be amended, and that in future the Office should bear the travelling expenses of Government members representing the Governing Body at Committees or other meetings. It would appear that this would be possible even under the present regulations in virtue of paragraph 4 of §A, if the representation of the Governing Body were assimilated to a mission undertaken in accordance with the Governing Body’s instructions; but this might involve straining the interpretation of the term “mission” somewhat, and it is thought better to amend the present text.

The Director considers that the proposal for an amendment is justified, as the existing regulations were drawn up at a time when it was not the Governing Body’s practice, as it is at present, to be represented at most of the meetings which it decides to convene. The expense involved would no doubt vary according to the appointments made by the Governing Body; for 1939, the travelling expenses of Government members representing the Governing Body on the various Committees which will probably meet will amount to about 4,000 francs, a sum which can no doubt be provided out of the estimate voted.

The amendment might be drafted as follows:

Substitute the following for §A of the present regulations:

"The Office pays travelling expenses and travelling and subsistence allowances to the following persons:

Employers’ and workers’ representatives:

Sessions of the Governing Body:

(a) 8 regular members and 4 deputy members of the employers’ group or their substitutes.

(b) 8 regular members and 4 deputy members of the workers’ group or their substitutes.

Committees of the Governing Body, whether or not the Governing Body is in session when the meeting takes place:

All employers’ and workers’ members of the Committee or their substitutes.

Committees of experts, outside bodies, preparatory meetings, various Conferences:

All employers’ and workers’ members or their substitutes.

Government representatives:

Committees of experts, outside bodies, preparatory meetings, various Conferences:

All Government members when they attend as experts or as representatives of the Governing Body.

All members of the Governing Body (employers’, workers’ or Government representatives) when they are entrusted with missions, at times when the Governing Body is not in session, by the Governing Body or the Conference."

ANNEX D.

POST OF DEPUTY DIRECTOR.

In 1932 the Director undertook not to fill the post of Deputy Director without consulting the Governing Body. He now proposes to fill that post, which figures pro memoria in the budget for 1939. There is, however, no salary provided for the post and it will therefore be necessary for the Governing Body to propose a supplementary estimate to this year’s Assembly.
Until 1932 the salary of the Deputy Director was 65,000 francs, plus an entertainment allowance of 12,500 francs. In 1932 the post of Deputy Director was assimilated to that of an Under Secretary-General in the Secretariat and his salary was raised to 75,000 francs, the entertainment allowance remaining at the same figure.

In the following year, however, the Assembly undertook a general revision of the salaries of the higher officials of the Secretariat and the Office. The emoluments of the Secretary-General were reduced from 163,000 to 140,000 francs, those of the Director from 120,000 to 105,000 francs, and those of the Deputy Director from 87,500 to 70,000 francs, this last reduction corresponding to the similar reduction, made in the case of the Under Secretaries-General.

At its October meeting in 1932 the Governing Body approved a report of the Office on the decisions taken by the Assembly containing the following passage:

"In regard to the Office, the Assembly proposed that the total emoluments of the Director of the International Labour Office should be 105,000 francs, and those of the Deputy Director 70,000 francs on the basis of assimilation of this post to that of an Under Secretary-General.

"These sums were voted in the budget for 1933. It was left, however, to the Governing Body to make any adjustment of these sums that it considered desirable, provided that the total amounts voted for the salaries of the higher officials of the Office were not exceeded. It was recognised that it was particularly desirable to leave some latitude for the Governing Body in the matter, in view of the fact that it was engaged in a general revision of the cadre of the Office, including the principal officers."

(Minutes of the Governing Body, October 1932, p. 140.)

In 1933 the sum of 60,000 francs as salary and of 10,000 francs as entertainment allowance were accordingly included in the budget of the Office. Following the report of the Establishment Committee, however, in April 1933 the Finance Committee voted a resolution recommending the Governing Body to abolish the appropriation provided, namely, 60,000 francs, which should not be taken as prejudicing the appointment of a Deputy Director if a candidature was put forward in the course of the year 1933-34. The Finance Committee also recommended the suppression of the sum of 10,000 francs provided as entertainment allowance for the post. The Governing Body adopted these proposals.

