INTERNATIONAL LABOUR OFFICE

MINUTES

OF THE

NINETIETH SESSION

OF

THE GOVERNING BODY

NEW YORK — 25 OCTOBER - 5 NOVEMBER 1941
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CONSEIL D'ADMINISTRATION
DU BUREAU INTERNATIONAL DU TRAVAIL

PROCÈS-VERBAUX DE LA QUATRE-VINGT-DIXIÈME SESSION

La quatre-vingt-dixième session du Conseil d'administration du Bureau international du Travail s'est tenue à Columbia University, à New York, les samedi 25 octobre, mercredi 29 octobre et mercredi 5 novembre 1941.
Le Conseil d'administration était composé comme suit:

**Groupe gouvernemental:**
- **Etats-Unis d'Amérique:** M. Goodrich, Président.
- **Belgique:** M. van Zeeland.
- **Brésil:** M. Pontes de Miranda.
- **Canada:** M. Stewart.
- **Chili:** M. Pradenas Muñoz.
- **Chine:** M. Li Ping-Heng.
- **France:** M. de Panafieu.
- **Grande-Bretagne:** Sir Frederick Leggett.
- **Inde:** Sir Shanmukham Chetty.
- **Mexique:** M. García Téllez.
- **Norvège:** M. Hambro.
- **Pays-Bas:** M. van den Tempel.
- **Pologne:** M. Stanczyk.
- **Yougoslavie:** M. Soubbotitch.

Deux sièges vacants dans le groupe gouvernemental.
Deux membres absents et non remplacés dans le groupe des employeurs.

**Groupe des employeurs:**
- Sir John Forbes Watson.
- M. Harriman.
- M. Kelly.
- M. Lamuraglia.
- M. MacDonnell.
- M. Shaw Kinn-Wei.

**Groupe des travailleurs:**
- M. Chu Hsueh-Fan.
- M. Domenech.
- M. Downes.
- M. Hallsworth.
- M. Hindahl.
- M. Moore.
- M. Schevenels.
- M. Watt.
The Ninetieth Session of the Governing Body of the International Labour Office was held at Columbia University, New York, on Saturday, 25 October, Wednesday, 29 October, and Wednesday, 5 November 1941.

The Governing Body was composed as follows:

**Government Group:**
- **United States of America:** Mr. Goodrich, Chairman.
- **Belgium:** Mr. van Zeeland.
- **Brazil:** Mr. Pontes de Miranda.
- **Canada:** Mr. Stewart.
- **Chile:** Mr. Pradenas Muñoz.
- **China:** Mr. Li Ping-Heng.
- **France:** Mr. de Panafieu.
- **Great Britain:** Sir Frederick Leggett.
- **India:** Sir Shanmukham Chetty.
- **Mexico:** Mr. García Téllez.
- **Netherlands:** Mr. van den Tempel.
- **Norway:** Mr. Hambro.
- **Poland:** Mr. Stanczyk.
- **Yugoslavia:** Mr. Soubbotitch.

**Employers’ group:**
- Sir John Forbes Watson.
- Mr. Harriman.
- Mr. Kelly.
- Mr. Lamuraglia.
- Mr. MacDonnell.
- Mr. Shaw Kinn-Wei.

**Workers’ group:**
- Mr. Chu Hsueh-Fan.
- Mr. Domenech.
- Mr. Downes.
- Mr. Hallsworth.
- Mr. Hindahl.
- Mr. Moore.
- Mr. Schevenels.
- Mr. Watt.

Two seats in the Government group vacant.
Two members absent and not replaced by substitutes in the Employers’ group.
Membres titulaires absents:

Groupe gouvernemental:

Chili: M. FELIU.
France: M. Justin GODART.
Inde: Sir Firozkhan NOON.
Mexique: M. FABELA.
Norvège: M. STÖSTAD.

Groupe des employeurs:

M. ØERSTED.
M. CURCIN.
M. ERULKAR.
M. GEMMILL.
M. GÉRARD.
M. LAMBERT-RIBOT.

Groupe des travailleurs:

M. MERTENS.
M. ANDERSSON.
M. Joshi.
M. JOUHAUX.
M. LARGO CABALLERO.
M. SCHÜRCH.

Les membres adjoints ou leurs suppléants dont les noms suivent étaient présents:

Membres adjoints travailleurs:

M. EDDY.
M. HURTADO.
M. KRIER.
M. RENS.

M. Salvador ALLENDE, Ministre de l'Hygiène publique du Chili, a été invité à prendre la parole au Conseil d'administration au cours de la troisième séance.

Etaient également présents à la session:

M. E. J. PHELAN, Directeur p.i. du Bureau international du Travail.
M. A. TIXIER, Sous-Directeur du Bureau international du Travail.
M. WEAVER, Secrétaire du Conseil d'administration.
M. LAFRANCE, Secrétaire-adjoint du Conseil d'administration.
M. de ALBA, suppléant de M. García Téllez.
M. COUPER, accompagnant M. STEWART.
M. ENGLAND, accompagnant Sir Shannukham CHETTY.
M. FURNÉE, accompagnant M. van den TEMPEL.
M. GOTTSCHALK, suppléant de M. van ZEELAND.
M. JIMÉNEZ, accompagnant M. GARCÍA, Téllez.
M. KIRKALDY, accompagnant Sir John FORBES WATSON.
M. LOUDON, suppléant de M. van den TEMPEL.
M. LOW, accompagnant Sir John FORBES WATSON.
M. LUBIN, suppléant de M. GOODRICH.
M. McDAVITT, suppléant de M. HARRIMAN.
M. NAVAS PORTUGAL, accompagnant M. García Téllez.
M. RIVE, suppléant de M. STEWART.
M. ROSAS, accompagnant M. García Téllez.
M. ROSSETTI, accompagnant Sir Frederick LEGGETT.
M. STRAKACZ, suppléant de M. STANCZYK.
M. THOMSON, accompagnant M. HALLSWORTH.
Regular members absent:

**Government group:**

Chile: Mr. Felìú.  
France: Mr. Justin Godart.  
India: Sir Firozkhan Noon.  
Mexico: Mr. Fabela.  
Norway: Mr. Støstad.

**Employers' group:**

Mr. Qersted.  
Mr. Curçin.  
Mr. Erulkar.  
Mr. Gemmill.  
Mr. Gérard.  
Mr. Lambert-Ribot.

**Workers' group:**

Mr. Mertens.  
Mr. Andersson.  
Mr. Joshi.  
Mr. Jouhaux.  
Mr. Largo Caballero.  
Mr. Schürch.

The following deputy members or their substitutes were present:

**Workers' deputy members:**

Mr. Eddy.  
Mr. Hurtado.  
Mr. Krier.  
Mr. Rens.

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

There were also present:

- Mr. E. J. Phelan, Acting Director of the International Labour Office.  
- Mr. A. Tixier, Assistant Director of the International Labour Office.  
- Mr. Weaver, Secretary of the Governing Body.  
- Mr. Lafrance, Assistant Secretary of the Governing Body.  
- Mr. de Alba, substitute for Mr. García Téllez.  
- Mr. Couper, accompanying Mr. Stewart.  
- Mr. England, accompanying Sir Shanmukham Chetty.  
- Mr. Furnée, accompanying Mr. van den Tempel.  
- Mr. Gottschalk, substitute for Mr. van Zeeland.  
- Mr. Jiménez, accompanying Mr. García Téllez.  
- Mr. Kirkaldy, accompanying Sir John Forbes Watson.  
- Mr. Loudon, substitute for Mr. van den Tempel.  
- Mr. Low, accompanying Sir John Forbes Watson.  
- Mr. Lubin, substitute for Mr. Goodrich.  
- Mr. McAvitt, substitute for Mr. Harriman.  
- Mr. Navas Portugal, accompanying Mr. García Téllez.  
- Mr. Rive, substitute for Mr. Stewart.  
- Mr. Rosas, accompanying Mr. García Téllez.  
- Mr. Rossetti, accompanying Sir Frederick Leggett.  
- Mr. Strakacz, substitute for Mr. Stanczyk.  
- Mr. Thomson, accompanying Mr. Hallsworth.

Deux sièges vacants dans le groupe gouvernemental. Trois sièges non occupés dans le groupe des employeurs.

**Ouverture de la session**

*Le Président* est heureux de souhaiter la bienvenue à New York à tous les membres du Conseil d'administration. Dans le fait qu'ils sont venus si nombreux de tous les continents en dépit de toutes les difficultés de voyage, il voit une preuve de l'importance que les gouvernements et les organisations patronales et ouvrières attribuent à l'Organisation et à son fonctionnement.

Il tient à saluer tout d'abord les membres qui assistent pour la première fois à une session du Conseil.

Dans le groupe gouvernemental, deux États occupent les sièges qui leur ont récemment été attribués en leur qualité de principales puissances industrielles; ces gouvernements ont envoyé pour les représenter des personnalités particulièrement distinguées, à savoir, le Gouvernement belge, M. van Zeeland, ancien Premier Ministre, et le Gouvernement des Pays-Bas, M. van den Tempel, Ministre des Affaires sociales. Plusieurs gouvernements qui siégeaient antérieurement au Conseil ont envoyé à la présente session de nouveaux représentants: le Gouvernement brésilien est représenté par M. Pontes de Miranda, le Gouvernement canadien, par M. Stewart, le Gouvernement chilien, par M. Pradenas Muñoz, Ministre du Travail, le Gouvernement français, par M. de Panafieu, le Gouvernement de l'Inde, par Sir Shanmukham Chetty, le Gouvernement mexicain, par M. Garcia Téllez, Secrétaire d'État au Travail, et le Gouvernement norvégien, par M. Hambro, Président du Storting, que les membres du Conseil d'administration connaissent déjà en raison de son activité comme Président de la Commission de contrôle.

Dans le groupe des employeurs, il signale la présence de deux membres de pays lointains, à savoir M. Kelly, venu d'Australie, et M. Raúl Lamuraglia, frère de M. Luis Lamuraglia, membre-adjoint du Conseil, arrivé d'Argentine; M. Macdonnell, du Canada, a déjà été associé à plusieurs reprises aux travaux de l'Organisation.

Au sein du groupe des travailleurs siègent pour la première fois M. Domenech, qui a pris une part importante à la Conférence de la Havane, M. Eddy, venu de la Nouvelle-Zélande, M. Rens et M. Hurtado. M. Tom Moore, M. Chu et M. Downes sont bien connus de tous les membres du Conseil, en raison de leur participation antérieure à des conférences ou à des sessions du Conseil.

Avant de passer à l'ordre du jour, il tient à rendre hommage aux membres du Conseil d'administration que les circonstances empêchent de prendre part à cette session, ainsi qu'aux personnalités qui ont cessé de faire partie du Conseil. Il citera
MINUTES OF THE FIRST SITTING

(Saturday, 25 October 1941 — 10.35 a.m.)

The Governing Body was composed as follows: Mr. Goodrich (Chairman), Sir Shanmukham Chetty, Mr. Chu Hsueh-Fan, Mr. Domenech, Mr. Downes, Sir John Forbes Watson, Mr. García Téllez, Mr. Hallsworth, Mr. Hambro, Mr. Harriman, Mr. Hindahl, Mr. Kelly, Mr. Lamuraglia, Sir Frederick Leggett, Mr. Li Ping-Heng, Mr. Macdonnell, Mr. Moore, Mr. de Panafieu, Mr. Pontes de Miranda, Mr. Pradenas Muñoz, Mr. Rive, Mr. Schevenels, Mr. Soubbotitch, Mr. Strakacz, Mr. van den Tempel, Mr. Watt, Mr. van Zeeland.

Two seats in the Government group vacant. Three seats not occupied in the Employers' group.

Opening of the Session

The Chairman expressed his pleasure in welcoming the members of the Governing Body to New York. The fact that the members had come in such numbers, that they had come from all the continents, that they had come under such difficulties and dangers of travel, was proof of the great importance which the Governments and Employers' and Workers' organisations attributed to the Work of the Organisation.

He extended special welcome to the new members present at the meeting.

In the Government group two States were taking the places recently allotted to them as States of chief industrial importance; the Governments of these States had sent representatives of very high distinction, namely, Mr. van Zeeland, former Prime Minister, to represent the Belgian Government, and Mr. van den Tempel, Minister of Social Affairs, to represent the Government of the Netherlands. A number of Governments who already occupied seats on the Governing Body had sent new representatives to the session: the Brazilian Government was represented by Mr. Pontes de Miranda, the Canadian Government by Mr. Stewart, the Chilean Government by Mr. Pradenas Muñoz, Minister of Labour, the French Government by Mr. de Panafieu, the Indian Government by Sir Shanmukham Chetty, the Mexican Government by Mr. García Téllez, Secretary of State for Labour, and the Norwegian Government by Mr. Hambro, President of the Storting, who was already known to the members of the Governing Body through his work as Chairman of the Supervisory Commission.

In the Employers' group the Chairman noted the presence of two members from distant countries, namely Mr. Kelly, who had come from Australia, and Mr. Raúl Lamuraglia, brother of Mr. Luis Lamuraglia, deputy member of the Governing Body, who had come from the Argentine. Mr. Macdonnell of Canada had already been associated a number of times with the work of the Organisation.

In the Workers' group, the Chairman welcomed Mr. Domenech, who had played an important part in the Havana Conference, Mr. Eddy, who came from New Zealand, Mr. Rens and Mr. Hurtado; all of these were attending for the first time. Mr. Tom Moore, Mr. Chu and Mr. Downes were well known to all the members of the Governing Body since they had taken part in previous Conferences and sessions of the Governing Body.

Before proceeding with the agenda, the Chairman paid a tribute to the members of the Governing Body who had not been able, because of present circumstances, to come to the meeting, and to those who no longer were members of the Governing
parmi ces personnalités, dans le groupe gouvernemental, M. Paal Berg, ancien Président du Conseil d'administration, qui avait pris une part importante à l'œuvre de l'Organisation dès ses débuts; M. Justin Godart, dont le dévouement à l'égard de l'Organisation est bien connu de tous; Sir Firozkhan Noon, qui est rentré dans l'Inde pour y assumer des fonctions plus importantes encore que celles qu'il exerçait à Londres; M. Helio Lobo, qui avait été le premier délégué permanent d'un gouvernement venu s'établir auprès du bureau de Montréal; enfin, M. Hume Wrong, représentant du Gouvernement canadien, M. Fabela, représentant du Gouvernement mexicain et M. Esteban Ivovich, représentant du Gouvernement chilien. M. Lobo et M. Ivovich lui ont demandé de transmettre leurs meilleurs messages à leurs anciens collègues.\(^1\)

Dans le groupe des employeurs, il constate avec regret l'absence du vice-président employeur du Conseil, M. Oersted, dont chacun connaît le rôle important depuis de nombreuses années, de M. Lambert-Ribot, le distingué représentant des employeurs français, de M. Curčin, de M. Erulkar et de M. Gérard.

Quant au groupe des travailleurs, il a quelque peine à imaginer une session du Conseil d'administration en l'absence de M. Jouhaux et de M. Mertens; le Conseil regrette aussi l'absence de M. Andersson, de M. Joshi et de M. Schürch.

Le Conseil d'administration tiendra, il en est convaincu, à rendre hommage à tous ses absents.

M. Hambro remercie le Président pour les aimables paroles qu'il a adressées à M. Berg qui, certainement, aurait vivement souhaité pouvoir participer à la session. Comme Président de la Cour Suprême de Norvège, M. Berg a pris une part active dans les efforts qui ont été faits en Norvège pour maintenir la situation constitutionnelle après l'invasion allemande. Lorsque ces efforts se sont révélés vains, la Cour Suprême a démissionné en bloc; M. Berg a, depuis ce moment, fait de la prison ou a vécu sous surveillance de la police. Il tiendrait certainement à ce que ses meilleurs messages soient transmis au Conseil d'administration.

La séance est levée à 11 heures.

Carter Goodrich.

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\(^1\) Le texte des lettres adressées au Président par M. Lobo et M. Ivovich est reproduit en annexe au procès-verbal de la présente séance.
Body. He cited, in the Government group, Mr. Paal Berg, a former chairman of the Governing Body who had taken a distinguished part in the life of the International Labour Organisation from its very first meeting; Mr. Justin Godart, whose courage and devotion to the Organisation were well known to all; Sir Firozkhan Noon, who had returned to India to take up still more important duties than those he had carried out in London; Mr. Helio Lobo, who had been the first permanent delegate of a Government accredited to the Office to come to Montreal; finally, Mr. Hume Wrong, representative of the Canadian Government; Mr. Fabela, representative of the Mexican Government; and Mr. Esteban Ivovich, representative of the Chilean Government. Mr. Helio Lobo and Mr. Ivovich had requested him to transmit their best wishes to their former colleagues.¹

In the Employers' group he noted with regret the absence of the Employers' Vice-Chairman of the Governing Body, Mr. Oersted, whose important role during many years was known to all; of Mr. Lambert-Ribot, the distinguished representative of French employers; of Mr. Curčin, of Mr. Erulkar and of Mr. Gérard.

As to the Workers' group, he found difficulty in imagining a session of the Governing Body without Mr. Jouhaux and Mr. Mertens; the Governing Body regretted also the absence of Mr. Andersson, of Mr. Joshi and of Mr. Schürch.

The Governing Body would wish, he was convinced, to render a tribute to all those who were absent.

Mr. Hambro thanked the Chairman for the kind words that he had said in regard to Mr. Berg, who surely would have desired to be able to attend the meeting. As Chief Justice of Norway, Mr. Berg took an active part in the efforts that were made to maintain the constitution and laws of Norway after the German invasion. When these efforts failed the entire Supreme Court resigned in a body; Mr. Berg since that time had either been in prison or been living under constant police supervision. He would certainly wish to have his greetings extended to the Governing Body.

The sitting closed at 11 a.m.

Carter Goodrich.

¹The text of the letters addressed to the Chairman by Mr. Ivovich and by Mr. Lobo is printed below in an appendix to the Minutes of this Sitting.
ANNEXE

Communications adressées au Président du Conseil d'administration par d'anciens membres

1) Lettre de M. Esteban Ivovich, ancien représentant du Gouvernement chilien au Conseil d'administration.

(Traduction)

Santiago de Chili, 22 juillet 1941.

Monsieur le Président,

J'ai l'honneur de vous faire connaître que, de retour au Chili, j'ai été nommé par mon Gouvernement Chef du Service du contrôle de l'exportation au Ministère des Relations extérieures.

Etant donné que, dans ces conditions, je suis maintenant définitivement établi à Santiago, je ne pourrai continuer à exercer les fonctions de délégué permanent du Chili auprès du Bureau international du Travail et de représentant du Gouvernement chilien au Conseil d'administration dont vous prêsidiez les travaux.

En conséquence, je viens vous présenter ma démission formelle.

En renonçant aux fonctions que je remplissais, je tiens à vous dire combien je regrette que les circonstances ne me permettent pas de poursuivre cette activité. Le caractère du Bureau international du Travail, le rôle qu'il joue dans l'action en faveur du progrès social dans le monde, l'esprit de compréhension et de justice qui inspire l'activité du Conseil et des fonctionnaires du Bureau ainsi que la distinction avec laquelle vous dirigez l'institution en votre qualité de Président, m'ont fait vivement apprécier le privilège de participer aux travaux de cette institution.

En prenant congé de vous, je tiens à exprimer mes voeux les plus sincères pour l'avenir du Bureau international du Travail et pour votre carrière personnelle ainsi que pour chacun de mes anciens collègues.

Veuillez agréer, etc.,

(signé) Esteban Ivovich.

2) Lettre de M. Helio Lobo, ancien représentant du Gouvernement brésilien au Conseil d'administration.

(Traduction)

Montréal, 12 septembre 1941.

Monsieur le Président,

J'ai l'honneur de vous faire connaître que le Gouvernement brésilien a désigné pour me remplacer, en qualité de représentant au Conseil d'administration du Bureau international du Travail, M. F. C. Pontes de Miranda, Ministre plénipotentiaire.

Je tiens à vous dire que j'ai éprouvé la plus vive satisfaction de pouvoir travailler pendant trois années avec les autres membres du Conseil d'administration, sous votre direction et celle de vos prédécesseurs, M. Leggett et M. Berg, à la réalisation des principes que défend l'Organisation internationale du Travail.