From the above account of the decisions previously taken by the Governing Body and by the Assembly it will be seen that the post of Deputy Director is assimilated to that of an Under Secretary-General, which carries a salary of 60,000 francs, plus an entertainment allowance of 10,000 francs. Nevertheless, the Governing Body is entitled, in accordance with the decision of the Assembly, 1932, to make any adjustment of these sums that may be considered desirable, provided that the total amount of 70,000 is not exceeded. In these circumstances, it is proposed to mark the long and distinguished services which Mr. Phelan has rendered to the Office by fixing his salary at 65,000 francs, and by fixing his entertainment allowance at 5,000 francs.

The present establishment of the Office consists of one Director and four Assistant Directors. In view of the revival of the post of Deputy Director it is proposed that no financial provision should be made in 1939 for one of the posts of Assistant Director which, however, will remain in the budget pro memoria. The Governing Body will also remember that Mr. Phelan is at present in receipt of a non-pensionable allowance of 4,000 francs, which will also disappear.

The Finance Committee is therefore requested to restore the post of Deputy Director in the budget for 1939 with a salary of 65,000 francs. At the same time, financial provision will be made for three instead of four Assistant Directors. The consequent saving, together with that resulting from the return to the initial salary for the post of Assistant Director formerly occupied by Mr. Winant, will be sufficient to cover the additional expense resulting from the restoration of the post of Deputy Director. The Committee is, however, requested to include a sum of 5,000 francs in Chapter II, item 5, for the Deputy Director's entertainment allowance.

If these proposals are approved, it is the further intention of the Director, in agreement with the Director-elect, to appoint Mr. Phelan as Deputy Director as from 1 June 1938. His salary of 65,000 francs would be payable as from that date and an additional sum of 4,666 francs would be necessary in order to enable him to be paid until the end of the year. A transfer from "Unforeseen" for that amount is therefore requested.
APPENDIX III.

TWELFTH ITEM ON THE AGENDA.

Consultation concerning a Draft Resolution proposing to convene a Second Regional Conference of American States.

This question was added to the agenda of the Eighty-fourth Session of the Governing Body as a result of the following letter having been sent to the Chairman of the Governing Body by the Chairman of the Resolutions Committee of the Conference:

[Translation.]

15 June 1938.

Sir,

I have the honour to inform you that the Resolutions Committee of the Twenty-fourth Session of the International Labour Conference had before it a draft resolution submitted by the delegates of several countries proposing that a second Regional Conference of the American States which are Members of the International Labour Organisation should be convened.

This draft resolution, a copy of which I am sending herewith, was submitted to the Conference in pursuance of a decision taken by the President of the Conference in agreement with the other Officers in accordance with paragraph 8 of Article 12 of the Standing Orders. This decision was communicated to the Conference on Tuesday, 14 June.

After a preliminary examination, the Resolutions Committee found that the draft resolution involved financial consequences on which the Governing Body ought to be consulted in accordance with Article 7 F, paragraph 6, and Article 13 of the Standing Orders.

I therefore transmit this draft resolution to you with the request that you will let me know the opinion of the Governing Body on the subject as soon as it has had an opportunity of studying the question.

I have the honour to be, etc.,

(Signed) Ali El SHAMSI.

The draft resolution referred to in the letter reads as follows:

"The Conference,

"Profoundly impressed by the report laid before it by decision of the Governing Body of 31 May 1938 concerning the remarkable results which followed the work of the first Conference of American States which are Members of the International Labour Organisation, held at Santiago (Chile) in January 1936;

"Considering that the Conference of Santiago, having observed that its meeting had greatly helped to increase the effectiveness of the full and sincere collaboration of the American States in the work of the Organisation, had expressed the hope that the Governing Body would consider the possibility of convening, in the future, whenever circumstances make such a step appear desirable, periodical Conferences of a similar nature;

"Considering that the happy development of the general and regional activities of the Office and the recent progress made in its relations and technical collaboration with the extra-European countries make the convening of a second Regional Conference of the same nature extremely desirable;

"Invites the Governing Body of the International Labour Office to examine the possibility of taking the necessary measures to convene, in 1939, a second Regional Conference of the American States which are Members of the International Labour Organisation."

This draft resolution was submitted to the Conference by a large number of delegates from different countries, whose names will be found in Nos. 11 and 12 of the Provisional Record.

The article of the Standing Orders of the Conference under which the Resolutions Committee is submitting this question to the Governing Body read as follows:

Article 7 F, paragraph 6:

"In accordance with Article 13 of the Standing Orders of the Conference, any resolution involving expenditure shall in the first instance be referred by the Committee to the Governing Body for consideration."

Article 13: Proposals involving Expenditure.

"Any motion or resolution involving expenditure shall in the first instance be referred to the Governing Body, which after consultation of its Finance Committee, shall communicate its opinion to the Conference. This communication shall be circulated to the Delegates at least 24 hours before the motion or resolution is discussed by the Conference."
As is mentioned in the draft resolution submitted to the Conference, the Santiago Conference adopted a resolution suggesting various measures for ensuring closer collaboration between the American States and the Organisation. In that resolution the Conference expressed the hope that the Governing Body would consider in the same spirit as that in which it decided to convene the Santiago Conference, all the methods by which this object might be attained, and it drew the special attention of the Governing Body to the possibility, as one of the means likely to achieve this end, of convening in the future, whenever circumstances made such a step appear desirable, periodical Conferences similar to the Conference of Santiago.

That resolution of the Santiago Conference was approved as a whole by the Governing Body at its Seventy-sixth Session.

As was pointed out in the report on the action taken to give effect to the resolutions adopted by the Santiago Conference, which was submitted to the Governing Body at the beginning of its Eighty-fourth Session, effect has already been given to most of the suggestions contained in the resolution in question. With regard to the possibility of convening another Conference of the American States which are Members of the Organisation, the Office pointed out that as the programme outlined at Santiago became more completely fulfilled, it became increasingly necessary to consider holding a further Conference of American States at a not too distant date.

During the brief discussion to which this report gave rise in the Governing Body, the desirability of convening a second Conference of the American States at an early date was mentioned. As will be remembered, the Governing Body decided to transmit the report in question to the Conference, and it was as the result of this step that some fifty delegates to the Conference submitted the draft resolution which, after being considered as a matter of urgency by the Officers of the Conference, was referred to the Resolutions Committee and is now transmitted to the Governing Body with a request for its opinion.

* * *

In accordance with the Standing Orders of the Conference, the Governing Body is being consulted only as to the possible financial consequences of this draft resolution if it were adopted by the Conference. It should be noted that the draft resolution proposes that the next Conference of American States might be convened in 1939. The budget estimates for the financial year 1939 have already been adopted by the Governing Body. They will be submitted to the Assembly of the League of Nations in September 1938, when the budget will be finally fixed. It would therefore seem necessary for the Governing Body to reply to the request for information submitted by the Resolutions Committee by indicating whether in its opinion there is any financial objection to the draft resolution and, further, to consider immediately what steps should be taken if the resolution were adopted.

After the question has been considered by its Finance Committee, the Governing Body will therefore be called upon to take decisions of two kinds: in the first place it would express its opinion as requested by the Resolutions Committee, and in the second place it might approve in principle certain measures which would be necessary for giving effect to the purpose proposed by the draft resolution on the understanding that these measures would not be required unless the resolution were actually approved by the Conference.

In order to enable the Finance Committee and the Governing Body to take decisions on these two matters, the Office has prepared draft estimates for a further Conference of the American States. These draft estimates, which are appended to this document, are based on the experience gained during the Santiago Conference and the Washington Textile Conference. The precedent of Santiago has been taken as a guide from the point of view of the representation of the Governing Body and the staff required from Geneva. There can obviously be no question at the moment of giving more than a very approximate estimate, because one of the essential factors, namely the place at which the Conference is to be held, is still unknown.

It will be seen that the probable cost of a second Conference of the American States has been estimated at 230,000 francs. This is rather higher than the actual expenditure on the Santiago Conference, because allowance must be made for the devaluation of 30 per cent. in the Swiss franc since 1936.

It may be said at the outset that it seems impossible for the whole cost of convening such a Conference to be borne out of the Office budget. It will be remembered that it was only as a result of the generous action of the Chilean Government that it was possible to hold the first Regional Conference of the American States. No matter how anxious the Governing Body may be to give effect to one of the most important desires expressed by the Santiago Conference, the Office does not consider that it is possible in the present circumstances to make financial provision for convening a second Conference of the same kind unless financial support is forthcoming from some State which would like the Conference to be held in its territory. If the draft resolution at present under consideration were eventually adopted by the Conference, and if the accompanying financial estimates were approved by the Governing Body, the carrying out of the project would still remain conditional on some State repeating the generous gesture of the Chilean Government and issuing an invitation to the Conference. Such a warm welcome has been given to the suggestion of convening another Regional Conference of the American States, as is shown by the number of signatures appended to the draft resolution, that it may be hoped that once the resolution has been adopted by the Conference some country may come forward in the same way as Chile did in 1935.
It would only be after such an invitation was received that a detailed plan for the division of the expenditure between the International Labour Office and the State in question could be submitted to the Governing Body for approval.