Cette institution est la seule qui élabore des mesures d'ordre pratique, en vue de l'établissement, dans le monde entier, de la paix sociale reposant sur la justice et sur la tolérance. Sans un tel apaisement social, la paix et la prospérité des peuples doivent nécessairement rester précaires. Les conséquences sociales de la guerre deviennent de plus en plus évidentes et font ressortir l'importance du rôle que l'Organisation internationale du Travail doit jouer dans les négociations de paix, lorsque le droit l'aura emporté sur la violence et la liberté sur la tyrannie.

Je vous serais reconnaissant de bien vouloir accepter personnellement et transmettre aux membres du Conseil, l'expression de ma reconnaissance pour la collaboration complète qu'ils ont bien voulu m'accorder. C'est avec une profonde gratitude que je me souviendrai constamment du travail qu'il m'a été permis d'accomplir avec vous tous.

Veuillez agréer, etc.,

(signé) Helio Lobo.
APPENDIX

Letters addressed to the Chairman of the Governing Body by former members

(1) Letter from Mr. Esteban Ivoovich, former representative of the Chilean Government on the Governing Body.

(Translation)

Santiago de Chile, 22 July 1941.

Sir,

I have the honour to inform you that on my return to Chile I have been appointed by my Government as Chief of the Exports Control Branch of the Ministry of External Affairs.

As I am now permanently stationed in Santiago it will no longer be possible for me to act as Permanent Delegate of Chile to the International Labour Office and representative of the Chilean Government on the Governing Body over which you preside. I have therefore to present to you my formal resignation.

In relinquishing the office I formerly held, I should like to say how much I regret that circumstances make it impossible for me to continue to act in that capacity. The character of the International Labour Office, the part it is playing in promoting social justice throughout the world, the spirit of justice and understanding which inspire the work of the Governing Body and the officials of the Office, and the distinction with which you as Chairman have directed the work of the Organisation, combine to make it a privilege for me to have been associated with that work.

Now that I have to take leave of you I should like to express my sincere good wishes for the future of the International Labour Office and for you personally and all the other members of the Governing Body.

I have, etc.,

(Signed) Esteban Ivoovich.

(2) Letter from Mr. Helio Lobo, former representative of the Brazilian Government on the Governing Body.

Montreal, 12 September 1941.

My dear Mr. Chairman,

I have the honour to inform you that the Brazilian Government has appointed to succeed me as its representative on the Governing Body of the International Labour Office Mr. F.C. Pontes de Miranda, with the rank of Minister Plenipotentiary.

It has given me the greatest satisfaction to work during the last three years, with the other members of the Governing Body under your able leadership and under that of your predecessors, Mr. Leggett and Mr. Berg, for the principles for which the International Labour Organisation stands.

The International Labour Organisation is the only instrument for concerting practical measures to achieve throughout the world social peace on the basis of justice and understanding. Unless such social peace is achieved, the peace and prosperity of nations are bound to remain precarious. The social implications of the war are becoming ever more obvious, and emphasise the paramount importance of the part which the International Labour Organisation must play in the peace negotiations when right has prevailed over might and freedom over tyranny.

Please accept personally and convey to all the members of the Governing Body my best thanks for, and my highest appreciation of, the full co-operation which I have always received from them. It will always be a source of the greatest gratification to remember my close association with you all.

Yours sincerely,

(Signed) Helio Lobo.
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 première question à l'ordre du jour (*Rapport du Directeur p.i.: Rapport préliminaire*).

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 SECOND SITTING (PRIVATE)

At this sitting, which was held in private, the Governing Body considered the First Item on the Agenda (Report of the Acting Director: Preliminary Report).

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 TROISIÈME SÉANCE

(Samedi 25 octobre 1941 — 15.10 heures)


Deux sièges vacants dans le groupe gouvernemental. Trois sièges non occupés dans le groupe des employeurs. Absent: M. Pradenas Muñoz.

M. Hallsworth occupe le fauteuil présidentiel.

QUATRIÈME QUESTION A L'ORDRE DU JOUR

Dispositions à prendre en vue de la prochaine Conférence de l'Organisation internationale du Travail

Le Président (M. Hallsworth) rappelle que la Conférence de l'Organisation internationale du Travail convoquée pour le 27 octobre n'est pas une session de la Conférence internationale du Travail; en conséquence, le règlement de la Conférence n'est pas automatiquement applicable à cette réunion. Dans ces conditions, le Bureau a préparé un projet de règlement simplifié, qui s'inspire notamment des expériences faites à la Conférence de l'industrie textile en 1937 et à la Conférence de la Havane en 1939. Le Conseil d'administration est appelé à décider s'il entend transmettre ce projet de règlement à la Conférence en lui suggérant de l'adopter à titre provisoire dès le début de ses travaux; il serait entendu que le texte pourrait être modifié si la nécessité s'en faisait sentir.

Sir John Forbes Watson approuve les suggestions formulées par le Président. Il désirerait, toutefois, avoir quelques précisions sur les différences qui distingueront la Conférence d'une session de la Conférence internationale du Travail.

Le Directeur p.i. répond que, d'abord, la Conférence convoquée pour le 27 octobre ne sera pas appelée à faire procéder à l'élection des membres du Conseil d'administration; ensuite, elle n'adoptera ni convention, ni recommandation; enfin, comme elle n'aura pas à accomplir de tâches constitutionnelles, elle n'est pas soumise au règlement compliqué qui s'applique à la Conférence internationale du Travail. En préparant pour cette Conférence le projet de règlement simplifié qui est actuellement soumis au Conseil, le Bureau a visé à donner à la Conférence la plus grande liberté possible.

Dans sa pensée, la Conférence aura principalement pour but de permettre un large échange d'idées. Un tel débat est devenu nécessaire. La Conférence ne s'est plus réunie depuis plus de deux ans : la dernière réunion du Conseil remonte à vingt mois. Or, l'Organisation internationale du Travail n'est pas limitée aux fonctionnaires du Bureau. Il faut que les personnes représentant les divers groupes d'intérêts associés au sein de l'Organisation aient l'occasion de temps à autre d'échanger leurs idées. La convocation de la Conférence tend donc à donner aux gouvernements, aux employeurs et aux travailleurs l'occasion d'exposer leur avis sur les problèmes du travail et les questions économiques et sociales du temps présent et d'indiquer quel rôle ils entendent
MINUTES OF THE THIRD SITTING

(Saturday, 25 October 1941 — 3.10 p.m.)

The Governing Body was composed as follows: Mr. Goodrich (Chairman), Sir Shanmukham Chetty, Mr. Chu Hsueh-Fan, Mr. Domenech, Mr. Downes, Sir John Forbes Watson, Mr. García Téllez, Mr. Hallsworth, Mr. Hambro, Mr. Harriman, Mr. Hindahl, Mr. Kelly, Mr. Lamuraglia, Sir Frederick Leggett, Mr. Li Ping-Heng, Mr. Macdonnell, Mr. Moore, Mr. de Panafieu, Mr. Pontes de Miranda, Mr. Rive, Mr. Schevenels, Mr. Soubbotitch, Mr. Stanczyk, Mr. van den Tempeel, Mr. Watt, Mr. van Zeeland.


Mr. Hallsworth in the Chair.

FOURTH ITEM ON THE AGENDA

Arrangements for the forthcoming Conference of the International Labour Organisation

The Chairman (Mr. Hallsworth) recalled that the Conference of the International Labour Organisation convened for 27 October was not a session of the International Labour Conference; consequently the Standing Orders of the Conference were not automatically applied to this meeting. Under these circumstances the Office had prepared simplified draft Standing Orders, which were based on those of the 1937 Washington Textile Conference and the 1939 Havana Conference. The Governing Body should decide whether it desired to communicate these draft Standing Orders to the Conference with the suggestion that the Conference should adopt them provisionally at the beginning of its proceedings, on the understanding that the text would be amended at a later stage if it were found necessary.

Sir John Forbes Watson approved the suggestions made by the Chairman. He desired, however, to be informed as to the precise differences between the Conference and an ordinary session of the International Labour Conference.

The Acting Director replied that in the first place the Conference convened for 27 October would not be asked to proceed to the election of members of the Governing Body; in the second place, it would not adopt either Conventions or Recommendations; finally, as it would not have to perform any constitutional functions it would not be bound by the complicated Standing Orders which were required for the International Labour Conference. In drawing up the simplified draft Standing Orders for this Conference which were before the Governing Body, the Office had attempted to give to the Conference the greatest possible freedom.

In his view the main function of the Conference would be to exchange views. Such a debate had become necessary. The Conference had not met for more than two years and there had been no Governing Body meeting for 20 months. Furthermore, the International Labour Organisation was not limited to the staff of the Office. It was necessary that representatives of the different groups and interests associated with the Organisation should have the opportunity for an exchange of views. The convening of the Conference was designed to furnish an opportunity to Governments, employers and workers to give their views on the social, economic and labour problems of the present time and to indicate what part they wished the Office to play.
attribuer à l’Organisation dans ce domaine. Le projet de règlement élaboré par le Bureau pour la Conférence a pour but de donner à la réunion le maximum de facilités à cet égard ; il ne s’agit pas de perdre du temps à la constitution de commissions, à la vérification de pouvoirs, ni de refuser la parole à un conseiller technique pour la raison que le délégué qu’il accompagne serait déjà intervenu dans la discussion.

A propos de la procédure à suivre par la Conférence, il rappelle que l’ordre du jour comprend une seule question technique ; la Conférence n’aura donc besoin que d’une seule Commission technique ; à cet égard, il lui semble que la Commission de proposition de la Conférence pourra envisager la possibilité de faire traiter ce problème par la Conférence elle-même, siégeant en commission générale ; celle-ci pourrait ensuite décider la création d’une sous-commission, si elle le jugeait à propos. Au total, la Conférence sera entièrement libre de régler sa procédure comme il lui convient.

Le Conseil d’administration décide de renvoyer à la Conférence le projet de règlement, en lui suggérant de l’adopter à titre provisoire dès le début de ses travaux.

Le Président (M. Hallsworth) est convaincu que le Conseil d’administration tiendra à exprimer sa vive reconnaissance à l’Université de Columbia qui a mis ses locaux à la disposition de l’Organisation pour la session du Conseil et pour la Conférence.

Le Directeur p.i. souligne que la reconnaissance du Conseil s’adresse en particulier — en dehors, bien entendu, de M. Carter Goodrich — au Président de l’Université, M. Nicholas Murray Butler, à M. Fackenthal, prévôt de l’Université et à M. Lindsay Rogers, Président de la commission créée par l’Université de Columbia pour assurer l’organisation pratique de ces réunions.

Le Conseil d’administration charge le Directeur p.i. d’exprimer la profonde reconnaissance de l’Organisation internationale du Travail aux autorités de l’Université de Columbia pour la bienveillante hospitalité qu’elles lui ont offerte.

Le Président du Conseil d’administration prend la présidence.

PREMIÈRE QUESTION A L’ORDRE DU JOUR

Rapport du Directeur p.i. (suite)

Historique depuis la 89ème session


Le Président rappelle que le principal événement depuis la 89ème session est la démission de M. Winant de ses fonctions de Directeur. Dans le document soumis au Conseil figure la lettre de démission de M. Winant, qui expose les raisons l’ayant amené à sa décision. Comme l’indique M. Winant, il a estimé que son devoir était d’accepter les fonctions d’ambassadeur à Londres, qui lui étaient offertes par le Président des États-Unis ; à ce moment, il avait assuré l’établissement à Montréal d’un centre d’activité du Bureau et ainsi garanti la continuité de l’oeuvre de l’Organisation. L’esprit dans lequel il a quitté le Bureau est clairement indiqué dans la phrase de sa lettre : “Ma foi en l’Organisation et en son aptitude à servir l’humanité a été renforcée pendant cette période critique. J’espère pouvoir continuer à lui être utile”. La note soumise au Conseil reproduit la réponse qu’il a lui-même adressée à M. Winant, ainsi que la notification de l’événement aux membres du Conseil. A cet égard, il tient à préciser que cette notification a été précédée d’un télégramme qu’il a adressé le 14 février 1941 à tous les membres du Conseil, avant d’avoir accepté la démission ; ce message était ainsi conçu :

(Traduction)

Ai reçu aujourd’hui communication du Directeur remettant sa démission prenant effet 15 février, motivée par sentiment que son devoir est d’accepter
under the present circumstances. The draft Standing Orders drawn up by the Office for the use of the Conference were intended to allow it every possible latitude. There was no need to lose time on the setting up of committees, or on the verification of credentials, nor to refuse a technical adviser the right to speak because the delegate he accompanied had already taken part in the debate.

In regard to the procedure to be followed by the Conference, he recalled that the agenda consisted of a single technical question. The Conference would therefore only need a single technical commission. For this purpose he thought that the Selection Committee of the Conference might consider the setting up of a Committee of the whole house, which could then appoint a sub-committee if it desired. The fundamental idea was to leave the Conference entirely free to determine its procedure as it seemed best.

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

The Chairman (Mr. Hallsworth) was certain that the Governing Body wished to express its deep gratitude to Columbia University which had made available the premises required for the Sessions of the Governing Body and of the Conference.

The Acting Director emphasised that the gratitude of the Governing Body should be addressed in particular — apart, of course, from Mr. Carter Goodrich — to the President of the University, Dr. Nicholas Murray Butler, to Dr. Fackenthal, Provost of the University, and to Professor Lindsay Rogers, Chairman of the Committee set up by Columbia University to make all the arrangements necessary for the meetings.

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

The Chairman of the Governing Body took the chair.

FIRST ITEM ON THE AGENDA

Report of the Acting Director (continued)

Events since the last meeting of the Governing Body

1 - 4. Resignation of the Director.

The Chairman recalled that the principal event since the 89th Session was the resignation of Mr. Winant from the Directorship. In the document submitted to the Governing Body there appeared the letter of resignation of Mr. Winant which explained the reasons leading to his decision. As Mr. Winant indicated, he felt it his duty to accept the post of Ambassador of the United States in London which had been offered to him by the President of the United States. At that time the Office had been effectively established in Montreal, Canada, and the continuity of the work of the Organisation assured. The spirit in which he left the Office was clearly outlined in the paragraph of his letter which stated: "My confidence in the Organisation and its ability to serve mankind has been deepened in this critical period. I hope that I may continue to be useful to it." The note submitted to the Governing Body also reproduced the letter of reply addressed by the Chairman to Mr. Winant, as well as the notification of the event sent to the members of the Governing Body. In this connection he wished to point out that this notification by letter was preceded by a telegram addressed on 14 February 1941 to all the members of the Governing Body before he had accepted the resignation. The telegram read as follows:

Have today received communication from Director submitting his resignation effective February 15th because he considers it his duty to accept United
poste ambassadeur des États-Unis en Grande-Bretagne. Sa lettre, que je vous communique, exprime sa reconnaissance au Conseil d'administration et sa foi dans l'aptitude de l'Organisation à servir l'humanité. Suivi convaincu que vous tiendrez à ce que, en acceptant cette démission, j'exprime votre chaleureuse appréciation du courage, de la prévoyance et du dévouement avec lesquels il a fait traverser au Bureau la période la plus critique de son histoire.

Sir Frederick Leggett souligne que la perte subie par le Bureau a été la cause d'un grand enrichissement pour la Grande-Bretagne. Quant au Conseil d'administration, il ne peut évoquer la personne de M. Winant que comme celle d'un homme d'un grand caractère, voulant le bien, et entièrement dévoué à l'Organisation. La Grande-Bretagne est convaincue que ses précédentes fonctions l'ont excellemment préparé à sa tâche actuelle et aux hautes missions qu'il aura certainement à assurer dans l'avenir.

Pour exprimer les sentiments du Conseil d'administration, il propose l'adoption d'une résolution ainsi conçue:

Le Conseil d'administration affirme ses sentiments d'attachement personnel à M. Winant et sa haute appréciation des services qu'il a rendus à l'Organisation pendant qu'il était chargé de la Direction, notamment au cours de la période critique qui a suivi le début des hostilités. Le Conseil lui exprime ses vœux chaleureux de succès dans les hautes fonctions qu'il exerce actuellement.

M. Pontes de Miranda s'associe pleinement à l'hommage rendu à M. Winant par Sir Frederick Leggett.

M. Li Ping-Heng appuie le projet de résolution présenté par Sir Frederick Leggett.

Sir John Forbes Watson, au nom du groupe des employeurs, et M. Hallsworth, au nom du groupe des travailleurs, s'associent à l'hommage rendu à M. Winant par Sir Frederick Leggett et appuient son projet de résolution.

Le Directeur p.i. tient, au nom du Bureau, à rappeler que celui-ci a traversé, avant le départ de Genève, une période très difficile qu'il est malaisé de décrire dans l'atmosphère dont on jouit sur le continent américain; pendant ces mois ont pesé sur M. Winant de très lourdes responsabilités. En dépit de ses graves préoccupations, M. Winant n'a pas cessé de faire office de conseiller pour ses collaborateurs. Un personnel international comme celui du Bureau ne peut avoir, dans une crise aussi grave que celle qu'a traversée l'Europe depuis 1939, la même cohésion que les fonctionnaires d'une administration nationale; chaque personne avait des problèmes différents; certains fonctionnaires ne pouvaient rentrer dans leur pays, d'autres avaient des difficultés de visa, certains, enfin, étaient gravement préoccupés par l'avenir. M. Winant a passé de longues heures à essayer de résoudre les problèmes personnels de chacun. Au nom des fonctionnaires du Bureau, de ceux qui sont en service tout comme des démissionnaires, il tient à exprimer à M. Winant son affection et sa reconnaissance, ainsi que ses vœux pour sa carrière future.

M. Watt tient à associer les travailleurs américains à l'éloge de M. Winant qui vient d'être fait au Conseil d'administration. Ayant lui-même participé au mouvement ouvrier dans son pays depuis un quart de siècle, il sait tout ce que M. Winant représente pour la cause ouvrière et tient donc à comprendre les travailleurs de son pays dans l'hommage rendu à l'ancien Directeur.

Le Conseil d'administration adopte la résolution présentée par Sir Frederick Leggett et qui est ainsi conçue:

Le Conseil d'administration affirme ses sentiments d'attachement personnel à M. Winant et sa haute appréciation des services qu'il a rendus à l'Organisation pendant qu'il était chargé de la Direction, notamment au cours de la période critique qui a suivi le début des hostilités. Le Conseil lui exprime ses vœux chaleureux de succès dans les hautes fonctions qu'il exerce actuellement.
States Ambassadorship to Great Britain. This letter which I am forwarding expresses his thanks to Governing Body and his faith in Organisation's ability to serve mankind. Am confident you will wish me in accepting his resignation to express warm appreciation for the courage, foresight and devotion with which he has carried Office through most difficult period of its history.

Sir Frederick Leggett emphasised that the loss to the Office was the great gain of Great Britain. As far as the Governing Body was concerned Mr. Winant would be remembered as a man of very high character whose influence was for the good and who had 100 per cent. devotion to the principles of the Organisation. Great Britain was convinced that his previous experience had particularly fitted him for his present office and for still higher duties that he would surely have in the future.

In order to express the feelings of the Governing Body he proposed the adoption of the following resolution:

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

Mr. Pontes de Miranda associated himself fully with the tribute paid to Mr. Winant by Sir Frederick Leggett.

Mr. Li Ping-Heng supported the resolution submitted by Sir Frederick Leggett.

Sir John Forbes Watson, in the name of the Employers' group, and Mr. Hallsworth, in the name of the Workers' group, associated themselves with the tribute to Mr. Winant by Sir Frederick Leggett and supported the resolution.

The Acting Director, on behalf of the Office, recalled that the period before the departure from Geneva was very difficult, in fact a period which was difficult to describe in the kind of atmosphere enjoyed on the American Continent. During this period very heavy responsibilities were placed on Mr. Winant's shoulders. In spite of his serious preoccupations Mr. Winant never ceased to advise his collaborators on personal problems. An international staff such as that of the Office could not be expected to have the kind of cohesion which a national staff would have in an international crisis of the kind that had been felt in Europe since 1939. Each individual had to face different problems. Some officials could not return to their countries, others had difficulties in obtaining visas, others finally were seriously concerned with the future. Mr. Winant spent long hours dealing with the personal problems of individual members of the staff. He felt that he spoke for all the staff, both for those who were still in the service and for those who had unfortunately had to leave it, in expressing to Mr. Winant their affection and gratitude and their desire to be associated in the wishes expressed for his future career.