It has been thought that at the present stage it might be contemplated that the sum indicated in the accompanying estimates might be divided equally between the budget of the Office and the State issuing the invitation.

The sum of 115,000 francs that would be required from the Office budget could be obtained by charging 40,000 francs against various items of the estimates already passed by the Governing Body for 1939, and by requesting the Assembly of the League of Nations to include in the final estimates for 1939 a supplementary estimate of 75,000 francs. In view of the importance which such a Regional Conference would have for the development of relations between the American States and the Organisation, the Office considers that such a request for a supplementary estimate would be entirely justified.

If the Governing Body approves the attached draft estimates and the suggestions made by the Office, it might decide in the first place to inform the Resolutions Committee that the draft resolution on which it was consulted does not give rise to any financial objections. It must be clearly understood that when this draft resolution invites the Governing Body of the International Labour Office to examine the possibility of taking the necessary measures to convene, in 1939, a second Regional Conference of the American States which are Members of the International Labour Organisation, it leaves the Governing Body entirely free to decide on the practical effect to be given to the suggestion which would be transmitted to it by the Conference if it adopted this draft resolution. The Governing Body would therefore be entirely free to carry out the provisional measures which the Office suggests should be taken at present, or to refrain from them, as circumstances might dictate.

These provisional measures, which naturally do not form part of the opinion which the Resolutions Committee asked the Governing Body to give, and which would not begin to take effect unless and until the draft resolution were adopted by the Conference, are as follows:

(1) The Governing Body would approve a request for a supplementary estimate of 75,000 francs to be submitted to the Assembly of the League of Nations with a view to giving effect to the resolution in question;

(2) The Governing Body would authorise the Director to engage in negotiations with a view to fixing the place of the Conference, and to prepare the agenda and make the necessary material preparations;

(3) A report would be submitted to the Governing Body at its October Session or at a later session on the progress of the negotiations undertaken by the Director; this report would contain definite proposals as to the agenda and organisation of the Conference.

ANNEX.

DRAFT ESTIMATES.

I. Representatives of the Governing Body:

| Price per person | 4,800 × 7 | 33,600 |

II. Secretariat:

A. Staff:

(1) Geneva staff:

(a) Travelling expenses and subsistence allowances:

4 Officials of the First Category, price per person 4,150.  112,850
25 Officials of the Second Category, price per person 3,840  6,400

(b) Insurance and outfit allowances

(2) National correspondents

(3) Staff engaged locally

B. Office expenses and printing:

(a) Office expenses:

Equipment (office supplies)  6,000
Cables and postages  7,000
Transport of equipment and documents  6,000  19,000

(b) Printing  15,000

III. Unforeseen

11,000  230,000
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INTERNATIONAL LABOUR OFFICE

MINUTES

OF THE

SIXTH SITTING (PRIVATE)

OF THE

EIGHTY-FOURTH SESSION

OF

THE GOVERNING BODY

GENEVA — 4 JUNE 1938
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Absents: Le représentant de l'Italie et M. Markus.

**DIXIÈME QUESTION À L'ORDRE DU JOUR.**

Examen de la réclamation présentée par le Syndicat des travailleurs agricoles d'Estonie au sujet de l'application, en Estonie, de la convention relative aux droits d'association et de coalition des travailleurs agricoles (Convention n° II, 1921).

M. Berg, Président du Comité constitué par le Conseil pour examiner la réclamation, présente au Conseil d'administration le rapport de ce comité.

Le Comité n'a pu arriver à une conclusion unanime. À la majorité des deux voix du Président et du membre employeur, mais contre la voix du membre travailleur, il propose au Conseil d'administration de prononcer la clôture de la procédure engagée, le bien-fondé de la réclamation n'ayant pas été établi. D'autre part, il propose, si le Conseil d'administration décide la clôture de la procédure, de rendre publique sa décision, sous réserve de l'agrément du Gouvernement estonien.

M. Mertens a suffisamment d'expérience des débats du Conseil d'administration pour prévoir que le groupe gouvernemental et le groupe des employeurs se rangeront à l'avis de leurs représentants au sein du Comité. Néanmoins, il tient à faire connaître au Conseil d'administration les raisons pour lesquelles il a été amené à prendre une attitude différente de celle de la majorité des membres du Comité.

Tout d'abord, il se refuse à admettre qu'un gouvernement puisse suspendre, puis dissoudre, une organisation syndicale, en raison d'actes de ce syndicat qui étaient licites au moment où ils ont été accomplis. En effet, le décret sur lequel s'est appuyé le Gouvernement estonien pour prendre des mesures de suspension, puis de dissolution à l'égard du syndicat des travailleurs agricoles d'Estonie, a été promulgué un an seulement après les actes de ce syndicat qui ont provoqué ces mesures. Pour sa part, il considère que le Conseil d'administration ne peut se rallier à de semblables conceptions et admettre qu'un Gouvernement puisse, lorsqu'une organisation ou des individus ont accompli des actes parfaitement licites, les frapper ultérieurement au moyen d'une législation à effet rétroactif.
The Governing Body of the International Labour Office

EIGHTY-FOURTH SESSION — GENEVA — MAY-JUNE 1938.

MINUTES OF THE SIXTH SITTING (PRIVATE).

(Saturday, 4 June 1938 — 1.20 p.m.)

The Governing Body was composed as follows: Mr. Leggett (Chairman), Mr. Andersson, Mr. Berg, Mr. Bernard, Mr. Brooke, Mr. Curčín, Mr. Erulkar, Mr. Fabra Ribas, Mr. Forbes Watson, Mr. García Oldini, Mr. Gérard, Mr. Goodrich, Mr. Hallsworth, Mr. Harriman, Mr. Jouhaux, Mr. Kitaoka, Mr. Komarnicki, Mr. Krekitch, Mr. Kupers, Mr. Li Ping-Heng, Mr. Helio Lobo, Mr. Mertens, Sir Firozkhān Noon, Mr. Oersted, Mr. Schürch, Mr. Soubbotitch, Mr. Tello, Mr. Waline, Mr. Watt, Mr. Wrong.

Absent: the representative of Italy, and Mr. Markus.

TENTH ITEM ON THE AGENDA.

Examination of the representation made by the Agricultural Workers' Union of Estonia concerning the application in Estonia of the Right of Association (Agriculture) Convention, 1921 (No. 11).

Mr. Berg, Chairman of the Committee set up by the Governing Body to examine the representation, submitted the Committee’s report to the Governing Body.

The Committee had been unable to reach a unanimous conclusion. By a majority of two votes, those of the Chairman and of the Employers’ member, but against the vote of the Workers’ member, the Committee proposed that the Governing Body should declare the procedure closed as it had not been shown that the representation was well founded. It also proposed that if the Governing Body decided that the procedure should be closed, its decision should be made public subject to the consent of the Estonian Government.

Mr. Mertens said that he had sufficient experience of the Governing Body to realise that the Government group and the Employers’ group would support the views expressed by their representatives on the Committee. He would, however, inform the Governing Body of the reasons which had led him to adopt a different attitude from that held by the majority of the Committee.

In the first place, he could not admit that a Government could suspend and then dissolve a trade union organisation owing to action by the trade union which was quite legal at the time when it was taken. The decree under which the Estonian Government had suspended and subsequently dissolved the Agricultural Workers’ Union of Estonia had not been issued until a year after the trade union in question had taken the action on the ground of which measures had been taken against it. In his opinion the Governing Body could not accept such a conception, and admit that, when an organisation or individuals had taken action which was perfectly legal, the Government should subsequently take action against them under legislation applied retroactively.
En second lieu, il juge inadmissible que l'on ait frappé de suspension le Syndicat des travailleurs agricoles d'Estonie pour un acte d'ordre politique, à savoir la présentation de candidats à une élection communale. Par de telles mesures, le Gouvernement estonien tend à empêcher tout fonctionnement d'organisations syndicales créées par les travailleurs.

Evidemment, la thèse de la majorité des membres du Comité est fondée sur les dispositions mêmes de l'article premier de la convention, d'après lesquelles les États s'engagent à assurer aux travailleurs de l'agriculture les mêmes droits d'association et de coalition qu'aux travailleurs de l'industrie. Du fait qu'en Estonie, on a supprimé ne fût-ce qu'une organisation très peu importante de travailleurs de l'industrie, on peut tirer la conclusion que le Gouvernement estonien ne fait pas de discrimination entre les travailleurs industriels et les travailleurs agricoles, et se conforme par conséquent à la convention. Lui-même, à la troisième session de la Conférence, en 1921, a voté en faveur de cette convention. S'il avait pu s'imaginer à cette époque que dix-sept ans après, on invoquerait les termes de l'article premier de la convention pour refuser certains droits aux travailleurs agricoles, il aurait pris une attitude toute différente. Il a la conviction absolue, en effet, que tous les délégués à la Conférence qui ont voté en faveur de cette convention considéraient que son objet était d'accorder intégralement aux travailleurs de l'agriculture le droit de constituer des associations professionnelles conformes à leurs désirs.