Mr. Watt wished to associate the American workers with what had been said of Mr. Winant in the course of the Governing Body meeting. Having himself participated in the workers' movement of his country for a quarter of a century, he knew how fully Mr. Winant represented the workers' cause and he wished therefore to associate the workers of his country with the tributes paid to the former Director.

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

The Governing Body desire to place on record their high personal regard for Mr. John G. Winant and their high appreciation for the services he rendered to the Organisation during his period of office as Director, particularly in the critical period at the outbreak of the war. They further desire to send to him their good wishes for him in the high office he now holds.
7-10. Etablissement du Bureau de Montréal.

Statut diplomatique du Bureau au Canada.

Le Directeur p.i. rappelle que dans son Rapport à la Conférence il a signalé toute la dette de reconnaissance que l'Organisation internationale du Travail, et notamment le Conseil d'administration, doivent au Gouvernement canadien pour avoir autorisé le Bureau à établir un centre d'activité à Montréal, et aux autorités de l'Université McGill pour avoir généreusement mis à la disposition de l'Organisation les locaux nécessaires.

Il tient, toutefois, à attirer spécialement l'attention du Conseil sur les mesures pratiques que les autorités canadiennes ont bien voulu prendre pour permettre au Bureau de poursuivre utilement sa tâche. Le Gouvernement canadien a reconnu le caractère d'institution internationale du Bureau et, à ce titre, lui a accordé un statut qui lui assure une indépendance complète, analogue à celle dont il jouissait à Genève. Cette tâche a exigé la solution de toute une série de difficultés et la prise de mesures exceptionnelles, sans précédent au Canada. Ces mesures sont formulées dans une "Ordonnance sur les traités de paix (statut du Bureau international du Travail) 1941", qui a été publiée dans la Gazette Officielle du Canada. D'autre part, une institution alimentée par des contributions venant de tous les pays du monde, et qui a également des paiements à faire dans des régions diverses, se trouve aux prises avec toutes sortes de problèmes financiers et monétaires qui, actuellement, sont directement liés aux problèmes politiques. Le Gouvernement canadien a bien voulu octroyer au Bureau des facilités qui lui assurent une indépendance complète à l'égard des diverses restrictions établies par les autorités canadiennes en matière monétaire et de transferts de fonds.

Il a pensé qu'il devait signaler au Conseil d'administration les efforts considérables que les autorités canadiennes ont bien voulu faire pour aboutir à la solution de ces questions. Ces mesures revêtent, d'ailleurs, un intérêt permanent, en ce sens qu'elles constituent une étape dans le développement du statut des institutions internationales, développement qui peut être considérable dans l'avenir.

M. Harriman s'associe aux paroles du Directeur p.i. exprimant la reconnaissance du Bureau au Gouvernement canadien et aux autorités de l'Université McGill. Il s'est rendu à Montréal à plusieurs reprises et a pu se rendre compte des facilités dont disposait le Bureau. Le Conseil doit au Gouvernement canadien et à l'Université McGill une très vive reconnaissance.

M. Lubin tient, au nom du Gouvernement des États-Unis, à s'associer aux déclarations qui ont été faites pour exprimer au Gouvernement canadien la reconnaissance de l'Organisation pour l'aide qu'il a accordée à celle-ci.

Après une observation de M. Hambro, M. Lubin propose au Conseil de formuler ce sentiment dans une résolution ainsi conçue:

Le Conseil d'administration, notant avec intérêt les services que le Gouvernement du Canada a rendus à l'Organisation internationale du Travail et les privilèges qu'il lui a reconnus, exprime au Gouvernement canadien sa vive gratitude pour sa cordiale assistance qui a permis à l'Organisation de maintenir son caractère international.

Sir Frederick Leggett appuie le projet de résolution. Il se rappelle l'époque où M. Winant est venu à Londres, très préoccupé de savoir où il pourrait établir les services du Bureau. Lorsqu'on se souvient de l'état d'esprit qui régnait à cette époque, on ne peut trop hautement apprécier la décision prise par le Gouvernement canadien en faveur du Bureau.

M. Lamuraglia fait connaître que le groupe des employeurs appuie pleinement la proposition tendant à exprimer la reconnaissance du Conseil à l'égard du Gouvernement canadien. Celui-ci a rendu un grand service à l'Organisation en permettant au Bureau de poursuivre son activité et en reconnaissant son caractère d'institution internationale.
7 - 10. Setting up of the Montreal Office.

**Diplomatic Status of the Office in Canada.**

The Acting Director recalled that in his report to the Conference he had expressed the gratitude which the Organisation, including the Governing Body, would feel to the Canadian Government for having authorised the Office to establish a working centre at Montreal, and to the authorities of McGill University, which had generously placed the necessary premises at the disposal of the Organisation.

He wished, however, to draw the attention of the Governing Body especially to the practical measures which the Canadian authorities had been good enough to take in order to facilitate the work of the Office. The Canadian Government recognised the international character of the International Labour Office and for this reason had accorded it a status similar to that which it had in Switzerland, which permitted it to function with complete independence. This task, had required the solving of a whole series of difficult questions and the taking of exceptional measures which were without precedent in Canada. These measures had been formulated in a special Order, "The Treaties of Peace (Status of the International Labour Office) Order, 1941", which had been published in the Official Gazette of Canada. In addition, an institution which received contributions coming from all parts of the world and had to make payments in different countries was faced with many kinds of financial and monetary problems which at the present time were directly related to political issues. The Canadian Government had taken measures to enable the International Labour Office to dispose of its funds and its financial resources with complete freedom as far as Canada was concerned, relieving it of the various restrictions normally applied by the Canadian authorities.

He believed that he should point out to the Governing Body the trouble which the Canadian Government had taken to work out a solution for these questions. These measures, furthermore, had a permanent value since they marked a stage in the development of international organisations as such, a development which might be of the greatest possible importance in the future.

Mr. Harriman associated himself with the words of the Acting Director, expressing the gratitude of the Office to the Canadian Government and to the authorities of McGill University. He had visited Montreal several times and could appreciate the facilities which had been made available to the Office. The Governing Body should express to the Canadian Government and to McGill University its very deep gratitude.

Mr. Lubin on behalf of the Government of the United States wished to be associated with the statements which had been made to express to the Canadian Government the gratitude of the Organisation for the aid which it had given.

Following an observation made by Mr. Hambro, Mr. Lubin proposed that the Governing Body express its views in the following resolution:

The Governing Body, mindful of the services and privileges afforded to the International Labour Organisation, expresses to the Canadian Government its appreciation for its aid and kindness which has made it possible for the International Labour Organisation to maintain its international character.

Sir Frederick Leggett supported the resolution. He recalled the period when Mr. Winant came to London in a very harassed state of mind as to where he could transfer the Office. Recalling the state of mind of the world at that moment, it was impossible to appreciate too highly the decision taken by the Canadian Government in favour of the Office.

Mr. Lamuraglia stated that the Employers' group fully supported the proposal to express its gratitude to the Canadian Government. The Government had rendered a great service to the Organisation in permitting the Office to carry on its activities and in giving full recognition to its international character.
M. Hallsworth et M. Li Ping-Heng appuient le projet de résolution.

Le Conseil d'administration adopte la résolution présentée par M. Lubin, et qui est ainsi conçue:

Le Conseil d'administration, notant avec intérêt les services que le Gouvernement du Canada a rendus à l'Organisation internationale du Travail et les privilèges qu'il lui a reconnus, exprime au Gouvernement canadien sa vive gratitude pour sa cordiale assistance, qui a permis à l'Organisation de maintenir son caractère international.

M. Rive, au nom du Gouvernement canadien, remercie le Conseil des paroles aimables qui ont été adressées au Canada. Celui-ci apprécie hautement le privilège d'avoir sur son territoire le Bureau international du Travail.

Il reconnaît, avec le Directeur p.i., qu'il a fallu surmonter un bon nombre de difficultés pour définir le statut dont jouit le Bureau; en effet, la législation canadienne ne contient aucune disposition qui fût applicable; il a donc fallu improviser des solutions. A ce propos, il rend hommage au Directeur p.i., qui a subi avec de la plus grande patience les lenteurs administratives inévitables; il tient à lui renouveler les remerciements que le Premier Ministre du Canada lui a adressés personnellement au mois d'octobre et à exprimer sa reconnaissance au Conseil pour l'accueil qu'il a fait aux mesures prises par le Gouvernement canadien.

Le Conseil d'administration charge le Directeur p.i. d'exprimer sa vive reconnaissance aux autorités de l'Université McGill pour les facilités diverses qu'elles ont offertes au Bureau.

SEPTIÈME QUESTION A L'ORDRE DU JOUR

Commission interaméricaine de sécurité sociale

Le Directeur p.i. expose qu'au mois de décembre 1940 a eu lieu à Lima une réunion à laquelle assistait M. Winant, alors Directeur du Bureau, et à laquelle prenaient part, soit des représentants des administrations ou institutions d'assurances sociales, soit des représentants diplomatiques, des États-Unis, de l'Argentine, du Brésil, de la Bolivie, du Chili, de la Colombie, de l'Equateur, du Mexique, du Pérou et du Venezuela. À cette réunion, il a été décidé de créer une Commission interaméricaine de sécurité sociale. Cette Commission a pour but d'étendre et d'intensifier la collaboration des institutions de sécurité sociale des pays d'Amérique, en basant son action sur les principes consacrés par les résolutions sur les assurances sociales adoptées par les Conférences du Travail des États d'Amérique (Santiago-du-Chili et La Havane). Le Bureau a été invité à collaborer à cette œuvre et à assurer, si possible, la participation des institutions d'assurances sociales des pays d'Amérique qui n'étaient pas représentées à la première réunion. Sur ce dernier point, un résultat est déjà obtenu: le Canada a décidé de participer à l'œuvre de la Commission.

Au stade actuel, le Conseil est simplement appelé à autoriser le Bureau à continuer à donner à la Commission la collaboration technique et administrative que celle-ci pourra souhaiter et à demeurer en contact, en sollicitant leur concours, avec des organismes officiels de coopération interaméricaine, tels que l'Union panaméricaine et le Bureau sanitaire panaméricain, ainsi que l'Office du Coordinateur des affaires interaméricaines créé par le Président des États-Unis.

Comme il est indiqué dans la note soumise au Conseil, le Gouvernement chilien a exprimé le veu que la prochaine réunion de la Commission pût avoir lieu à Santiago et a formulé des suggestions pour l'ordre du jour de cette réunion. Le Conseil d'administration tiendra certainement à entendre, à ce propos, les commentaires que peut lui donner M. Salvador Allende, Ministre de l'Hygiène publique du Chili.

M. García Téllez déclare que le Gouvernement mexicain appuie entièrement les initiatives prises par le Gouvernement chilien; il est convaincu que cette action est
Mr. Hallsworth and Mr. Li Ping-Heng supported the resolution.

The Governing Body adopted the resolution submitted by Mr. Lubin which read as follows:

The Governing Body, mindful of the services and privileges afforded to the International Labour Organisation, expresses to the Canadian Government its appreciation for its aid and kindness which has made it possible for the International Labour Organisation to maintain its international character.

Mr. Rive, on behalf of the Canadian Government, thanked the Governing Body for the kind words addressed to Canada. His country greatly appreciated the privilege of having the I. L. O. on its territory.

He recognised, as did the Acting Director, that it had been necessary to solve a number of difficulties in order to define the status of the Office. In fact, Canadian legislation did not contain any provision which was applicable; it had therefore been necessary to devise new solutions. In this regard he wished to pay a tribute to the Acting Director, who had shown great patience with the inevitable administrative delays. He wished to renew the thanks that the Prime Minister of Canada had addressed to him personally during the month of October, and to express his gratitude to the Governing Body at the reception that it had given to the measures taken by the Canadian Government.

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

**Seventh Item on the Agenda**

**Inter-American Committee on Social Security**

The Acting Director explained that during December 1940 a meeting took place at Lima which was attended by Mr. Winant, then Director of the Office, and at which there were also present either representatives of the social security institutions or diplomatic representatives from the United States, Argentina, Brazil, Bolivia, Chile, Colombia, Ecuador, Mexico, Peru and Venezuela. At this meeting it was decided to constitute an Inter-American Committee to promote Social Security. The purpose of the committee was to extend and to intensify co-operation among the American States on questions of social security along the lines and principles laid down by the resolutions on social security adopted by the Labour Conferences of the American States (Santiago de Chile and Hayana). The Office was asked to give its assistance and to secure if possible the collaboration of social security institutions in countries of the American continent which were not represented at the initial meeting. On the latter point one result had already been obtained, since Canada had decided to participate in the work of the Committee.

At the present stage the Governing Body was asked only to authorise the Office to continue to give such technical and administrative assistance to the Committee as it required and to remain in contact with it, and to seek the assistance of other official organisations for inter-American co-operation, such as the Pan American Union and the Pan American Sanitary Bureau, and of the Office of the Co-ordinator of Inter-American Affairs set up by the President of the United States.

As was indicated in the note submitted to the Governing Body, the Chilean Government had invited the Inter-American Committee to hold its next meeting at Santiago and had made suggestions for the agenda of this meeting. The Governing Body would no doubt like to hear, on this matter, Mr. Salvador Allende, Minister of Public Health of Chile.

Mr. García Téllez stated that the Mexican Government fully supported the initiative taken by the Chilean Government. He was convinced that this action would
de nature à favoriser le développement des assurances sociales, développement indispensable à la vie de la démocratie, laquelle ne peut exister que si les travailleurs sont assurés convenablement contre les risques divers qui les menacent. La préparation de ces mesures est indispensable au progrès social. En assurant cette préparation, le Bureau international du Travail démontre qu'il a constamment à l'esprit le facteur humain, qui présente une si grande importance dans le monde entier et notamment dans les pays de l'Amérique latine.

Le Président est heureux de souhaiter la bienvenue au sein du Conseil d'administration à M. Salvador Allende, Ministre de l'Hygiène publique du Chili.

M. Allende remercie le Conseil d'administration de l'honneur qu'il lui fait en l'autorisant à prendre la parole devant lui. Il n'est pas le représentant du Gouvernement chilien au Conseil d'administration ; mais, invité à venir aux États-Unis pour assister à une réunion de l'Association américaine de l'Hygiène publique, et apprenant que le Conseil d'administration discutait le programme des travaux en matière d'assurances sociales qui sera examiné à Santiago au mois de mars, il se félicite de l'occasion qui lui est offerte de confirmer au Conseil l'invitation du Gouvernement chilien de tenir à Santiago la prochaine réunion de la Commission interaméricaine de sécurité sociale. Cette réunion poursuivra l'œuvre entamée à Lima sur l'initiative du Ministre de l'Hygiène publique du Pérou, de M. Winant, alors Directeur du Bureau, et de M. Stein, Chef de la section des assurances sociales du Bureau.

Les principes arrêtés à Lima ont une grande importance. Comme l'a très justement signalé M. García Téllez, le moment est venu pour les démocraties de transposer leurs préoccupations politiques sur le terrain économique et social ; à l'heure actuelle, une démocratie n'est complète que si elle possède une législation assurant aux masses la sécurité sociale indispensable. Tous les gouvernements sincèrement désireux de réaliser le progrès de leur pays font la même constatation. À cet égard, le Chili, pays de relativement faible étendue et dont le développement économique n'est pas complet, a néanmoins avec les États-Unis un trait commun : dans les deux pays on tend à développer l'assurance sociale de manière à couvrir tous les risques sociaux. En effet, les assurances sociales sont le meilleur moyen d'assurer la stabilité sociale d'un pays et de protéger les démocraties contre les dangers qui les menacent. Elles ont un double objet, économique et biologique. Sur le plan économique, l'assurance garantit au travailleur et à sa famille une sécurité indispensable pour le présent et l'avenir ; cette stabilité, pour l'ensemble des travailleurs, est la condition même de la grandeur et de la prospérité de la nation. D'autre part, la défense biologique des peuples est un élément capital pour l'avenir de la société tout entière. Ainsi donc, les principes à suivre en matière d'assurances sociales, tels qu'ils ont été définis à Lima, présentent une importance considérable.

Quant à la Commission devant se réunir à Santiago au mois de mars, elle vise à permettre à chaque pays de profiter des expériences faites ailleurs dans l'application des assurances sociales. Par l'émulation qu'ils suscitent, les travaux de cette Commission peuvent être très importants, en particulier pour un pays comme le Chili où les difficultés sont grandes, notamment dans les régions rurales, mais où l'on veut le progrès.

Il a été très sensible aux éloges adressées, notamment par M. García Téllez, à l'œuvre accomplie au Chili en matière d'assurances sociales. A l'heure actuelle, les autorités chiliennes travaillent à l'amélioration de la législation existante de manière à protéger non seulement tous les travailleurs mais encore leur famille ; actuellement, le nombre des assurés s'élève à 1.200.000 personnes, sur une population de 5 millions environ ; la réforme envisagée est destinée à couvrir également les familles de ces assurés.

En conclusion, il estime que l'œuvre actuellement discutée par le Conseil d'administration est, notamment en temps de guerre, de la plus haute importance pour la défense de la démocratie.

Le Président remercie M. Allende pour son exposé.

M. Watt indique que, de l'avis du groupe des travailleurs, il conviendrait que les invitations à une réunion, à laquelle seront discutées les bases des régimes d'as-
help the development of social insurance, a development which was essential to the life of a democracy, which could only exist if the workers were adequately insured against the various social risks that menaced them. The preparation of such measures was indispensable to social progress. In assuring such preparation, the International Labour Office demonstrated that it was concentrating its efforts on care for the human factor, which was of such great importance throughout the world and, in particular, in the Latin-American countries.

The Chairman took pleasure in welcoming Mr. Salvador Allende, Minister of Public Health of Chile.

Mr. Allende thanked the Governing Body for the honour which it paid him in allowing him to take part in the discussion. He was not the representative of Chile on the Governing Body but, having been invited to come to the United States to attend a meeting of the American Public Health Association and having heard that the Governing Body was to discuss the social security programme to be examined in Santiago in March next, he was happy to avail himself of the opportunity offered to him to confirm to the Governing Body the invitation of the Government of Chile to hold the next meeting of the Inter-American Committee on Social Security at Santiago. This meeting would continue the work that was started at Lima on the initiative of the Minister of Public Health of Peru, Mr. Winant, then Director of the Office, and of Mr. Stein, Chief of the Social Insurance Section of the Office.

The principles laid down at Lima were of great importance, as was very correctly pointed out by Mr. Garcia Téllez. The time had come for democracy to pass from political preoccupations to the economic and social sphere. In these days no democracy was complete unless it had developed legislation assuring to the masses the indispensable elements of social security. All the governments which sincerely desired to bring progress to their countries had reached the same conclusion. In this regard Chile, a country of relatively small area and as yet incomplete economic development, had nevertheless a common interest with the United States. In both countries efforts were being made to develop social security in such a manner as to cover all social risks. In fact social insurance was one of the best means of assuring the social stability of a country and protecting democracy against the dangers which menaced it. Social insurance had a double object, economic and biological. In the economic sphere, insurance guaranteed to the worker and his family the necessary stability and the necessary assurances as to the future which were the only possible basis for the greatness of a nation and the only source of its prosperity in the long run. At the same time, biologically, the human factor was the most important for the future of the whole community. Thus the principles to be followed in regard to social security, as they had been defined at Lima, were of very considerable importance.

As to the Committee which was to meet at Santiago during March, its purpose was to enable the countries participating to profit by the experiences of one another in the application of social security. The work of this Committee might provide a very important stimulus, especially for a country such as Chile where the difficulties, particularly in rural areas, were very great, but where there was a keen desire for progress.

He was very grateful for the praise given, particularly by Mr. Garcia Téllez, to the achievements of Chile in the field of social legislation. At the present time the Chilean authorities were working to improve existing legislation in such a way as to cover not only all the workers but also their families. Hitherto the number of insured persons had been 1,200,000 out of a population of about 5,000,000. The reform envisaged would extend these benefits equally to the families of all these workers.

In conclusion, he believed the question before the Governing Body was, particularly in time of war, of the greatest importance for the strengthening of democracy.

The Chairman thanked Mr. Allende for his statement.

Mr. Watt stated that in the opinion of the Workers' group invitations to a meeting at which would be discussed the bases of social insurance systems should be
surances sociales, fussent adressées non seulement aux Gouvernements mais également aux organisations patronales et ouvrières. De même, si l’Organisation internationale du Travail est associée à cette œuvre, par exemple par l’envoi d’une délégation du Conseil à cette réunion, il conviendrait que cette collaboration s’effectue sur une base tripartite.

*M. Pontes de Miranda* tient à rendre hommage aux représentants du Mexique et du Chili. Il souligne qu’à la réunion de Santiago le Gouvernement brésilien aura non seulement à exposer ses vues pour l’avenir, mais pourra également faire état des résultats pratiques qu’il a atteints. A cet égard, il n’est pas inutile de faire ressortir que toutes les institutions d’assurances sociales créées au Brésil reposent sur une base tripartite.

*Le Directeur p.i.* croit que la résolution No II adoptée à Lima doit donner satisfaction au groupe des travailleurs. En effet, d’après cette résolution, il est entendu que la Commission interaméricaine de sécurité sociale adopte les principes qui sont à la base des résolutions en matière de sécurité sociale approuvées par les Conférences de Santiago et de La Havane; or, la résolution sur les principes fondamentaux des assurances sociales adoptée à Santiago, et formellement confirmée à La Havane, recommande expressément, au point XI du chapitre IV, la participation des travailleurs ainsi que des employeurs à la gestion des institutions d’assurances sociales.

Toutefois, le Conseil ne doit pas perdre de vue que la Commission créée à Lima n’a pas été instituée par l’Organisation internationale du Travail; elle résulte d’un arrangement adopté par les représentants des pays réunis à Lima, qui étaient parfaitement libres de créer un organisme ayant ou non un caractère tripartite. La réunion de Lima a demandé l’assistance du Bureau international du Travail. Toutefois, le Conseil d’administration, appelé à approuver les modalités de cette collaboration, n’a pas qualifié pour modifier les décisions prises à Lima.

Par la résolution No III, la Commission a prié le Bureau d’obtenir la collaboration des institutions de sécurité sociale qui n’étaient pas représentées à Lima. Lorsque ces institutions fonctionnent déjà sur une base tripartite, il ne doit y avoir aucune difficulté. Lorsqu’elles ont une base différente, il est évident que le Conseil d’administration ne peut intervenir dans leur constitution. On ne peut qu’espérer que ces institutions finiront par adopter les recommandations formulées dans la résolution de la Conférence de Santiago au sujet de la participation des employeurs et des travailleurs à leur gestion.

Il ne pense pas que la question de la représentation du Conseil d’administration à la réunion de Santiago, soulevée par M. Watt, doive donner lieu à difficultés. Sans doute conviendra-t-il de consulter les institutions représentées au sein de la Commission; comme celles-ci ont déjà exprimé le désir de recevoir la collaboration du Bureau, il paraît certain qu’elles feront bon accueil à une représentation du Conseil d’administration, dont la composition sera tripartite si le Conseil en décide ainsi.

*Le Président* invite M. Allende à donner au Conseil quelques explications complémentaires.

*M. Allende* déclare que le Gouvernement chilien verrait certainement avec plaisir une représentation des travailleurs à la réunion de Santiago. D’ailleurs, au Chili, les institutions d’assurances sociales comprennent des représentants des travailleurs; le chef de la Confédération générale des travailleurs chilien a personnellement pris part aux travaux préparatoires de la réforme actuellement en cours.

Il salue avec reconnaissance la décision du Canada de participer aux travaux de la Commission et renouvelle ses remerciements au Bureau pour toute l’aide qu’il a accordée au Chili dans ses travaux en matière d’assurances sociales.

*M. Schevenels* déduit de la note soumise au Conseil que si, d’une part, c’est le Gouvernement chilien qui a pris l’initiative d’offrir l’hospitalité à la Commission interaméricaine de sécurité sociale, en revanche, c’est au Bureau qu’il incombe de prendre l’initiative de convoquer cette réunion. Dans ces conditions, il demande au Conseil de décider d’envoyer à la réunion de la Commission une délégation de composition tripartite. Quant à la composition des délégations à la Commission, il ne demande pas au Conseil de formuler des instructions précises quant à la forme des
addressed not only to governments but also to the workers' and employers' organisations. Similarly, if the International Labour Organisation were to be associated with this work, for example, by sending a delegation of the Governing Body to this meeting, it would be unfortunate if this collaboration were not carried out on a tripartite basis.

Mr. Pontes de Miranda wished to pay tribute to the representatives of Mexico and of Chile. He emphasised that at the Santiago meeting the Brazilian Government would not only have to express their ideas for the future, but would also be able to describe practical achievements. In this regard it was not without value to indicate that all the social insurance institutions established in Brazil rested upon a tripartite basis.

The Acting Director considered that resolution No. II adopted at Lima gave satisfaction to the Workers' group. It stated that the Inter-American Committee on Social Security adopted the principles underlying the resolutions on social security approved by the Labour Conferences of American States at Santiago and Havana. The resolution on the underlying principles of social security adopted at Santiago and formally confirmed at Havana recommended specifically in point XI of chapter IV that workers and employers should participate in the management of social insurance institutions.

However, the Governing Body should not forget that the committee set up at Lima was not established by the International Labour Organisation. It was the result of an arrangement between the representatives of the countries meeting at Lima, who were perfectly free to set up a body with or without a tripartite character. The Lima meeting requested the assistance of the International Labour Office. The Governing Body was asked to approve measures for collaborating with the Committee but could not change the Lima decisions.

In its resolution No. III the Committee requested the International Labour Office to secure the collaboration of the social security institutions which were not represented at Lima. Where the social security institutions were tripartite no difficulty would arise. Where they were formed on a different basis it was clear that the Governing Body could not interfere with their constitutions. It could only hope that these institutions would ultimately adopt the recommendations found in the resolution of the Conference of Santiago in regard to the participation of employers and workers in their management.

He did not believe that the question of representation of the Governing Body at the Santiago meeting which had been raised by Mr. Watt would give rise to any difficulty. It would clearly be necessary to consult the institutions represented in the Committee. As they had already expressed a desire for the collaboration of the Office it seemed likely that they would welcome a Governing Body delegation, whose composition would be tripartite if the Governing Body so desired.

The Chairman asked Mr. Allende to give some further explanatory comments.

Mr. Allende stated that the Chilean Government would most certainly be glad to see workers represented at the Santiago meeting. Furthermore, in Chile the institutions for social insurance included workers' representatives. The head of the General Workers' Confederation of Chile had personally taken part in the preparatory work on the bills that were under consideration.

He welcomed the decision of Canada to participate in the work of the Committee, and again thanked the Office for the aid that had been given to Chile in the field of social insurance.

Mr. Schevenels deduced from the note submitted to the Governing Body that if, on the one hand, the Chilean Government had taken the initiative in offering hospitality to the meeting of the Inter-American Committee on Social Security it was, on the other hand, the Office which had to take the initiative in convening the meeting. Under these conditions he requested the Governing Body to decide to send to the meeting of the Committee, a tripartite delegation. As to the composition of the delegations to be sent to the Committee, he did not ask the Governing Body to draft precise
invitations à expédier par le Bureau; il tient, toutefois, à exprimer le voeu que, dans l’invitation, le Bureau signale aux gouvernements l’opportunité de tenir compte, dans toute la mesure du possible, dans la composition de leurs délégations à Santiago, de la base tripartite sur laquelle fonctionne l'Organisation internationale du Travail elle-même.

Le Directeur p.i. précise que la réunion devant avoir lieu à Santiago n’est pas une conférence; elle sera une réunion de délégués analogue, à certains égards, aux conférences de l’Union postale universelle, qui groupent des représentants des administrations postales des divers pays. En l’espèce, il s’agit d’une réunion de représentants des institutions d’assurances sociales des divers pays; si ces institutions fonctionnent sur une base tripartite, ce qui est le cas neuf fois sur dix, il est vraisemblable que les délégations correspondront au caractère de l’institution. Si les institutions ont un caractère strictement gouvernemental, il se peut que, néanmoins, elles décident d’associer des représentants des groupements professionnels à leur délégations à la réunion de Santiago. Mais, pour l’instant, quel que soit le caractère de ces institutions, il reste inchangé jusqu’à ce qu’intervienne une modification de la législation.

La tâche du Bureau se borne à prêter ses services à la Commission, notamment en assurant son secrétariat et en lui fournissant des avis techniques. Le Conseil peut assurément indiquer à ces institutions qu’il souhaite se faire représenter à la réunion par une délégation tripartite; il ne doute pas, pour sa part, que la réaction à cette suggestion soit favorable; mais, pour l’instant, le Conseil ne peut aller au delà et ne peut notamment décider expressément l’envoi d’une délégation tripartite.

Sir John Forbes Watson comprend parfaitement qu’il n’appartient pas au Conseil d’administration de fixer le mode de représentation des institutions d’assurances sociales des pays d’Amérique à la réunion de Santiago. Néanmoins, il s’intéresse autant que les travailleurs aux moyens que l’on pourrait adopter pour convaincre ces institutions de l’opportunité d’adopter une base tripartite. A cet égard, il espère que l’indication donnée par M. Allende concernant la participation des travailleurs à la direction des institutions d’assurances sociales au Chili n’était pas limitative et que les employeurs sont également associés au fonctionnement de ces institutions.

Quant à la délégation du Conseil, il estime qu’elle devrait être tripartite. Peut-être pourrait-on, en annonçant l’envoi de cette délégation, formuler un voeu pour la composition des délégations des autres institutions à la réunion de Santiago.

M. Domenech ne pourrait concevoir une réunion convoquée pour élaborer un programme de sécurité sociale, c’est-à-dire la création d’institutions aux frais desquels employeurs et travailleurs contribuent, sans que les uns et les autres soient représentés à la réunion.

Le Président dégage quelques idées résultant de la discussion. Tout d’abord, le Conseil paraît unanime à reconnaître l’importance de la création d’un organisme coordonnant les initiatives prises en matière d’assurances sociales dans les pays d’Amérique; d’autre part, il est reconnaissant envers le Gouvernement chilien pour l’hospitalité qu’il offre à une réunion prévue dans ce but.

Les deux questions qui ne paraissent pas encore résolues ont trait au caractère tripartite de la Commission et de la délégation que le Conseil y enverrait éventuellement. Sur le premier point, il lui semble que, sans que le Conseil d’administration puisse prendre de décisions directes, il pourrait sans difficulté faire des suggestions à la Commission quant à l’opportunité de donner une base tripartite aux délégations. Sur le deuxième point, il lui semble que le Conseil d’administration pourrait, sans prendre de décision formelle, exprimer le désir d’être représenté à la Commission par une délégation tripartite.

Enfin, il peut, ainsi qu’il était suggéré dans la note du Bureau, autoriser celui-ci à continuer à donner à la Commission la collaboration technique et administrative requise.
instructions as to the form of the convocation to be sent out by the Office. He wished, however, to express the desire that the invitation of the Office indicate to the Governments the desirability of taking into consideration as far as possible, in the composition of their delegations to Santiago, the tripartite basis on which the International Labour Organisation itself functioned.

The Acting Director made clear that the meeting which would take place at Santiago would not be a conference, but would be a meeting of delegates analogous in certain respects to the meetings of the Universal Postal Union, which brought together representatives of the postal administrations of various countries. In this case the meeting would be one of representatives of social security institutions of various countries. If these social security institutions were tripartite — and they were in 90 per cent. of the cases — it was likely that the delegations would also be tripartite. If the institutions were of a strictly governmental nature, they might nevertheless decide to include representatives of employers and workers in their delegations to the meeting at Santiago, but, for the moment, the character of the institution, whatever it might be, could not be altered without an amendment in the legislation.

All that the Office was doing was to lend its services to the Committee, particularly by acting as its secretariat and giving it technical help. The Governing Body could certainly indicate to these institutions that it would like to be represented at the meeting by a tripartite delegation. He did not doubt that there would be a favourable response to such a suggestion, but for the time being the Governing Body could not go beyond that and could not specifically state that delegations must be tripartite.

Sir John Forbes Watson understood perfectly that it was not for the Governing Body to decide the composition of the representation of the social security institutions of American countries at the Santiago meeting. Nevertheless he was interested in the same way as were the workers in the methods that might be adopted to convince these institutions of the value of the tripartite basis. In this connection he hoped that the indication given by Mr. Allende concerning the participation of workers in the management of social insurance institutions in Chile was not limited to workers, and that the employers were also associated in the work of these institutions.

As to the Governing Body delegation, he believed that it should be tripartite. Perhaps it would be possible in announcing the sending of this delegation to express the hope that the composition of delegations of other institutions to the meeting at Santiago would be tripartite also.

Mr. Domenech could not conceive that a meeting could be convened to draw up a programme of social security, that is to say, the creation of institutions towards which employers and workers contributed, without employers and workers being represented at the meeting.

The Chairman summed up the main points that had emerged from the debate. In the first place, the Governing Body appeared to be unanimous in recognising the importance of the setting up of an agency to co-ordinate the activities of the American countries in the field of social insurance. Furthermore, the Governing Body was grateful to the Chilean Government for making the arrangements for the proposed meeting.

The two questions which had not yet been solved dealt with the tripartite character of the Committee and of the delegation that the Governing Body might send to its meeting. On the first point, he thought that although the Governing Body could not take a direct decision there would be no objection to the Governing Body suggesting to the Committee the desirability of giving a tripartite basis to the delegations. On the second point, he believed that the Governing Body could, without taking any formal decision, express its desire to be represented at the Committee by a tripartite delegation.

Finally, the Governing Body could, as was suggested in the note of the Office, authorise the Office to continue to render to the Committee any technical and administrative assistance which was required.
M. Watt constate que, quelle que soit la forme précise de la collaboration donnée par l'Organisation à la Commission interaméricaine de sécurité sociale, l'impression générale est que cette Commission est convoquée sous les auspices de l'Organisation internationale du Travail. Or, aux États-Unis, on se trouve probablement à la veille de décisions très importantes en matière de sécurité sociale. Ces projets de réforme seront sans doute traités à la réunion de Santiago. Comme les décisions prises auront des répercussions directes sur le sort de millions de travailleurs, il ne peut s'empêcher de revenir sur la question de la composition tripartite des délégations à cette réunion. Il croit que le Directeur p.i., en indiquant que neuf fois sur dix les institutions d'assurances sociales des divers pays fonctionnaient sur une base tripartite, dépassait plutôt la réalité. D'ailleurs, à partir du moment où des représentants des travailleurs sont directement associés à la direction d'une institution d'assurances sociales, ils deviennent en quelque sorte des fonctionnaires, attachés au maintien des institutions existantes, et beaucoup moins ardents dans la lutte pour le progrès que les délégués libres de groupements indépendants. Dans ces conditions, si la Commission se réunit sous les auspices de l'Organisation, il lui paraît qu'il convient d'attirer l'attention des Gouvernements sur l'opportunité de comprendre, dans les délégations à la réunion de Santiago, des représentants des employeurs et des travailleurs. Une telle position revêt, à son avis, une grande importance, car sinon, on risque d'encourager la réunion de personnes dont le véritable intérêt est de maintenir la législation existante ou, tout au moins, son application, dans des conditions ne gênant pas leurs intérêts.

M. Moore estime qu'il ressort du projet d'ordre du jour de la réunion prévue à Santiago qu'il ne s'agit pas simplement d'une réunion de techniciens des assurances sociales. L'application de l'assurance sociale aux travailleurs agricoles, aux travailleurs indépendants et aux gens de maison par exemple, est une question de politique générale qui devrait être discutée avec employeurs et travailleurs. Il en est de même pour l'organisation des prestations médicales et pharmaceutiques. Enfin, on annonce l'envoi aux membres de la Commission d'une documentation concernant les tendances nouvelles dans le domaine de la sécurité sociale; il n'y a pas de question d'une portée plus large.

D'un autre côté, il constate que, dans la lettre où il fait connaître son intention de participer à la Commission, le Canada indique expressément que "le Gouvernement du Canada sera heureux de désigner un représentant à la Commission interaméricaine pour l'avancement de la sécurité sociale". Il s'agit bien d'un représentant de l'administration, et l'on peut croire que le Gouvernement canadien n'a pas conclu de la communication du Bureau que sa délégation à la Commission devrait avoir une composition tripartite. Le fait est d'autant plus grave qu'il s'agit d'une réponse, non au Gouvernement chilien, mais au Bureau international du Travail.

Le Directeur p.i. précise que la lettre du Gouvernement canadien ne répond pas à une communication émanant du Bureau lui-même, mais à une lettre par laquelle ce dernier se bornait à transmettre au Gouvernement canadien la résolution No III adoptée à Lima; dans cette résolution, la Commission invitait le Bureau à obtenir la collaboration des institutions de sécurité sociale qui n'étaient pas représentées à Lima.

M. Moore estime que toute démarche accomplie par le Bureau doit tenir compte de la politique générale de l'Organisation internationale du Travail; c'est le cas plus particulièrement lorsqu'il s'agit d'une communication faite à titre officiel. En l'espèce, le Bureau au nom d'un tiers organisme, a officiellement suggéré une certaine décision au Gouvernement canadien, lequel, de toute évidence, ne s'est pas rendu compte que dans sa décision il devait tenir compte du caractère tripartite de l'institution qui s'adressait à lui. Il n'entend pas critiquer le Directeur par interim; il se borne à signaler que lorsque l'Organisation internationale du Travail participe directement ou indirectement à la convocation d'une réunion quelconque, elle doit veiller à faire consacrer, au sein de cette réunion, son propre caractère tripartite. S'il ne peut en être ainsi, il est préférable que la réunion s'organise en dehors de l'Organisation.

M. Eddy ne comprend pas bien le caractère de la Commission que l'on propose de réunir à Santiago. S'agit-il d'une réunion de caractère philanthropique ou d'une assemblée dépendant d'organismes gouvernementaux? Dans le premier cas, on ne
Mr. Watt stated that whatever might be the precise form of the collaboration given by the Organisation to the Inter-American Committee on Social Security, the general impression was that the Committee was being convened under the auspices of the International Labour Organisation. The United States was on the eve of making certain very important recommendations in the field of social security, which would no doubt be discussed at the Santiago meeting. As the decisions taken would have direct repercussions on the position of millions of workers, he felt obliged to return to the question of the composition of the delegations to the meeting. He believed that the Acting Director, in stating that nine out of ten social security institutions of the various countries were operated on a tripartite basis, made a rather generous estimate. Furthermore, from the moment when representatives of workers were directly associated in the management of social security institutions, they became to some degree officials with a vested interest in the status quo and were much less emphatic in advocating the reforms that would be urged by free representatives of the workers. Under these conditions if the Committee met under the auspices of the Organisation, he thought it should draw the attention of Governments to the desirability of including in the delegations to the meeting at Santiago representatives of employers and workers. The matter was of great importance, because otherwise there would be a risk of encouraging a meeting of people whose real interest was to maintain in operation the existing legislation or at least its application under conditions which would not affect their vested interests.

Mr. Moore believed that it was clear from the draft agenda prepared for the meeting at Santiago that it was not simply a question of a meeting of technicians on social security. The application of social insurance to agricultural workers, to the self-employed and to domestic servants, for example, were questions of broad policy which should be dealt with on a tripartite basis. This was also true in discussing the efficiency and economy of medical and pharmaceutical benefits in health insurance plans. Finally, it was indicated that members of the Committee would receive documents on several subjects to which members attached special importance such as, for example, new approaches to social security. There were no questions broader than that in his view.

From another point of view, he pointed out that in the letter in which it indicated its intention to participate in the Conference, the Canadian Government stated specifically that "the Government of Canada would be glad to nominate a representative to the Inter-American Committee on Social Security". It was quite clear that the Canadian Government proposed to appoint a representative of the administration and did not understand from the communication from the Office that its delegation to the Committee should be on a tripartite basis. The fact was all the more serious because the reply was given to an invitation sent not by the Chilean Government but by the International Labour Office.