D'un autre côté, il se demande si le décret pris par le Gouvernement estonien est légal; en effet, ce décret a été promulgué en vertu de pouvoirs qui n'ont pas été conférés à l'exécutif par un parlement pouvant exprimer librement la volonté du peuple. Jamais un parlement, en effet, n'aurait admis la condamnation d'une organisation de travailleurs pour des actes accomplis longtemps avant la promulgation du décret.

La majorité du Comité indique dans le rapport qu'elle ne peut que regretter le silence opposé par le Syndicat des travailleurs agricoles aux questions précises posées par le Conseil d'administration. Il ne peut s'associer à cette expression de regret. En effet, il n'ignore pas ce que cela signifie dans certains pays que de vouloir se dresser contre une décision du Gouvernement, notamment lorsque celui-ci est allé jusqu'à prendre arbitrairement un décret prononçant la dissolution d'une organisation. Il sait que si des individus insistaient dans leur attitude de protestation, ils s'exposeraient à des mesures plus graves encore que celles qu'ils ont subies du fait de la destruction de leur organisation syndicale. Pour sa part, il comprend donc parfaitement le silence des dirigeants du Syndicat des travailleurs agricoles d'Estonie et il éprouve de la sympathie pour ceux qui ne peuvent pas donner de réponse en raison des risques qu'ils courent.

En conclusion, il ne peut s'associer à aucune des propositions de la majorité du Comité, et lorsque le président les mettra aux voix, il devra voter contre.

M. Sonin déclare que le Gouvernement estonien a tenu à appliquer intégralement les dispositions de la convention concernant les droits d'association et de coalition des travailleurs agricoles. Les autorités estoniennes compétentes ont toujours traité sur un pied de parfaite égalité toutes les organisations professionnelles et n'ont fait, à aucun égard, de discrimination entre les syndicats des travailleurs de l'industrie et les syndicats des travailleurs agricoles. Même si l'on admettait une interprétation de la convention aussi large que celle qui a été donnée par M. Mertens, il serait injustifié de reprocher au Gouvernement estonien une infraction aux dispositions de la Convention. En effet, il convient de relever qu'en Estonie, tous les syndicats, tant industriels qu'agricoles, qui s'en sont tenus à leurs buts d'organisations professionnelles, ont pu poursuivre sans entraves leur activité.

L'organisation dont le président a signé la réclamation soumise au Conseil d'administration n'a été suspendue que pour avoir poursuivi des buts politiques, au lieu de se consacrer aux tâches qui lui incombait normalement à titre d'organisation professionnelle. C'est pour la même raison et dans les mêmes conditions qu'a été suspendue l'activité de deux syndicats de travailleurs de l'industrie.

Les décrets de suspension ont été pris alors que, du point de vue politique, l'Estonie passait par une période de transition. Depuis lors ont eu lieu de nouvelles
In the second place, in his opinion it was inadmissible that the Agricultural Workers' Union of Estonia should have been suspended for an act of a political nature, namely, the presentation of a list of candidates at a municipal election. Such measures on the part of the Estonian Government tended to prevent completely the working of trade union organisations set up by the workers.

It was true that the views of the majority of the members of the Committee were based on the actual provisions of Article 1 of the Convention, under which States undertook to secure to all those engaged in agriculture the same rights of association and combination as to industrial workers. Owing to the fact that in Estonia an industrial workers' organisation, even though a very small one, had been suppressed, it was possible to draw the conclusion that the Estonian Government did not make any discrimination between industrial and agricultural workers, and was consequently observing the Convention. At the Third Session of the Conference in 1921 he had voted for the Convention. If at that time he had imagined that seventeen years later the terms of Article 1 of the Convention would be invoked in order to refuse certain rights to agricultural workers, he would have adopted a very different attitude. He was convinced that all the delegates at the Conference who had voted for this Convention were under the impression that its object was to afford to agricultural workers the full right to set up trade union organisations in accordance with their desires. The Estonian Government, which had ratified the Convention, should therefore allow the agricultural workers of Estonia to set up trade unions.