The Acting Director made clear that the letter of the Canadian Government was not a reply to a communication coming from the Office itself, but to a letter in which the Office merely transmitted to the Canadian Government resolution No. III adopted at Lima, in which the Committee asked the Office to obtain the collaboration of the social security institutions which were not represented at Lima.

Mr. Moore believed that any steps taken by the Office should be governed by the policy of the International Labour Organisation. This was particularly the case when it was a question of an official communication. In this case, the Office in the name of a third party officially suggested a certain course to the Canadian Government, who had evidently not considered that in making its decision it should take into consideration the tripartite composition of the institution which addressed it. He did not wish to criticise the Acting Director, but merely wished to point out that when the International Labour Organisation participated directly or indirectly in convening a meeting of any kind, it should take care to ensure that in the meeting itself its own tripartite character was recognised. If it were not possible to do that, it would be preferable that the meeting should be organised outside of the I.L.O.

Mr. Eddy did not fully understand the character of the Committee which it was proposed to convene at Santiago. Was it a question of a philanthropic meeting or of a meeting of people who formed part of the administration of the State? In the first
peut évidemment pas imposer certaines conditions à l'entreprise. Dans le second, et surtout si l'Organisation internationale du Travail doit être associée de manière quelconque à la manifestation, il lui semble que l'on peut essayer de faire prévaloir le caractère tripartite, notamment dans la délégation du Conseil d'administration.

A propos de l'ordre du jour de la réunion de Santiago, il signale que les questions qui sont mises en discussion font dès à présent l'objet de mesures législatives en Nouvelle-Zélande, où l'on s'est depuis longtemps intéressé à la sécurité sociale; celle-ci, en effet, est l'un des principaux éléments des préoccupations des travailleurs. Les employeurs ont joué un rôle considérable dans les mesures de sécurité sociale en Nouvelle-Zélande; autant que les travailleurs, ils tiennent à élever le niveau de vie et à donner à l'ensemble de la population des garanties pour l'avenir. Aussi bien lui paraît-il désirable qu'employeurs et travailleurs soient associés à toutes les délibérations visant au perfectionnement et au développement des assurances sociales dans les divers pays.

Le Directeur p.i. croit qu'en réalité tous les membres du Conseil d'administration sont d'accord. Il estime nécessaire néanmoins de relever un aspect du problème signalé par M. Moore. Il s'agit de savoir, en effet, si le Directeur du Bureau doit éviter des relations avec des institutions n'ayant pas un caractère tripartite, quelles que soient leur importance et la valeur de leur œuvre.

Il comprend parfaitement la réaction générale des membres du Conseil. Il est édifiant qu'en temps normal, le débat qui vient d'avoir lieu aurait dû se dérouler à une précédente étape de la procédure; toutes les démarches du Bureau n'auraient été accomplies qu'après que le Conseil d'administration eût été consulté. Dans le cas particulier, la communication expédiée par le Bureau consécutivement à la réunion de Lima n'a pas fait l'objet d'une discussion préalable au sein du Conseil d'administration pour l' excellente raison que le Conseil n'a pu se réunir pendant vingt mois.

Le problème présente toutefois un autre aspect que le Conseil ne doit pas perdre de vue. Si, en effet, les délégués réunis à Lima ont adopté les principes arrêtés à Santiago et à La Havane, c'est uniquement en raison de la participation de représentants du Bureau. Si, ensuite, le Bureau a accepté d'assurer le secrétariat de la Commission nouvellement constituée, c'était en vue d'assurer l'observation des diverses recommandations des Conférences de Santiago et de La Havane, et notamment de celles portant sur le caractère tripartite de la délégation des institutions d'assurances sociales. Quant au Gouvernement canadien, il a été saisi de la résolution No III de même que de l'ensemble de la documentation.

Enfin, comme on l'a déjà signalé, l'Organisation ne peut imposer la participation patronale et ouvrière à la gestion d'institutions d'assurances sociales qui n'ont pas encore adopté ce principe. On ne peut qu'essayer de convertir les dirigeants des institutions elles-mêmes ou les autorités gouvernementales qui, elles, peuvent prendre l'initiative d'une réforme de ces institutions par la voie législative. L'œuvre de la Commission interaméricaine de sécurité sociale vise précisément à ce résultat.

Tels sont les faits. Si des représentants du Bureau n'avaient été associés aux conversations de Lima, le Conseil d'administration n'aurait pu être renseigné à leur sujet, et une occasion de favoriser l'organisation tripartite des institutions d'assurances sociales aurait été perdue. Pour l'instant on peut admettre que le Conseil d'administration sera admis à se faire représenter à la Commission par une délégation tripartite. D'autre part, comme organe assurant le secrétariat de la Commission, le Bureau prendra les mesures nécessaires pour rappeler à la Commission la constitution tripartite sur laquelle l'Organisation repose elle-même et qui est à la base des recommandations de Santiago et de La Havane que la Commission a précisément adoptées comme base de ses travaux. On ne peut aller au delà.

M. Allende espère vivement que la délégation du Conseil d'administration à la réunion de la Commission interaméricaine de sécurité convoquée à Santiago aura une composition tripartite. Quant aux délégations des pays prenant part à la Commission, il s'efforcera de signaler aux divers pays l'opportunité de leur donner également le caractère tripartite.

M. Moore n'a jamais prétendu que le Bureau devrait renoncer à toutes relations
case, it would clearly not be possible to impose any particular conditions. In the second,
and especially if the International Labour Organisation should in any way be associ-
ated with the meeting, it seemed to him that an effort should be made to respect the
tripartite basis, particularly in the Governing Body delegation.

In regard to the agenda of the meeting at Santiago, he pointed out that the ques-
tions which would be under discussion were already the object of legislation in New
Zealand which had for a long time been interested in social security. This was in fact
one of the principal concerns of the workers. The employers had played a considerable
part in the social security measures in New Zealand and, like the workers, believed
in raising the standard of living and in giving to the whole of the population guarantees
for the future. He thought it therefore desirable that the employers and workers
should be associated in all discussions concerning the perfecting and development of
social security institutions in various countries.

The Acting Director believed that there was in fact agreement among the mem-
ers of the Governing Body. He thought it was necessary nevertheless to take up one
aspect of the problem indicated by Mr. Moore. The question was whether in fact the
Director of the Office should avoid any relations with institutions not tripartite in
character, no matter what their importance or what the value of their work.

He perfectly understood the general reaction of the members of the Governing
Body. In normal times, the discussion would have taken place at an earlier stage and
the steps taken by the Office would have been carried out after consultation and in
accordance with the decision of the Governing Body. In this particular case, the
letter sent by the Office in following up the Lima meeting could not be discussed first
in the Governing Body, because the Governing Body had not been able to meet for
twenty months.

There was another aspect of the matter which the Governing Body should not
forget. If, as was the case, the delegates meeting at Lima adopted the underlying
principles of social security approved by the Santiago and Havana Conferences, that
was a direct result of the participation of the Office. If later the Office agreed to pro-
vide the secretariat for the Committee which was to be constituted, it was for the pur-
purpose of furthering the various social security resolutions of the Santiago and Havana
Conferences, including the resolution concerning the tripartite nature of social security
institutions. When the Canadian Government was approached in accordance with
resolution III, it was at the same time sent all the documents.

Finally, as had already been pointed out, the Organisation could not impose tri-
partite representation on a social insurance institution that was not already tripartite.
All that could be done was to try to convert the institutions themselves or the Govern-
ments which were in a position to introduce legislation to get the character of the
institutions changed. The work of the Inter-American Committee on Social Security
was directed to achieving that result.

Those were the facts. If the representatives of the Office had not participated in
the Lima meeting, the Governing Body would not have been informed as to what
took place, and the opportunity to further the tripartite organisation of social security
institutions would have been lost. At the existing stage of development, it could
probably be taken for granted that the Governing Body could be represented at the
Committee by a tripartite delegation. On the other hand, as the body providing the
secretariat for the Committee, the Office would take the necessary steps to draw the
attention of the Committee to the tripartite principle on which the Organisation it-
self was based and which was also the basis of the recommendations of Santiago and
Havana adopted by the Committee as the foundation of its work. It would not be
possible to do more than that.

Mr. Allende expressed the definite hope that in any case the delegation of the
Governing Body to the Inter-American Committee meeting at Santiago would be tri-
partite in composition. As to the delegations taking part in the Committee, he would
bear the discussion in mind and take the opportunity to do anything possible to secure
that the representation of the different countries should be tripartite.

Mr. Moore stated that he had never intended that the Office should refrain from
avec une institution du fait qu'elle fonctionnerait sur une base autre que la base tri-partite. Dans sa pensée, il faut simplement que le Bureau, lorsqu'il est impliqué dans une action quelconque, fasse l'impossible pour obtenir la reconnaissance du principe de la participation des employeurs et des travailleurs. Il ajoute que si l'Organisation participe à une réunion, non à titre d'invité mais comme partie de l'organisme qui la convoque, elle ne devrait consentir à cette participation que si la réunion prévue a un caractère tripartite.

*M. Hallsworth* appuie, au nom du groupe des travailleurs, la réserve faite par M. Moore. Il souhaite que le Bureau ne perde pas de vue l'importance que le groupe des travailleurs attache au principe de la représentation tripartite. Si l'on établit un précédent de méconnaissance de ce principe, il peut entraîner des conséquences considérables et imprévisibles.

*Le Directeur p.i.* croit qu'après le débat qui vient de se dérouler, le groupe des travailleurs a toutes les garanties qu'il peut désirer. Au surplus, comme il l'a signalé, si le Conseil d'administration avait pu être réuni, la question lui aurait été soumise à un stade antérieur. Enfin, il est évident que le Bureau ne prendrait jamais aucune mesure qui serait contraire à la Constitution ou en désaccord avec les décisions du Conseil d'administration.

*Le Président* remercie M.Allende pour les éclaircissements qu'il a bien voulu fournir au Conseil d'administration.

Le Conseil d'administration prend acte des mesures prises jusqu'à présent par le Bureau pour promouvoir les travaux de la Commission interaméricaine de sécurité sociale.

Le Conseil autorise le Bureau à continuer à donner à la Commission interaméricaine de sécurité sociale la collaboration que celle-ci pourra souhaiter obtenir du Bureau, à demeurer en contact avec des organismes officiels de collaboration interaméricains et à solliciter et recueillir leur concours.

Il est entendu que le Bureau s'efforcera de faire consacrer le principe de la représentation tripartite dans les délégations qui seront envoyées aux réunions de la Commission.

Le Conseil charge le Directeur p.i. de faire part à la Commission de son désir de se faire représenter à la réunion de Santiago par une délégation tripartite.

Il est entendu que les groupes pourront désigner leur représentant au sein de cette délégation.

**DEUXIÈME QUESTION A L'ORDRE DU JOUR**

*Rapport du Comité du budget*

Le Conseil d'administration décide d'examiner lui-même, directement, en séance privée, l'ensemble des questions financières formant le point 2 de l'ordre du jour, et qui régulièrement auraient été discutées au préalable par le Comité du budget.

Il est entendu que la date de cette séance, qui aura lieu pendant la Conférence, sera fixée par le Président, d'accord avec les Vice-Présidents de la session.

La séance est levée à 19.30 heures. 

*Carter Goodrich.*
all relations with an institution on the ground that it was not organised on a tripartite basis. His view was simply that if the Office became responsible for any meeting, then it should do its utmost to secure recognition of the principle of participation of employers and workers. He added that if the I.L.O. became a participant in the meeting, not as an invited guest but as part of the convening body, it should act only if the meeting were to be on a tripartite basis.

Mr. Hallsworth, in the name of the Workers' group, supported the reservation made by Mr. Moore. He hoped that the Office would remember that the Workers' group attached tremendous importance to the tripartite principle. If this Committee should set a bad precedent, it might be extended to other fields and have consequences that had never been intended.

The Acting Director believed that as a result of the discussion the Workers' group could be satisfied with the guarantees that they had received. As he had already stated, if it had been possible to hold a meeting of the Governing Body, the Governing Body would have been consulted at the very beginning of the negotiations. The Office would never take any action not in accordance with its Constitution and not in accordance with its instructions from the Governing Body.

The Chairman thanked Mr. Allende for the explanations which he had been good enough to provide to the Governing Body.

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

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

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

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

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

SECOND ITEM ON THE AGENDA

Report of the Finance Committee

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

It was agreed that the date of this sitting, which would take place during the Conference, would be fixed by the Chairman in agreement with the Vice-Chairmen for the session.

The sitting closed at 7.30 p.m.

Carter Goodrich.
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 troisième question à l'ordre du jour (Questions se posant comme suite à la démission du Directeur) et la deuxième 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.

ANNEXE

Comme suite à l'adoption par le Conseil d'administration, au cours de la quatrième séance, d'une résolution concernant les pouvoirs du Directeur en matière d'opérations de banque, le Président du Conseil d'administration a apposé sa signature sur la déclaration suivante:

DÉCLARATION

CONCERNANT LES POUVOIRS DU DIRECTEUR DU BUREAU INTERNATIONAL DU TRAVAIL
EN MATIÈRE D'OPÉRATIONS DE BANQUE

Je soussigné, Carter Goodrich, Président du Conseil d'administration du Bureau international du Travail, certifie par les présentes que le Conseil d'administration a, à la date de ce jour, adopté au sujet des pouvoirs du Directeur du Bureau international du Travail en matière d'opérations de banque une résolution qui est conçue comme suit:

1. Le Directeur du Bureau international du Travail, responsable en vertu de l'article 13 de la Constitution de l'Organisation internationale du Travail pour l'emploi de tous fonds à lui versés conformément aux stipulations dudit article, et désigné par les règles applicables à l'administration financière de l'Organisation internationale du Travail comme étant le fonctionnaire compétent auquel incombe la responsabilité pour l'emploi des crédits votés pour l'Organisation internationale du Travail, a pleins pouvoirs:
   a) pour ouvrir et gérer les comptes en banque au nom du Bureau international du Travail auprès de telles banques qu'il choisira selon les circonstances;
   b) pour exercer d'une façon générale, pour ce qui concerne chacune de ces banques, tous droits et pouvoirs que le Bureau international du Travail lui-même peut exercer en vertu de la Constitution de l'Organisation, en vertu de tous instruments définissant le statut, les privilèges et les facilités dont jouit le Bureau dans le pays intéressé, ou en vertu du droit international ou de toute loi applicable à une opération déterminée;
   c) pour autoriser deux ou plusieurs personnes (ou, lorsqu'il s'agit d'un Bureau de correspondance, une ou plusieurs personnes) à gérer et régler toutes affaires du Bureau international du Travail avec une banque quelconque;
   d) pour déléguer à une ou plusieurs personnes tout ou partie de ses droits et pouvoirs en matière de questions financières, y compris le pouvoir de délégation.
MINUTES OF THE FOURTH SITTING (PRIVATE)

At this sitting, which was held in private, the Governing Body considered the Third Item on the Agenda (Questions arising out of the resignation of the Director) and the Second 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.

APPENDIX

In the course of the Fourth Sitting, the Governing Body adopted a resolution concerning the authority of the Director in respect of banking transactions, as a result of which the following certificate was signed by the Chairman of the Governing Body:

CERTIFICATE

REGARDING THE AUTHORITY IN RESPECT OF BANKING TRANSACTIONS OF THE DIRECTOR OF THE INTERNATIONAL LABOUR OFFICE

I, Carter Goodrich, Chairman of the Governing Body of the International Labour Office, hereby certify that the Governing Body has this day adopted the following resolution regarding the authority in respect of banking transactions of the Director of the International Labour Office:

1. The Director of the International Labour Office, being responsible in virtue of Article 13 of the Constitution of the International Labour Organisation for the proper expenditure of all moneys paid to him in pursuance of that Article and being designated by the Regulations governing the Financial Administration of the International Labour Organisation as the competent official entrusted with responsibility for the expenditure of funds voted for the International Labour Organisation, has full authority —

(a) to open and operate banking accounts in the name of the International Labour Office with such banks as he may from time to time determine;
(b) to exercise generally, in so far as any such bank is concerned, all or any of the rights, powers and authorities which the International Labour Office itself may exercise under the Constitution of the Organisation, under any instrument or instruments defining the status, immunities, privileges and facilities enjoyed by the Office in the country concerned, or under international law or any law applicable to a particular transaction;
(c) to authorise any two or more persons (or in the case of a branch office, any one or more persons) to manage, transact and settle all or any of the business of the International Labour Office with any bank;
(d) to delegate to any person or persons all or any of his rights, powers and authorities in respect of financial matters, including the power of delegation.
2. Toute personne qui fait fonction de Directeur du Bureau international du Travail pendant une vacance de la charge de Directeur a qualité pour exercer tous les droits et pouvoirs confiés au Directeur par la présente résolution.

En foi de quoi le Conseil d'administration du Bureau international du Travail, en sa quatre-vingt-dixième session, a adopté la présente résolution.

(signé) Carter Goodrich,
New York, 29 octobre 1941.
Président du Conseil d'Administration.
2. Any person who is acting as Director of the International Labour Office during a vacancy in the office of Director is entitled to exercise all the rights, powers and authorities vested in the Director by this Resolution.

In confirmation whereof the Governing Body of the International Labour Office, in the course of its Ninetieth Session, has adopted the present Resolution. (Signed) Carter Goodrich,

New York, 29 October '1941.

Chairman of the Governing Body.
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 (Rapport du Comité du budget) et la première question à l'ordre du jour (Rapport du Directeur p.i.).

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 (Report of the Finance Committee) and the First Item on the Agenda (Report of the Acting 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
(Mercredi 5 novembre 1941 — 17 heures)

La composition du Conseil d'administration était la suivante: M. Goodrich
(Président), Sir Shanmukham Chetty, M. Chu Hsueh-Fan, M. Domenech; M.
Downes, Sir John Forbes Watson, M. García Téllez, M. Hallsworth, M.
Hambro, M. Harriman, M. Hindahl, M. Kelly, Sir Frederick Leggett, M. Li
Ping-Heng, M. Macdonnell, M. Moore, M. de Panafieu, M. Pontes de Miranda,
M. Schevenels, M. Soubbotitch, M. Stanczyk; M. Stewart, M. van den Tempel,
M. Watt, M. van Zeeland.

Deux sièges vacants dans le groupe gouvernemental. Deux sièges non occupés
dans le groupe des employeurs. Absents: M. Lamuraglia, M. Pradénas Muñoz,
M. Shaw Kinn-Wei.

TROISIÈME QUESTION A L'ORDRE DU JOUR

Questions se posant comme suite à la démission du Directeur (suite)

Le Président annonce que le Conseil d'administration, au cours d'une précédente
séance privée, a unanimement rendu hommage au mérite et aux capacités de M.
Edward J. Phelan et, en lui exprimant son entière confiance, a décidé de lui conférer
tous les pouvoirs et toutes les responsabilités du Directeur. Le Conseil a formulé sa
décision dans la résolution suivante :

Le Conseil d'administration, affirmant sa haute appréciation des services
rendus par M. Edward J. Phelan et son entière confiance dans ses capacités,
confère à M. Phelan, en qualité de Directeur par intérim, tous les pouvoirs et
charges du Directeur.

DEUXIÈME QUESTION A L'ORDRE DU JOUR

Rapport du Comité du budget (suite)

Appréciation des mérites du personnel du Bureau international du Travail.

Le Président annonce qu'au cours de la discussion des questions financières, le
Conseil d'administration a décidé de faire connaître publiquement son appréciation des
services rendus et du dévouement manifesté par le personnel du Bureau international
du Travail.

PREMIÈRE QUESTION A L'ORDRE DU JOUR

Rapport du Directeur p.i. (suite)

Le Conseil d'administration prend note de ces passages du Rapport du Directeur p.i.
MINUTES OF THE SIXTH SITTING

(Wednesday, 5 November 1941 — 5 p.m.)

The Governing Body was composed as follows: Mr. Goodrich (Chairman), Sir Shanmukham Chetty, Mr. Chu Hsueh-Fan, Mr. Domenech, Mr. Downes, Sir John Forbes Watson, Mr. García Téllez, Mr. Hallsworth, Mr. Hambro, Mr. Harriman, Mr. Hindahl, Mr. Kelly, Sir Frederick Leggett, Mr. Li Ping-Heng, Mr. Macdonnell, Mr. Moore, Mr. de Panafieu, Mr. Pontes de Miranda, Mr. Schevenels, Mr. Soubbotitch, Mr. Stanczyk, Mr. Stewart, Mr. van den Tempel, Mr. Watt, Mr. van Zeeeland.