Furthermore, he questioned the legality of the decree issued by the Estonian Government. This decree had been issued under powers which had not been conferred upon the Executive by a Parliament which was in a position freely to express the will of the people. No Parliament would have allowed a workers' organisation to be condemned for action taken long before the decree had been promulgated.

The majority of the Committee stated in the report that “it cannot refrain from regretting the fact that the Agricultural Workers' Union has not replied to the definite questions asked by the Governing Body.” He could not associate himself with that expression of regret. He could not but be aware of what would happen in certain countries if an attempt were made to oppose a decision of the Government, particularly when it had gone to the length of arbitrarily issuing a decree to dissolve an organisation. He realised that if individual persons continued to protest they would be exposing themselves to still graver measures than those to which they had been subjected by the dissolution of their trade union. He therefore fully understood the silence of the leaders of the Agricultural Workers' Union of Estonia, and he had nothing but sympathy for those who had not given any reply owing to the risks which they would be running in so doing.

Finally, he could not associate himself with any of the proposals put forward by the majority of the Committee, and he would vote against the report.

Mr. Sonin said that the Estonian Government had been at pains to give full application to the provisions of the Right of Association (Agriculture) Convention, 1921. The competent Estonian authorities had always treated all occupational organisations on an absolutely equal footing, and in no case had made any discrimination between industrial workers' unions and agricultural workers' unions. Even if as wide an interpretation of the Convention as Mr. Mertens suggested was admitted, it would be unjustifiable to accuse the Estonian Government of any infraction of the terms of the Convention. All trade union organisations in Estonia, both industrial and agricultural, had been allowed to pursue their activities without hindrance if they confined themselves to the objects for which they had been set up.

The organisation whose President had signed the representation made to the Governing Body had only been suspended because it had pursued political objects instead of confining itself to the tasks which normally devolved upon it as a trade union organisation. It was for the same reasons and under the same conditions that two industrial workers' unions had been suspended.

The decree of suspension had been issued at a time when, from the political point of view, Estonia was passing through a period of transition. Since then new
élections au Parlement. Il est donc inexact de prétendre, comme a semblé le faire M. Mertens, que le peuple estonien serait privé des garanties dont jouissent les États démocratiques. Au contraire, le Gouvernement estonien actuel est d'esprit tout à fait démocratique.

Il semble ressortir du rapport du Comité que le représentant des travailleurs a eu quelque doute au sujet de la possibilité pour les dirigeants du Syndicat des travailleurs agricoles d'Estonie de communiquer au Comité les renseignements qui lui avaient été demandés. Il peut donner au Conseil d'administration l'assurance qu'à aucun moment on n'a cherché de façon quelconque à empêcher les membres du Comité de direction de ce syndicat de fournir les informations demandées par le Comité. Bien plus, il y a quelques mois, le signataire de la réclamation soumise au Conseil d'administration a été élu membre du Parlement. Le fait que, comme député, il jouit de l'immunité consacrée par la Constitution est de nature à ne laisser subsister aucun doute sur sa liberté d'agir en vue de soutenir la réclamation qui a été présentée au Conseil d'administration.

Le Président met aux voix les propositions contenues dans le paragraphe 8 du Rapport du Comité.

Par 14 voix contre 9, le Conseil d'administration approuve les propositions de la majorité du Comité.

La séance est levée à 13 heures 35.

F. W. Leggett.
parliamentary elections had been held. It was therefore incorrect to suggest, as Mr. Mertens appeared to do, that the Estonian people were deprived of the safeguards enjoyed by democratic States. On the contrary, the present Estonian Government was entirely democratic in spirit.

It appeared from the report of the Committee that the representative of the Workers had been doubtful whether the leaders of the Agricultural Workers' Union of Estonia were in a position to supply the Committee with the information for which it had asked. He could assure the Governing Body that at no time had any attempt been made to prevent the members of the Executive Committee of this trade union from supplying the information for which the Committee asked. Moreover, some months ago the person who had signed the representation made to the Governing Body had been elected a member of Parliament. Since as a member of Parliament he enjoyed the immunities provided for by the Constitution, there could be no doubt whatever as to his freedom of action with a view to defending the representation which had been made to the Governing Body.

The Chairman took a vote on the proposals contained in Paragraph 8 of the Committee's report.

The Governing Body, by 14 votes to 9, approved the proposals of the majority of the Committee.

The sitting closed at 1.35 p.m.

F. W. Leggett.
APPENDIX
APPENDIX

TENTH ITEM ON THE AGENDA.

EXAMINATION OF THE REPRESENTATION MADE BY THE AGRICULTURAL WORKERS' UNION OF ESTONIA CONCERNING THE APPLICATION IN ESTONIA OF THE RIGHT OF ASSOCIATION (AGRICULTURE) CONVENTION, 1921 (No. 11).


1. Members of the Governing Body will remember the circumstances in which the representation of the Agricultural Workers' Union of Estonia once more appears on the agenda.

After noting at its Eighty-second Session "that there is no legal discrimination in Estonia against persons engaged in agriculture in respect of the rights of association and combination" the Governing Body instructed its Committee to investigate whether in practice there was any difference of treatment in that country as between agricultural workers and industrial workers.

For this purpose the Estonian Government and the Agricultural Workers' Union of Estonia were requested to supply additional information.

The Estonian Government replied to the Governing Body's enquiry by communicating the information which members of the Governing Body have received and which was carefully considered at the Eighty-third Session.

2. The Committee draws the attention of members of the Governing Body to the conclusion which it reached at its Eighty-third Session and the terms in which it formulated the question which it finally asked:

"This question is whether the motives which led to the suspension of the Agricultural Workers' Union of Estonia and the industrial workers' unions are sufficiently analogous to lead to the conclusion that there has been no discrimination in the 'rights of association and combination' to which all those engaged in agriculture and industrial workers are entitled."

3. In order that it might be able to form a definite opinion on this question, the Governing Body approved the proposal of its Committee that the latter should receive a representative of the Estonian Government and that this decision should be communicated to the Agricultural Workers' Union of Estonia.

4. The Estonian Government replied to the invitation of the Governing Body by sending Mr. Sonin, Director of the Division for Labour Protection and Social Insurance, in order to represent its views to the Governing Body. Mr. Sonin was received by the Committee at a meeting held at Geneva on 31 May 1938.

5. No communication has been received from the Agricultural Workers' Union of Estonia.

6. The Committee noted that it appeared from the information supplied by Mr. Sonin that the Agricultural Workers' Union of Estonia had been dissolved in accordance with provisions which had been applied in a similar way to at least two industrial workers' unions.

7. Without expressing any opinion as regards the expediency of these measures, the majority of the Committee of the Governing Body, consisting of the Chairman and the Employers' representative, feels it possible to conclude from this analogy that the rights of association of agricultural workers in Estonia are neither more nor less extensive than those of industrial workers, and that in these circumstances the Right of Association (Agriculture) Convention (No. 11) has not been violated, since the Convention requires such equality of rights without determining the extent of those rights.

The majority of the Committee cannot refrain from regretting the fact that the Agricultural Workers' Union has not replied to the definite questions asked by the Governing Body.

8. The Workers' member of the Committee did not feel able to accept the conclusions of the majority. He pointed out that if the Right of Association (Agriculture) Convention (No. 11) did not aim at affording effective freedom of association to agricultural workers, but allowed them to be deprived of that freedom provided that the withdrawal of the right also applied to industrial workers, that Convention was in reality without content, and this could not have been the intention of its authors.
The Workers' member of the Committee also laid stress on the fact that the Committee was not aware of the reasons for the absence of any reply from the Agricultural Workers' Union, and that the question of the freedom of relations between the Union and the International Labour Office might perhaps deserve examination.

Finally, the Workers' member of the Committee considers it unjust and unjustifiable that the Agricultural Workers' Union should be punished by suspension for a political act, namely, the presentation of candidates at a municipal election. That act, which was entirely lawful at the time when it took place, was forbidden only by a Decree suppressing political parties which was issued a year after the performance of the act to which exception was taken.

8. It will thus be seen that the Committee of the Governing Body was unable to reach a unanimous conclusion. It is by a majority of votes—those of the Chairman and the Employers' member—but against the vote of the Workers' member, that the Committee proposes that the Governing Body should declare the procedure closed as it has not been shown that the representation is well founded.

It also proposes that, if the Governing Body accepts the above proposal, its decision should be made public, subject to the consent of the Estonian Government.

Geneva, 3 June 1938.

(Signed) Paal BERG, Chairman.
H. C. OERSTED.
Corn. MERTENS.