Two seats vacant in the Government group. Two seats not occupied in the Employers' group. Absent: Mr. Lamuraglia, Mr. Pradenas Muñoz, Mr. Shaw Kinn-Wei.

THIRD ITEM ON THE AGENDA

Questions arising out of the Resignation of the Director (continued)

The Chairman announced that the Governing Body, in the course of a previous private sitting, had unanimously paid tribute to the merits and capacity of Mr. Edward J. Phelan, and, expressing its complete confidence in him, had decided to invest him with all the powers and responsibilities of Director. The Governing Body had formulated its decision in the following resolution:

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

SECOND ITEM ON THE AGENDA

Report of the Finance Committee (continued)

Tribute to the Staff of the International Labour Office.

The Chairman announced that in the course of its discussion of financial questions the Governing Body had decided to give public expression to its appreciation of the services rendered and the devotion shown by the staff of the International Labour Office.

FIRST ITEM ON THE AGENDA

Report of the Acting Director (continued)

12 - 28. Activities of the Office since the last meeting of the Governing Body.

The Governing Body took note of the passages in the report of the Acting Director dealing with the activities of the Office since the last meeting of the Governing Body.
Composition du Conseil d'administration.

M. Li Ping-Heng espère que le Conseil d'administration n'ajournera pas indéfiniment la solution du problème des huit États dont l'importance industrielle est la plus considérable; il conviendrait qu'il l'examine au plus tard lors de sa prochaine session et, en tout cas, aussitôt que possible.

Le Président souligne l'importance de ce problème et remercie M. Li Ping-Heng de l'esprit de modération dont il fait preuve à ce sujet.

Le Conseil d'administration ajourne l'examen des questions des huit États dont l'importance industrielle est la plus considérable et de la représentation des gouvernements qui ne sont pas compris dans cette catégorie; il est entendu que l'examen de ces deux questions sera repris aussitôt que possible.

Ratification et application des conventions.

Le Directeur p.i. signale que le tableau des ratifications reproduit dans son Rapport indique que le mouvement des ratifications s'est poursuivi même depuis le début des hostilités. A propos de l'application des conventions, on ne pourrait évidemment envisager une réunion de la Commission d'experts pour examiner les rapports annuels présentés en vertu de l'article 22 de la Constitution. De même, le Conseil d'administration ne pourrait guère approuver actuellement les formulaires de rapports annuels qui seraient nécessaires pour certaines conventions récemment entrées en vigueur. Néanmoins, il est très désirable que le mécanisme si important édifié pour effectuer le contrôle de l'application des conventions au moyen des rapports annuels ne soit pas entièrement arrêté.

Le Conseil d'administration charge le Bureau de continuer à recevoir les rapports annuels sur l'application des conventions et, pour les conventions récemment entrées en vigueur, de demander aux gouvernements les informations indispensables; il décide qu'il n'y a pas lieu d'envisager actuellement une réunion de la Commission d'experts.

Fonctionnement du Conseil d'administration et des Commissions.

Le Directeur p.i. rappelle qu'il s'est trouvé obligé, depuis la dernière session, de consulter par télégramme les membres du Conseil. Il est fort possible qu'il y ait lieu de procéder à des consultations analogues dans l'avenir; comme le règlement ne contient aucune disposition sur ce point, il demande au Conseil de l'autoriser à procéder, au besoin, à des consultations par la voie télégraphique.

Le Conseil d'administration autorise le Directeur à avoir recours à des consultations par la voie télégraphique, à titre de procédure exceptionnelle, si les circonstances l'exigent.

Le Président expose, en sa qualité de représentant du Gouvernement des États-Unis, qu'il est de la plus haute importance que le Conseil d'administration trouve un moyen d'assurer la continuité du fonctionnement des institutions représentatives de l'Organisation. Il convient que le Conseil d'administration se réunit aussi fréquemment que possible, mais il est évident que l'on ne peut espérer revenir dès maintenant à la convocation régulière de quatre sessions par an. La Commission des mesures a prévu en cas de circonstances exceptionnelles, que le Conseil d'administration avait constituée en prévision d'une situation qui s'est effectivement produite, a réalisé une œuvre fort utile; on connaît les raisons qui l'ont empêchée de poursuivre ses travaux. Dans ces conditions, il suggère que le Conseil déclare la Commission dissoute, exprime sa reconnaissance pour les services considérables qu'elle a rendus et constitue une nouvelle Commission de crise, de manière que l'on dispose d'un organisme de composition réduite, qui puisse se réunir plus fréquemment que le Conseil d'administration lui-même. Afin de disposer d'une commission qui puisse se réunir tantôt d'un côté de l'Atlantique, tantôt de l'autre, il lui semble que la nouvelle Commission de crise devrait être un peu plus nombreuse que l'ancienne; on pourrait envisager la désignation de six membres gouvernementaux, trois membres employeurs et trois membres

Mr. Li expressed the hope that the question of the representation on the Governing Body of the eight States of chief industrial importance would not be left over indefinitely, but that the Governing Body would deal with it if possible not later than its next meeting and in any case as soon as practicable.

The Chairman emphasised the importance of this question and expressed appreciation of the moderation with which Mr. Li had raised it.

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


The Acting Director pointed out that the table in his report showed that ratifications had continued even since the war broke out. As regards the application of Conventions, it was difficult to envisage a meeting of the Committee of Experts to deal with the annual reports furnished under Article 22 of the Constitution. It was also difficult for the Governing Body to approve at that time the annual report forms required in respect of certain Conventions which had recently come into force. It was, however, highly desirable that the very important system of control of the application of Conventions through annual reports should be kept working.

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


The Acting Director reminded the Governing Body that since the last session it had been necessary to consult members of the Governing Body by cable. It was quite possible that in the future similar consultations would be desirable, and as there was no provision in the Standing Orders he suggested that the Governing Body should authorise him to adopt this method of consultation by cable whenever necessary.

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

The Chairman, speaking as a representative of the United States Government, expressed the view that it was of the utmost importance that the Governing Body should find some means of ensuring continuity in the working of the representative institutions of the Organisation. Full meetings of the Governing Body should be held as often as was possible, but obviously they could not hope to return yet to the regular four sessions a year. The Emergency Committee which the Governing Body had set up in anticipation of the situation which had in fact arisen had done very useful work, but for obvious reasons had not been able to continue its activity. In the circumstances, he suggested that the existing Emergency Committee should be discharged with thanks for the important services it had rendered, and that a new Emergency Committee should be set up so as to give a small body which could meet somewhat more often than the Governing Body itself. In order to have a body which could meet sometimes on one side of the Atlantic and sometimes on the other, he thought that the new Emergency Committee should be somewhat larger than the old, and suggested the appointment of six Government members, three employers' members and three workers' members. He also suggested that as a practical measure to meet the existing situation the groups, in choosing their representatives, might arrange...
travailleurs. Enfin, afin de répondre à la situation actuelle, il suggère que les groupes choisissent leurs représentants de telle manière qu’ils ne résident pas tous du même côté de l’océan; on pourrait prévoir, au surplus, que les réunions de la Commission n’exigent pas la présence des douze membres.

*M. Hallsworth* fait connaître que le groupe des travailleurs accepte la proposition de constituer une nouvelle Commission de crise et est disposé à désigner, pour siéger dans cet organisme, trois membres titulaires et trois suppléants, choisis de telle manière que le groupe des travailleurs puisse siéger au complet de quelque côté de l’Atlantique qu’ait lieu la réunion.

En réponse à une question de *M. Hambro*, le *Président* rappelle qu’au sein de la Commission des mesures à prendre en cas de circonstances exceptionnelles, le Président du Conseil d’administration figurait comme membre et présidait les séances de la Commission. Il suggère que si le Conseil décide de constituer la Commission, comme il l’a proposé, le Président du Conseil d’administration soit l’un des six membres gouvernementaux.

*Sir John Forbes Watson* croit qu’il faut agir prudemment. Il doit être entendu que la proposition du Président constitue une mesure provisoire destinée à permettre au Conseil d’administration de poursuivre ses travaux pendant la durée des hostilités. Il croit superflu, toutefois, de décider formellement la dissolution de la Commission des mesures à prendre en cas de circonstances exceptionnelles. Il reconnaît, néanmoins, qu’il y a lieu de constituer un organisme auquel le Directeur p.i. puisse s’adresser pour faire partager les lourdes responsabilités qu’il porte. Les membres du Conseil doivent cependant se rendre compte que pendant la guerre ils devront se passer de réunions : c’est au Directeur p.i. qu’il appartiendra de prendre les mesures nécessaires.

*M. Hambro* appuie la proposition du Président. S’il partage les vues de Sir John Forbes Watson quant au rôle du Directeur, il croit, néanmoins, qu’il importe de donner à celui-ci la possibilité de consulter une Commission lorsqu’il le juge nécessaire pour répartir une responsabilité qui lui parait démesurément lourde pour une seule personne.

*M. Moore* propose formellement que le Conseil décide de dissoudre l’ancienne Commission des mesures à prendre en cas de circonstances exceptionnelles, en rendant hommage à ses membres et aux services que la Commission a rendus, et de constituer une nouvelle Commission de crise, composée de six membres du groupe gouvernemental avec six suppléants, trois membres du groupe des employeurs, avec trois suppléants, et trois membres du groupe des travailleurs, avec trois suppléants; cette Commission fonctionnerait à titre provisoire pour la durée de la crise. Il suggère que les trois groupes communiquent ultérieurement leurs candidatures au Président et qu’il soit entendu que ces candidats constitueroient la nouvelle Commission de crise.

*M. Hallsworth* exprime l’espoir que, quelle que soit la décision qui sera prise au sujet de la Commission de crise, le Directeur pourra non seulement se concerter avec les membres du Conseil d’administration résidant sur le continent américain, mais également rendre visite, chaque fois que cela sera nécessaire, à ceux qui résident en Europe. Il serait heureux si la telle visite pouvait avoir lieu dans les mois prochains.

*Le Directeur p.i.* est très sensible aux manifestations de confiance de Sir John Forbes Watson et d’autres membres du Conseil; toutefois, pour sa part, il croit, comme M. Hambro, qu’il serait préférable qu’il puisse consulter les membres du Conseil sur des points délicats.

Il ne faut pas se faire une trop haute idée de l’utilité que pourrait avoir une Commission répartie en deux groupes suivant la résidence des membres, en deça ou au delà de l’Atlantique. Sans doute, sera-t-il très heureux, pour sa part, de pouvoir consulter l’un ou l’autre des groupes de membres; toutefois, il est évident que sur de nombreuses questions les avis différents des deux côtés de l’océan, il ne faut donc pas s’exagérer le nombre ni l’importance des questions sur lesquelles le Directeur estimerà pouvoir se borner à consulter un des deux groupes de membres. Il se félicitera de pouvoir se concerter avec les membres de chacun des deux groupes, et croit qu’il conviendra, lorsque le Bureau aura eu le temps d’examiner les résolutions adoptées...
that they should not all come from one side of the ocean, and that a meeting of the Committee should not require the presence of all twelve members to make its proceedings valid.

Mr. Hallsworth announced that the Workers' group agreed with the proposal to appoint a new Emergency Committee and were prepared to nominate three regular members and three substitutes, so chosen as to permit of full representation on whichever side of the Atlantic the Committee should meet.

In response to a question by Mr. Hambro, the Chairman pointed out that on the previous Emergency Committee the Chairman of the Governing Body was a member and Chairman of the Committee. He suggested that the Chairman of the Governing Body should be one of the six Government members if the Committee were constituted as proposed.

Sir John Forbes Watson urged the necessity for caution. It should be quite understood that the proposal under consideration was a provisional measure to enable the Governing Body to carry on during the war. He felt it was unnecessary to take a formal decision to dissolve the existing Emergency Committee, but he agreed that it was desirable to give the Acting Director somebody to whom he could turn and with whom he could share the burden of the heavy responsibilities entrusted to him. At the same time, they must realise that during the war they would have to dispense with meetings. It was in fact the Acting Director who would have to do the job.

Mr. Hambro supported the Chairman's proposal. While agreeing with Sir John Forbes Watson as to the position of the Director, he nevertheless felt it to be essential that the Director should have the possibility of consulting a Committee whenever he thought necessary and sharing his responsibility with the Committee when he felt the burden too much for him to bear alone.

Mr. Moore formally proposed that the Emergency Committee previously formed be disbanded, with an expression of appreciation and thanks for the services rendered, that a new Emergency Committee be formed, composed of six members of the Government group with six substitutes, three members of the Employers' group with three substitutes, and three members of the Workers' group with three substitutes, to act for the provisional period of the emergency. He suggested that the three groups submit their nominations to the Chairman at a convenient opportunity later, and that the persons so nominated should constitute the Emergency Committee.

Mr. Hallsworth expressed the hope that whatever decision was taken about the Emergency Committee, it would be possible for the Director to take counsel not only with the members of the Governing Body on the American side of the Atlantic but also to visit those on the other side of the Atlantic whenever necessary, and if possible within the next few months.

The Acting Director thanked Sir John Forbes Watson and other members of the Governing Body for their expressions of confidence in him, but agreed with Mr. Hambro that there would be advantages in his being able to consult members of the Governing Body in circumstances of difficulty or when important decisions had to be taken.

The Governing Body should not, however, exaggerate the usefulness of having a Committee in two panels as suggested. It would have some usefulness, and he would be very glad to take advantage of one panel or the other; but there were in fact different views on many questions on the two sides of the Atlantic, and it was therefore necessary not to exaggerate the number or the scope of the decisions which the Director would feel able to take in consultation with one panel only. He would be very glad to consult with either panel, and thought it would be necessary, when the Office had had time to digest the resolutions adopted by the Conference, that consultations should take place in order to decide the next step to be taken. But when
par la Conférence, de procéder à de telles consultations afin de déterminer les mesures à prendre pour l'avenir. Toutefois, à ce moment, il préférerait que la Commission tout entière, et non seulement les membres résidant en Grande-Bretagne, puisse se réunir à Londres. Il lui semble donc que les membres de la Commission devraient prévoir qu'ils auront à traverser l'Atlantique dans l'un ou l'autre sens, suivant les circonstances. D'un autre côté, il serait désirables, à son avis, que les candidatures des groupes du Conseil pour leur représentation au sein de la Commission fussent formellement approuvées par le Conseil d'administration lui-même et que l'on ne se borne pas à des désignations émanant seulement des groupes.

En réponse à une question de M. Gottschalk, le Président répond qu'à son avis la Commission pourra valablement prendre ses décisions, quels que soient le lieu de la réunion et le nombre des membres présents; la fixation d'un quorum lui paraît inutile.

Sir John Forbes Watson expose que le groupe des employeurs croit ne pouvoir désigner que des personnes élues par les délégués employeurs à la session de 1937 de la Conférence, et, par conséquent, a quelque difficulté à désigner ses candidats. Il espère que la Commission ne sera convoquée que pour traiter des questions présentant réellement une importance capitale et que le Directeur continuera à assurer l'accomplissement de l'œuvre régulière du Bureau.

Le Président estime que la difficulté à laquelle se heurtent les employeurs pourrait être résolue par la désignation de suppléants, dont le nombre ne devrait pas nécessairement être limité par le Conseil.

Le Conseil d'administration décide de dissoudre la Commission des mesures à prendre en cas de circonstances exceptionnelles, en exprimant sa reconnaissance pour les services qu'elle a rendus.

Il décide la création d'une nouvelle Commission de crise qui sera appelée à fonctionner temporairement, pour la durée des hostilités; cette Commission sera composée de six membres gouvernementaux, trois membres employeurs et trois membres travailleurs.

(La séance est suspendue pour permettre aux trois groupes de délibérer.)

Le Président annonce que le groupe gouvernemental a désigné les États suivants comme membres de la Commission de crise: États-Unis d'Amérique, Canada, Grande-Bretagne, Inde, Mexique, Pays-Bas; suppléants: Brésil, Chili, Chine, Norvège, Pologne, Yougoslavie. Il a été entendu que le Mexique occuperait un siège de membre titulaire à la première réunion de la Commission; pour les réunions ultérieures, ce siège sera occupé par le Brésil, le Chili, puis de nouveau par le Mexique, etc., suivant un système de roulement. Des dispositions analogues, mais moins formelles, ont été prises en vue d'un roulement entre les Pays-Bas et les autres États du continent européen dont les gouvernements sont établis à Londres.

M. Harriman fait connaître que les employeurs ont désigné pour faire partie de la Commission, Sir John Forbes Watson, M. Harriman et M. Oersted, et comme suppléants, M. Gemmill, M. Erulkar, M. Lamuraglia et M. Ling; il est entendu que si M. Oersted ne peut participer à une réunion, M. Gemmill sera désigné comme membre titulaire pour le remplacer.

M. Hallsworth annonce que le groupe des travailleurs a désigné comme membres titulaires, M. Hallsworth, M. Rens et M. Watt, et comme suppléants, M. Domenech, M. Moore et M. Schevenels.

Le Conseil d'administration approuve ces désignations.

En réponse à une question de M. Gottschalk, le Président annonce que, de même que pour l'ancienne Commission des mesures à prendre en cas de circonstances exceptionnelles, les membres du Conseil ne faisant pas partie de la Commission de crise pourront assister aux réunions de celle-ci et y prendre la parole; il ne jouiront pas du droit de vote.

M. Moore souligne que, dans une telle éventualité, les membres employeurs et
that time came, he would prefer that the whole of the Committee should meet in London and not only the panel of those resident in England. Members appointed by the groups to serve on the Committee should therefore be ready to travel across the Atlantic in one or other direction as the occasion might require. It would also be desirable, he thought, that the names should be formally approved by the Governing Body as a whole and not simply sent in by the groups.

In reply to a question by Mr. Gottschalk, the Chairman agreed that the Committee would be qualified to take valid decisions irrespective of which side of the Atlantic it held its meeting and irrespective of the number of members present. He did not think it necessary to fix a quorum.

Sir John Forbes Watson pointed out that the Employers' members were in some difficulty in making nominations, as they felt that they could appoint only persons who were elected by the group at the Conference in 1937. He expressed the hope that the occasions on which the Committee would be summoned to meet would be really high occasions and that the Office would be carried on by the Acting Director from day to day.

The Chairman suggested that the Employers' difficulty could be met by the appointment of substitutes and that it was not necessary for the Governing Body to decide how many substitutes each group should name.

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

(There was a short suspension of the sitting to enable the three groups to meet.)

The Chairman announced that the Government Group had appointed the following States to be members of the Emergency Committee: United States of America, Canada, Great Britain, India, Mexico and the Netherlands, with Brazil, Chile, China, Norway, Poland and Yugoslavia as substitutes. It had been agreed within the group that Mexico should fill the seat of a regular member of the Committee on the occasion of the first meeting, and thereafter the seat would be filled by Brazil, Chile, Mexico, etc., in rotation. There was a similar, though less formal, arrangement for rotation between the Netherlands and the other States of Continental Europe with Governments in London.

Mr. Harriman announced that the Employers' members had chosen Sir John Forbes Watson, Mr. Harriman and Mr. Oersted, with Mr. Gemmill, Mr. Erulkar, Mr. Lamuraglia and Mr. Ling as substitutes. It was understood that if Mr. Oersted were unable to serve, Mr. Gemmill would be appointed in his place as regular member.

Mr. Hallsworth announced that the Workers' members had appointed Mr. Hallsworth, Mr. Rens and Mr. Watt as regular members, with Mr. Domenech, Mr. Moore and Mr. Schevenels as substitutes.

The Governing Body approved these appointments.

In reply to a question by Mr. Gottschalk, the Chairman announced that, as in the case of the former Emergency Committee, any other members of the Governing Body who might be able to attend a meeting of the Emergency Committee would be entitled to do so and to speak but would not be entitled to vote.

Mr. Moore pointed out that in such cases members of the Employers' and
travailleurs ne faisant pas partie de la Commission et qui assisteront aux réunions, auront à supporter leurs frais, ceux-ci n’étant pas couverts par le Bureau.

Il en est ainsi décidé.

Le Directeur p.i. signale que plusieurs membres marins de la Commission paritaire maritime lui ont signalé l’opportunité de réunir la Commission; il demande au Conseil de l’autoriser à convoquer une telle réunion si les membres armateurs et les membres marins expriment le désir de se rencontrer.

Le Conseil d’administration décide en principe la convocation d’une réunion de la Commission paritaire maritime au cas où les membres de la Commission manifesteraient le désir de se rencontrer.

Le Directeur p.i. signale qu’il pourra être utile de convoquer certaines Commissions techniques, par exemple pour traiter certaines questions de sécurité; dans une telle hypothèse, il pourra être nécessaire de compléter la composition d’une Commission. Enfin, le Bureau peut désirer être en mesure de consulter des experts par correspondance, sans convoquer de réunion. Régulièrement, les noms des membres des Commissions techniques sont soumis préalablement pour approbation au Conseil d’administration; il suggère que le Conseil d’administration autorise le Directeur, dans des cas semblables, à consulter ses membres par télégramme.

Le Conseil d’administration approuve la suggestion du Directeur concernant la désignation de membres de Commissions techniques.

CINQUIÈME QUESTION A L’ORDRE DU JOUR

Compte rendu de la Deuxième Conférence du Travail des États d’Amérique 
Membres de l’Organisation internationale du Travail 
(La Havane, novembre 1939)

Le Directeur p.i. signale au Conseil d’administration les résultats féconds que la Conférence de La Havane a donnés dès à présent; il demande au Conseil de l’autoriser à poursuivre les travaux entrepris comme suite aux décisions de la Conférence.

M. Harriman estime que la Conférence a abouti à de très heureux résultats. L’un des principaux est de développer l’unité de pensée dans les pays d’Amérique quant aux problèmes communs du continent. Ainsi que le montre le développement de la participation des délégués des employeurs des pays de l’Amérique du Sud à la récente Conférence de l’Organisation, par comparaison aux sessions de la Conférence internationale du Travail à Genève, les travaux de l’Organisation suscitent, dans les pays de toute l’Amérique latine, un intérêt plus vif que par le passé.

M. Watt appuie les observations de M. Harriman.

Le Conseil d’administration décide:

1. a) De charger le Bureau de commencer sans retard l’établissement de la documentation préliminaire nécessaire pour l’élaboration d’un plan-type international de sécurité dans les fabriques et de l’autoriser à consulter sur ce sujet, par correspondance autant que de besoin, les membres du Comité de correspondance pour la prévention des accidents;

b) D’autoriser le Directeur à convoquer, en temps opportun, une réunion de membres du Comité de correspondance pour la prévention des accidents, dans les conditions qui sembleront désirables, lorsque les travaux préparatoires auront atteint un stade suffisamment avancé.

2. D’autoriser le Bureau à donner aux gouvernements intéressés à l’organisation d’échanges de personnel technique entre les services s’occupant des problèmes de travail et qui s’adresseraient au Bureau dans ce but, toute l’assistance qu’il serait en mesure de leur fournir.
Workers' groups who attended meetings of the Emergency Committee, other than those who were members of the Committee, would do so at their own expense and not at the expense of the Office.

The Governing Body agreed.

The Acting Director informed the Governing Body that he had been approached by seamen's members of the Joint Maritime Commission, who had suggested that a meeting of the Commission should be held, and asked for authority to convene a meeting if both shipowners' and seamen's members were willing to meet.

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

The Acting Director said that it might be useful to convene meetings of certain technical committees, for example, a technical committee to deal with some aspect of safety, and that in some cases it might be desirable to complete the membership of a committee by making additional appointments. It might also be desirable for the Office to be in a position to consult experts by correspondence without convening a meeting. In the ordinary course, the names of members appointed to technical committees had to be approved by the Governing Body, and he suggested that the Governing Body should in such cases be consulted by telegram.

The proposal of the Acting Director in regard to appointments to technical committees was approved.

FIFTH ITEM ON THE AGENDA

Record of the Second Labour Conference of American States Members
(Havana, November 1939)

The Acting Director drew the attention of the Governing Body to the fact that the Havana Conference had already given very fruitful results, and asked that the Office should be authorised to continue the work which it had already been able to accomplish and to give still further satisfaction to the requests made by the Conference.

Mr. Harriman agreed that the Havana Conference had been very fruitful. One of its chief advantages was increased solidarity in American thinking on the common problems of the Continent. As was shown by the increased attendance of employers' delegates from South American countries at the current Conference as compared with the usual Conferences in Geneva, there was greater interest in South America, Central America and Mexico in the activities of the Organisation than there had been in the past.

Mr. Watt endorsed what Mr. Harriman had said.

The Governing Body took the following decisions:

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

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

2. That the Office be authorised to give any assistance in the matter of interchanges of technical officers of Labour Departments which it usefully could give to any Government interested in the organisation of such interchange arrangements which might approach it on the subject.
3. a) De charger le Bureau de poursuivre son activité pour assurer l'uniformité des statistiques du travail dans les pays d'Amérique;
b) D'autoriser le Directeur à convoquer une réunion d'experts statisticiens des pays d'Amérique dès que les travaux exposés plus haut auront atteint le degré d'avancement qui semble souhaitable pour une telle réunion.

4. De charger le Bureau de transmettre au Comité consultatif financier et économique interaméricain, pour information, la résolution adoptée par la Conférence de La Havane, le rapport présenté par le Directeur p.i. à la Conférence de l'Organisation internationale du Travail convoquée à New York, ainsi que le compte rendu des travaux de cette Conférence.

5. D'autoriser le Bureau à poursuivre ses études sur la condition des travailleurs indigènes dans les pays d'Amérique de manière aussi complète et rapide que le permettront les circonstances.

6. D'autoriser le Bureau à fournir l'aide et toutes les informations possibles aux gouvernements qui envisageraient de prendre des mesures en s'inspirant de la résolution de La Havane relative à la création de commissions consultatives tripartites.

7. D'inviter les États non Membres de l'Organisation à se faire représenter par des délégations tripartites à la prochaine Conférence du Travail des États d'Amérique.

SIXIÈME QUESTION A L'ORDRE DU JOUR

**Plan d'activité et programme des publications du Bureau pour l'année 1941-1942**

Le Directeur p.i. expose que la note soumise au Conseil d'administration doit maintenant être complétée par les résolutions adoptées par la Conférence. Le Bureau va étudier ces résolutions et s'efforcer de présenter au Conseil d'administration ou à la Commission de crise, lors de sa première réunion qui, comme il l'espère, aura lieu à Londres, une étude complète des résolutions et des mesures que le Bureau croit possible de prendre à leur sujet. Toutefois, il doit souligner que s'il espère disposer des ressources nécessaires pour exécuter le programme exposé dans la note du Bureau, en revanche, il n'a aucun moyen pour prendre la moindre mesure comme suite aux résolutions adoptées par la Conférence. A cet égard, il estime qu'il lui faudrait au moins un million de francs de plus; en effet, il doit prévoir dans les recettes de l'année prochaine, un défaut de rentrées de 600.000 francs au moins, de telle sorte que des ressources supplémentaires d'un million de francs ne laisseraient que 400.000 francs pour entamer les travaux faisant suite aux résolutions de la Conférence.

Le Président estime, en sa qualité de représentant du Gouvernement des États-Unis, qu'il conviendrait que le Conseil d'administration prépare immédiatement des mesures pour donner suite à l'une des résolutions adoptées par la Conférence, celle qui a trait à la reconstruction. En l'adoptant, la Conférence a demandé au Conseil de charger le Directeur de transmettre "aussitôt" le texte de la résolution aux gouvernements des États Membres; cette résolution comprend un certain nombre d'autres suggestions, dont quelques-unes devraient être examinées immédiatement par les gouvernements; d'autres pourraient être étudiées ultérieurement. Il suggère au Conseil d'autoriser le Directeur à transmettre le texte de cette résolution aux gouvernements, en l'accompagnant de quelques commentaires sur les propositions qu'elle contient quant à des mesures immédiates. La deuxième décision que le Conseil pourrait prendre aurait trait à la constitution de la petite Commission tripartite composée de membres du Conseil d'administration, qui est envisagée dans la résolution. À cet égard, il y a deux possibilités: le Conseil pourrait, soit demander à la Commission de crise qu'il vient de constituer de prendre à tout le moins les premières mesures en vue de la reconstruction, soit décider la constitution d'une "Commission de la reconstruction" entièrement nouvelle. Dans les deux cas, il y aurait probablement lieu de retenir la suggestion mentionnée dans la résolution qui prévoit le recours à des experts techniques, suivant les besoins.
3. (a) That the Office should continue its work on the problem of securing greater uniformity in the labour statistics of the American countries;
(b) That the Director should be authorised to convene a meeting of statistical experts from American countries as soon as the work referred to above had reached the stage at which such a meeting would be desirable.

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

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

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

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

SIXTH ITEM ON THE AGENDA

Programme of Work and Publications of the Office for 1941-1942

The Acting Director pointed out that the note submitted to the Governing Body required to be supplemented by the resolutions adopted by the Conference. These resolutions would have to be studied by the Office, and he would endeavour to submit to the Governing Body or to the Emergency Committee at its first meeting, which he hoped would take place in London, a full analysis of the resolutions and the action which the Office thought it possible to take on them. He was obliged, however, to point out that, while he hoped to have money enough to do what was indicated in the document before the Governing Body, he had no money to do anything at all in pursuance of the resolutions adopted by the Conference. At least another million francs would be necessary, because unfortunately he had to anticipate a drop in the income of the Office for next year of at least 600,000 francs, so that an additional million francs would leave only 400,000 francs available to begin work on the Conference resolutions.

The Chairman, speaking as United States Government member, felt it to be necessary for the Governing Body to take action immediately on one resolution adopted by the Conference, that dealing with reconstruction. That resolution requested that the Governing Body should transmit it “forthwith” to the Governments of all Member States, and included a number of other suggestions, some of which merited the immediate consideration of Governments while others would require consideration at a later stage. He suggested that the Governing Body should authorise the Director to transmit the text of the resolution to Governments, with some commentary on the immediate proposals it contained. The second step the Governing Body might take would be to set up the small tripartite committee composed of members of the Governing Body contemplated in the resolution. There were two possible courses open to the Governing Body: it might ask the Emergency Committee which had just been set up to undertake at least the initiation of this reconstruction work as one of its responsibilities, or it might decide to set up a new Reconstruction Committee. Whichever course were taken, it would be desirable to adopt the suggestion in the resolution that the Committee should be empowered to enlist the assistance of technically qualified experts from time to time as it might find them needed.
Quant à la question financière, il lui semble qu’il ne devrait pas être impossible d’établir un budget spécial pour les travaux de la Commission de la reconstruction. Il y a de sérieuses raisons pour croire que de plusieurs côtés on pourra obtenir des fonds des Gouvernements, et que l’on peut croire également qu’il sera possible d’obtenir des subsides d’institutions privées. Il lui semble que la Commission qui sera chargée du problème de la reconstruction pourrait peut-être examiner la possibilité d’établir pour ces travaux un budget supplémentaire.

M. Hallsworth est également d’avis que l’on ne pourrait accomplir les tâches demandées au moyen des ressources prévues dans le budget ordinaire de l’Organisation; il demande si la proposition du Président tend à faire établir un budget spécial, affecté à l’œuvre de la reconstruction, pour l’Organisation internationale du Travail exclusivement, indépendamment de la Société des Nations. S’il en est ainsi, il faudra trouver les moyens nécessaires pour faire rentrer les fonds.

Le Président reconnait que la question soulevée par M. Hallsworth présente la plus grande importance. Il croit que le Conseil ne peut, à sa présente réunion, déterminer les moyens pour faire rentrer les fonds; il souhaite, toutefois, que cette question soit mentionnée dans la formule employée pour définir le mandat de la Commission qui s’occupera de l’œuvre de reconstruction.

M. Harriman estime que la résolution est l’une des plus importantes qui aient jamais émané de l’Organisation internationale du Travail; après la guerre, on appréciera la valeur de cette institution suivant la manière dont a été accomplie l’œuvre mentionnée dans cette résolution. La première question à déterminer a trait à la composition de la Commission et au nombre de ces membres; il s’agit notamment de savoir si la représentation des gouvernements sera double de celle des employeurs et des travailleurs. Quant à la question financière, on peut prévoir que la Commission aura besoin de ressources considérables; elle aura, en effet, à recueillir des informations sur l’œuvre déjà réalisée dans les divers pays en vue du travail de reconstruction, à comparer et à condenser cette documentation et, éventuellement, à formuler des suggestions. La Commission devra également examiner si elle entend accomplir sa tâche à Montréal, à Washington ou à Londres. En raison de la complexité et de l’importance de ce problème, il lui semble que le mieux serait de l’inscrire à l’ordre du jour de la réunion de la Commission de crise dont la convocation à Londres est envisagée. Ainsi, le Directeur p.i., le Président et tous les membres du Conseil auraient l’occasion de discuter la question dans son ensemble. En attendant, le Conseil pourrait charger le Directeur de préparer un rapport sur ce problème et d’évaluer les frais entrainés par ces mesures.

Le Directeur p.i. est prêt à accepter les suggestions de M. Harriman. Il demande, toutefois, au Conseil de l’autoriser à accepter, dès avant l’établissement d’un budget par le Conseil d’administration, les versements que les gouvernements tiendraient à faire au Bureau.

Sir Frederick Leggett estime qu’en raison de l’importance considérable que présente cette résolution, le Conseil d’administration ne doit aborder son examen qu’avec la plus grande attention. Le paragraphe a) de la résolution attire l’attention des gouvernements sur l’opportunité d’associer l’Organisation à la préparation et l’application des mesures de reconstruction; ce serait là une décision d’une portée considérable et qui exigerait de la part des gouvernements un examen approfondi. Le paragraphe b) suggère que les gouvernements qui ne l’ont pas encore fait, établissent des organes représentatifs pour l’étude des besoins économiques et sociaux du monde d’après-guerre et que ces organes consultent les organes appropriés de l’Organisation internationale du Travail; cette suggestion entraîne également des mesures positives de la part des gouvernements.

En présence de ces deux clauses de la résolution, il lui semble qu’il conviendrait que le Conseil d’administration ne prenne pas de décision précipitée, de manière à permettre aux gouvernements d’examiner attentivement les répercussions de la résolution sur l’action qu’ils ont eux-mêmes entreprise en vue de la reconstruction; une telle précaution vaudrait mieux que de créer immédiatement une Commission tripartite ou d’aller immédiatement de l’avant. Lorsque le Conseil abordera la question de la création de la Commission, il lui semble qu’il devra prendre sa décision à la lumière des conclusions des gouvernements et de l’avis que le Bureau pourra avoir obtenu
On the question of funds, it should not be at all impossible to raise a special budget for the purposes of the Reconstruction Committee. He thought that there was good reason to believe that in some cases at least governmental funds could be provided, and there was also reason to believe that there might be possibilities of adding private funds. He suggested that the Committee dealing with reconstruction might examine the possibility of raising a supplementary budget for the purposes of its work.

Mr. Hallsworth agreed that it would not be possible to do the work if reliance had to be placed only on the resources of the ordinary budget, but asked whether it was proposed that the special expenditure budget for reconstruction purposes should be raised entirely on behalf of the International Labour Organisation without reference to the League of Nations. If that were so, ways and means of raising the money would have to be devised.

The Chairman agreed that the question raised by Mr. Hallsworth was extremely important, but while the ways and means of raising money could not be determined at that meeting, he wished the question to be included in the mandate given to the Committee dealing with reconstruction.

Mr. Harriman considered the resolution one of the most important that had ever come before the International Labour Organisation, the value of which in the after-war period would be judged by whether the work under consideration was done well or ill. The first question to be decided was the number and composition of the Committee, in particular whether the representation of Governments should be twice as large as that of the employers and workers. As regards funds, the amount of money required would be very considerable, for the Committee would have to gather information on what was already being done in the way of reconstruction work from the various nations, correlate, sift and digest this information, and possibly make suggestions. It would also have to be considered whether the Committee should do its work in Montreal, in Washington or in London. In view of the complexity and importance of the problem, he suggested that the wisest course would be to place the matter on the agenda for the meeting of the Emergency Committee to be held in London. That would give the Acting Director, the Chairman and all the members of the Governing Body an opportunity to consider the whole problem. Meanwhile the Director should be asked to prepare a report on the matter and frame estimates of the cost of the work to be done.

The Acting Director accepted the suggestion made by Mr. Harriman, but suggested that if, before the London meeting, any Government should feel moved to send money, he should be authorised to accept it without awaiting the formulation of a proper budget by the Governing Body.

Sir Frederick Leggett felt that in view of the very great importance of the resolution, the Governing Body must approach the subject very seriously. Clause (a) of the resolution called the attention of Governments to the desirability of associating the International Labour Organisation with the planning and application of measures of reconstruction. That would be a very important and far-reaching decision for any Government to take, and would require serious consideration by Governments. Clause (b) of the resolution suggested to Governments that they should, if they had not already done so, set up representative agencies for the study of the economic needs of the post-war world, and that such agencies should consult with the appropriate organs of the International Labour Organisation. This also entailed definite action by Governments.

In view of these two clauses of the resolution, he thought it necessary that the Governing Body should wait a little to enable Governments to consider seriously the effect of the resolution on their work in regard to reconstruction, rather than for it to proceed at once to the setting up of a tripartite committee or the taking of any further action at that meeting. When the Governing Body came to the question of setting up the Committee, it ought to do so in the light of the consideration that had been given by Governments and of the views which it was hoped would be obtained by the Office from Governments on the question of reconstruction. He therefore strongly
des gouvernements sur la question de la reconstruction. Dans ces conditions, il appuie vivement la proposition de M. Harriman tendant à ajourner la décision et à charger le Bureau d'adresser la résolution aux gouvernements le plus tôt possible de manière que les divers pays puissent l'étudier et que le Conseil d'administration ou la Commission de crise puissent prendre leurs décisions en s'inspirant des mesures prises dans les divers pays.

M. Soubbotitch considère également qu'il faudrait aborder la question avec beaucoup de prudence, d'autant plus qu'il conviendra de coordonner les travaux de l'Organisation avec ceux d'autres organismes non moins importants, tels que ceux qui ont été récemment constitués à Londres. Il faudra organiser une collaboration complète et éviter les doubles emplois. Il croit, comme M. Harriman, que le Conseil pourrait décider d'inscrire la question à l'ordre du jour de la prochaine réunion du Conseil d'administration ou de la Commission de crise et de charger le Directeur de commencer, dans l'intervalle, les travaux préparatoires indispensables. Il lui semblait désiré d'associer à ces travaux préparatoires tous les principaux intéressés, soit directement, soit par correspondance, soit en leur communiquant les résultats de ces travaux.

M. Moore estime que s'il faut agir avec prudence, en revanche, le Conseil ne devrait pas trop en prendre à son aise. Il suggère, au lieu de renvoyer l'ensemble du problème à la Commission de crise lors de sa première réunion, de transmettre immédiatement les résolutions aux gouvernements et de soumettre ensuite la documentation à la Commission de crise, dès que le Bureau aura reçu des réponses. Peut-être pourrait-on avoir recours à une consultation par voie télégraphique sur certains points plutôt que d'attendre une réunion. Ainsi le Directeur, d'accord avec la Commission, pourrait prendre immédiatement des mesures pour faire rapport effet à la dernière partie de la résolution.

Sir John Forbes Watson appuie les observations de M. Harriman et de Sir Frederick Leggett et se trouve d'accord avec M. Moore; en effet, sur la base des expériences faites, on peut croire qu'il y aura une réunion à Londres avant que le Bureau ait reçu des réponses des gouvernements. Quant à la question financière, il lui semble que, puisqu'il s'agit d'un problème international, tous les pays qui, à la Conférence, ont manifesté leur accord avec la résolution devraient être disposés à payer une part équitable des frais qu'entraîneront les mesures qui seront prises pour y donner suite. Il ne voit pas pourquoi certains pays particulièrement intéressés ne faisaient pas quelques dépenses en vue d'obtenir l'avis d'experts et de procurer au Bureau des rapports superflus; néanmoins, l'organisation générale d'études aussi importantes et de nature prétendue à controverse devrait être confiée au Directeur et les frais qu'elle entraîne devraient être couverts par des contributions de tous les États Membres de l'Organisation.

M. Rens signale que le Gouvernement belge a, au début de 1941, créé une Commission dont l'objet et la composition correspondent aux propositions formulées dans la résolution de la Conférence. Cette Commission s'est mise en rapport avec divers organismes constitués pour d'autres pays; toutefois, elle a rapidement constaté que les mesures d'ordre économique et social qui pourraient être prises étaient nettement conditionnées par la politique qui serait suivie dans d'autres pays. Il s'ensuit qu'il conviendrait que le Conseil donne au Directeur la faculté de traiter rapidement ce problème. Il n'a pas qualité pour parler au nom du Gouvernement belge, mais est persuadé que celui-ci serait disposé à faire tous les sacrifices financiers supplémentaires qui seraient nécessaires pour permettre à l'Organisation d'accomplir les travaux demandés.

M. Hallsworth propose qu'en transmettant la résolution aux gouvernements, le Directeur signale que l'action envisagée dans la résolution entraînera des frais et leur indique d'emblée qu'ultérieurement, lorsque les projets du Bureau auront été établis ou que l'on aura abouti à un accord complet, il sera inévitablement amené à demander aux gouvernements d'assurer au Bureau des ressources complémentaires.

Le Président résume la discussion. Il constate que le Conseil entend, tout d'abord, charger le Directeur de transmettre la résolution aux gouvernements, en leur signalant, comme l'a suggéré M. Hallsworth, qu'ils seront invités ultérieurement à
supported Mr. Harriman's proposal that the Governing Body should not take action at once but that the Office should send the resolution with the utmost speed to Governments, so that it would be considered in the several countries and the Governing Body or the Emergency Committee could take a decision in the light of the action taken in the several countries.

Mr. Soubbotitch agreed that it was necessary to approach the question with great prudence, more especially as it would be necessary to consider co-ordinating the work of the Organisation with that of other bodies of no less importance, such as that set up recently in London. It was necessary to ensure full collaboration and to avoid overlapping. He agreed with Mr. Harriman's proposal that the matter should be placed on the agenda of the next meeting of the Governing Body or the Emergency Committee, and that meanwhile the Director should be asked to begin the necessary preparatory work. He thought it desirable that those mainly concerned should be associated in some way or other with that preparatory work, either directly or by correspondence or by communication to them of the results of the preparatory work.

Mr. Moore felt that while caution was desirable, the Governing Body must not proceed in too leisurely a fashion, and suggested that instead of deferring the whole matter to the first meeting of the Emergency Committee, the resolution should be communicated to Governments forthwith, and that the matter should be brought to the attention of the Emergency Committee as soon as replies had been received. It might be possible to agree by cable consultation on some action instead of waiting for a meeting, so that the Director, in collaboration with the Committee, could take immediate steps to give effect to the latter part of the resolution.

Sir John Forbes Watson endorsed the views expressed by Mr. Harriman and Sir Frederick Leggett, and did not disagree with Mr. Moore, since experience suggested that there would be a meeting in London before replies were received from Governments. As regards funds, he felt that, as this was an international matter, all the countries who had expressed at the Conference their approval of the resolution should be willing to pay their fair share of the cost of carrying it out. There was no reason why any country specially interested should not spend money in getting expert advice and furnishing the Office with costly reports, but the administration of such an important and in some ways controversial matter should be in the hands of the Director and the costs should be met by money subscribed by all the Members of the Organisation.

Mr. Rens pointed out that the Belgian Government had at the beginning of the year appointed a committee corresponding both in its aims and its composition with the proposals in the resolution. This committee had established contact with similar bodies set up for other countries, but had very quickly discovered that the possibilities of national action in the social and economic field were strictly limited until it was known what line would be taken by other countries. It was therefore essential that the Director should be given the necessary power to deal urgently with the question. While not speaking on behalf of his Government, he felt sure that the Belgian Government would agree to make any extra financial contribution deemed necessary to enable the Organisation to do the work required.

Mr. Hallsworth suggested that when the resolution was communicated to Governments the Director should point out that the work envisaged by the resolution would cost money, and that at the initial stage Governments should be warned that later, when the Director's plans had been perfected or complete understanding reached, they would necessarily be called upon to make an extra contribution.

The Chairman summed up the discussion, saying that it was agreed, first, that the resolution should be transmitted forthwith to Governments with a letter embodying the suggestion made by Mr. Hallsworth, that Governments should be warned that
verser au Bureau une contribution supplémentaire; ensuite, renvoyer à la Commission de crise, comme premier point de l'ordre du jour de sa première réunion, les mesures à prendre comme suite au paragraphe c) de la résolution, ou, le cas échéant, faire préalablement entamer cette action par le Directeur p.i. s'il y parvient en prenant l'avis des membres de la Commission de crise; enfin, charger le Bureau d'effectuer les travaux préparatoires nécessaires.

Le Conseil d'administration approuve la conclusion du débat telle que le Président vient de la formuler.

Le Directeur p.i., en réponse à une demande faite à une précédente séance par M. Pradenas Muñoz, donne à celui-ci l'assurance que le Bureau fera l'impossible pour augmenter le volume des publications en espagnol, afin de donner satisfaction, dans une certaine mesure tout au moins, aux pays de langue espagnole.

M. Downes souligne qu'il serait désirable que le Bureau fasse une part plus grande aux simples publications de propagande. Les gouvernements ne sont que trop rarement disposés à précéder l'opinion publique; il faut donc que le Bureau agisse directement sur elle pour l'orienter, ce qui ne peut se faire que par des publications qui ne soient pas exclusivement techniques.

Le Conseil d'administration prend note des indications contenues dans la note du Bureau sur le plan d'activité et le programme des publications du Bureau.

HUITIÈME QUESTION A L'ORDRE DU JOUR

Mesures à prendre en vue de la prochaine session de la Conférence internationale du Travail (ordre du jour, etc.)

Le Président signale que le Conseil d'administration a, en fait, réglé cette question par les décisions qu'il a prises comme suite à la résolution adoptée par la Conférence, ainsi que par d'autres décisions antérieures.

Le Conseil d'administration prend note de cette déclaration.

NEUVIÈME QUESTION A L'ORDRE DU JOUR

Questions figurant à l'ordre du jour de la session du Conseil d'administration prévue pour le mois de juin 1940.

Le Conseil d'administration décide de s'en remettre au Bureau pour régler ces questions dans la mesure où le permettent les circonstances.

DIXIÈME QUESTION A L'ORDRE DU JOUR

Date et lieu de la prochaine session

Le Président constate que cette question a été réglée par la décision que le Conseil a prise au sujet de la Commission de crise et de l'autorisation donnée au Directeur de consulter le Conseil par correspondance.

Le Conseil d'administration prend note de cette déclaration.

La session est déclarée close à 19.45 heures.

Carter Goodrich.
they would be called upon at a later stage to make an extra contribution; secondly, that the implementing of clause (c) of the resolution should be referred to the Emergency Committee as its first item of business at its first meeting, or that perhaps some action might be taken even earlier if the Acting Director could find ways of doing so in consultation with the members of the Emergency Committee; and thirdly, that the Office would make the necessary preparations.

*The Governing Body approved of the Chairman's summing up of its conclusions.*

*The Acting Director*, in response to a request made at an earlier sitting by Mr. Pradenas Muñoz, gave an assurance that the Office was doing everything possible to increase the volume of its publications in Spanish and would be able thus to give at least a measure of satisfaction to the Spanish-speaking countries.

*Mr. Downes* emphasised the desirability of publishing more propaganda material of a simple character. Governments were rarely prepared to move in advance of public opinion, and it was therefore necessary for the Office to cultivate and direct public opinion, and that could only be done by means of simple publications.

*The Governing Body took note of the Acting Director's note on the programme of work and publications of the Office.*

**Eighth Item on the Agenda**

*Arrangements for and Agenda of the next Session of the International Labour Conference*

*The Chairman* pointed out that this item had in effect been disposed of by the resolution adopted by the Conference and by the previous decisions of the Governing Body.

*The Governing Body concurred in the Chairman's statement.*

**Ninth Item on the Agenda**

*Matters which would have come before the Session of the Governing Body intended to be held in June 1940*

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

**Tenth Item on the Agenda**

*Date and Place of the next Session of the Governing Body*

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

*The Governing Body concurred in the Chairman's statement.*

The Session closed at 7.45 p.m.

Carter Goodrich.
APPENDICES
APPENDIX I

AGENDA

3. Questions arising out of the Resignation of the Director.
6. Programme of work and publications of the Office for 1941-1942.
7. Inter-American Committee to promote Social Security.
8. Arrangements for, and agenda of, the next session of the International Labour Conference.
9. Matters which would have come before the session of the Governing Body intended to be held in June 1940:
   (a) Report of the Committee of Experts on the application of Conventions.
   (b) Approval of forms for annual reports on the application of various Conventions.
   (d) Proposal to revise the Fee-Charging Employment Agencies Convention.
   (e) Effect to be given to certain Resolutions adopted by the Conference at its 25th Session.
   (f) Work of the League of Nations on social and economic questions (Bruce Report).
10. Date and place of the next session.
APPENDIX II

FIRST ITEM ON THE AGENDA

REPORT OF THE ACTING DIRECTOR

I. PRELIMINARY REPORT

The Membership of the Governing Body

(1) Since the last session the following changes have taken place in the membership of the Governing Body:

Brazilian Government: Mr. Helio Lobo has been replaced by Mr. F. C. Pontes de Miranda.

Canadian Government: Mr. Hume Wrong has been replaced by Dr. Bryce M. Stewart, Deputy Minister of Labour.

Chilean Government: Mr. Esteban Ivovich has been replaced by Mr. Luis Feliú Hurtado, who has also been accredited as Permanent Delegate to the Organisation.

Norwegian Government: Mr. Paal Berg has been replaced by Mr. Sverre Støstad, Minister of Social Affairs, with Mr. Oscar Torp, Minister of Finance, as his substitute.

The Belgian and Netherlands Governments, who occupy seats on the Governing Body in the group of States of chief industrial importance, have not yet designated their regular representatives.

(2) The Governing Body, while welcoming the distinguished personalities who have now joined its ranks, will doubtless wish to express its appreciation of the services rendered by their predecessors.

(3) The Governing Body will also feel keenly the absence from this session of many colleagues who have been familiar and respected figures at previous sessions and have been prevented from attending because their countries have been occupied by Germany, or owing to the difficulties of travel, or for other reasons connected with the war.

II. REPORT OF THE ACTING DIRECTOR

Events Since the Last Meeting of the Governing Body

(1) The outstanding events since the last meeting of the Governing Body have been the setting up of the Montreal Office and the resignation of Mr. John G. Winant from the Directorship.

Resignation of the Director.

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

1 The remainder of the Preliminary Report, relating to questions which were considered by the Governing Body in private sitting, are printed separately as an appendix to the minutes of the Second, Fourth and Fifth Sittings.
Montreal, 13 February 1941.

Dear Mr. Chairman:

This is to tender you my resignation, effective as from 15 February 1941.

When I accepted the directorship of the International Labour Office the Western World was at peace. The working centre of the Office was in Geneva, Switzerland.

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

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

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

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

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

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

Sincerely,

(Signed) John G. Winant.

The reply of the Chairman was as follows:

New York City, 15 February 1941.

Dear Mr. Winant,

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

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

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

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

Sincerely,

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

(3) Mr. Winant's resignation was announced to members of the Governing Body and to the Governments of Members of the Organisation by the Chairman in the following letter:
New York City, 19 February 1941.

Sir:

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

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

I have the honor etc.,

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

(4) The Governing Body will undoubtedly wish to place on record, and to transmit to Mr. Winant, an expression of its appreciation of the services rendered by Mr. Winant to the International Labour Organisation at a most critical period of its history and of its good wishes for him in the high office that he now fills.

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

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

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

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

United States of America  China Brazil Argentina Chile Canada Cuba

(7) The circumstances in which the sessions of the Conference and of the Governing Body arranged for June 1940 in Geneva were postponed and which led to the Director's decision to set up an office in Montreal have been fully described by Mr. Winant in the report he issued, before his departure to London, under the title "A Report to the Governments, Employers and Workers of Member States of the International Labour Organisation". Copies of this report have been supplied to members of the Governing Body; the Acting Director is, of course, at the service of the Governing Body for any further information it may desire.1

(8) The Governing Body will assuredly wish to express its gratitude to the Canadian authorities, both Dominion and Provincial, for the signal service they have rendered to the Organisation by the generous hospitality accorded and the facilities given to enable the Office to carry on its work.

(9) The Governing Body will also wish to thank McGill University, Montreal, for its generosity in placing premises and library facilities at the disposal of the Office. Dr. Cyril James, the Principal, and the other officers of the University have been unfailingly courteous and kind in all matters affecting the Office and its staff in Montreal.

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1 See also below, p. 50.
Diplomatic Status of the Office in Canada.

(10) The setting up of an office in Montreal made it necessary to define the status of the Office in Canada in a manner ensuring it the independence which is necessary to the effective discharge of its responsibilities as an official international body. Arrangements regarding exchange transactions, postal and telegraphic facilities, passport facilities and similar practical questions have also been necessary in order to enable the Office to continue its work with reasonable efficiency in present circumstances. Particulars of the arrangements made are given in the Appendix to this report. The attention of the Governing Body should be specially drawn to the Treaties of Peace (Status of the International Labour Office) Order, 1941, which defines the status of the Office in Canada in terms similar to those in which the modus vivendi with the Swiss Government defines the position of the Geneva Office. In acknowledging receipt of a copy of this Order in Council the Acting Director wrote to the Canadian Government as follows:

This Order will be drawn to the attention of the Governing Body of the International Labour Office at its forthcoming meeting, but I am confident that the Governing Body would wish me to express without delay the warmest appreciation of the action which has been taken by the Canadian Government to define the status and immunities of the Office in Canada in accordance with the provisions of Article 7 of the Covenant of the League of Nations and Article 6 of the Constitution of the International Labour Organisation.

Approval of the Office Budget for 1941.

(11) Information concerning the budget of the Office for 1941 and its adoption by the Governing Body has been given in the documents already circulated to members of the Governing Body. Information on the financial and administrative situation will be furnished under Item 2 of the agenda.

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

Meetings.

(12) With the exception of the Committee of Experts on the application of Conventions, which met in May 1940 at Geneva, it has not been possible for the Office to convene meetings of committees or other generally representative bodies since the last session of the Governing Body. A series of meetings of a special character has, however, been held since the transfer to Montreal, which have demonstrated the utility of meetings the representative character of which is limited but which enable States to pool their experience and to draw upon the information collected by the Office in matters of common concern. On 31 January 1941 an informal meeting of representatives of the Governments, employers and workers of the United States of America and Canada was held at the Montreal Office and discussed certain problems of the organisation of labour supply for the purposes of national defence. At the request of those present a second meeting was held in Montreal on 12 April; to this meeting the Office submitted as a basis of discussion a report which was subsequently published under the title of Labour Supply and National Defence. A third meeting was held in New York on 13 September, for which a report was prepared by the Office on labour conditions in defence contracts. A fourth meeting in this series is contemplated for November 1941.

Publications.

(13) The publishing activities of the Office have had, of course, to be adapted to meet the changed conditions, but the volume and scope of the publications issued has been well maintained and even in some cases extended, as is shown by the following catalogue of the principal items.

International Labour Review. Publication was continued from Geneva up to and including the August-September 1940 number and resumed immediately in Montreal with the October-November 1940 issue, and has continued regularly each month since then. The English and French editions have been slightly enlarged so as to include Industrial and Labour Information, the issue of which as a separate weekly publication has been suspended. The Spanish edition has been enlarged so as to make its contents identical with the English and French editions. Publication of the German edition ceased in 1940.

Reprints of articles from the Review have been published for separate distribution and sale as follows:

The Rowell-Sirois Report (Canadian Royal Commission on Dominion-Provincial Relations). English and French.

Labour Policy in Germany under the Nazi Regime. English.

1 Annex A, p. 45.
2 Appendix III, p. 51.

International Comparisons of Food Costs. English.

Social Insurance in Latin America. English and Spanish.

Building Social Security. English and Spanish.

Legislative Series. Publication in English was continued from Geneva up to the July-August issue in 1940 and in French up to the end of 1940; it was resumed from Montreal with the September-December 1940 issue in English and with the January-March 1941 issue in French. A quarterly instead of monthly issue of brochures has been instituted since September 1940, and the edition in volume form has been suspended. The output of the Series from the beginning of 1940 to the middle of 1941 has been, in English, 183 texts making a total of 1,350 printed pages; in French, 125 texts and 1,220 pages. The languages from which the texts have had to be translated into English and French number nearly twenty.

Industrial Safety Survey. Four numbers (instead of six) appeared in 1940 and quarterly publication is continuing in 1941, the numbers being enlarged in compensation for the less frequent issue. It has not been possible to issue editions in French and German since 1940.


Year-Book of Labour Statistics, 1940. Published from Geneva in English-French (bilingual) in 1940. The next edition will be trilingual (English-French-Spanish).

Occupation and Health. Two supplements have been published.

Studies and Reports. The following volumes have been published since the last meeting of the Governing Body:

The Minimum Wage.

Actuarial Technique and Financial Organization of Social Insurance.

Compensation of War Victims.


Methods of Family Living Studies.

Employment, Wages and International Trade.

Studies in War Economics.

The Labour Situation in Great Britain — A Survey, May-October 1940.

Labour Supply and National Defence.

Methods of International Comparison of Food Costs.

Governing Body Documents. The Minutes of the 89th Session of the Governing Body and of the Third and Fourth Sessions of the Emergency Committee were issued from Geneva in 1940.

Conference Documents. The report on Methods of Collaboration between Public Authorities, Workers' Organizations and Employers' Organizations, prepared for the intended June 1940 session of the Conference, was issued in English, French and Spanish from Geneva in 1940. Two supplementary volumes of this report, Wartime Developments and Suggestions for Discussion, have been prepared in Montreal, also in English, French and Spanish, for the New York Conference.

Mr. Winant's Report to the Governments, Employers and Workers of the Member States was published in English, French and Spanish.

The Report of the Acting Director to the New York Conference, The I.L.O. and Reconstruction, has also been issued in English, French and Spanish.

The Record of the Havana Conference of American States Members was published in Spanish and English from Montreal in 1941.

Other publications include The I.L.O. at Work, a popular descriptive pamphlet (already issued in English and to be issued shortly in Spanish).

In addition, a volume entitled The International Labour Code, a codified and annotated edition of the standards laid down by the Conference in Conventions and Recommendations, and other publications are in the press.
Besides its printed publications, the Office has resumed from Montreal publication of the roneoed Co-operative Information, which has been issued monthly since October 1940 in English, French and Spanish.

Missions and Technical Assistance to Governments.

(14) Mr. Tixier, Assistant Director of the Office, visited Mexico on a study mission in the spring of 1941. He received a most cordial welcome from the President of the Republic and the Ministers of Foreign Affairs, Labour, Agriculture and National Economy and from the employers' and workers' organisations, all of whom reaffirmed their sincere attachment to the International Labour Organisation and expressed their conviction that the Organisation would continue its activity in spite of the difficulties created by the war and that it would play a very important part in the solution of post-war economic and social problems. Mr. Tixier studied the organisation of the Ministry of Labour and visited many social institutions and industrial undertakings (spinning mills, breweries, glass-works, mines, etc.), and an article on "Present Labour Problems in Mexico", based on these experiences, will be published in the International Labour Review. At the request of the Minister of Labour Mr. Tixier prepared a technical report on a draft bill relating to social insurance the drafting of which had just been completed by the Ministry. The draft bill and Mr. Tixier's report thereon are at present under consideration by a technical committee on social insurance, which has the assistance of Professor E. Schoenbaum, a Czechoslovak actuary, who was brought to Mexico for the purpose in accordance with a suggestion made by the Office. By agreement with the Minister of Agriculture, Mr. Tixier devoted several weeks to a study of the technical, financial and social aspects of the agrarian reform which constitutes one of the most original and important features of the economic and social structure of Mexico, visiting a considerable number of ejidos and the collective cotton plantations of La Laguna. The present state of agrarian reform in Mexico, which has aroused great interest in other countries and given rise to keen controversy, will be discussed in an article to be published in the International Labour Review.

(15) Mr. Stein, Chief of the Social Insurance Section of the Office, and Mr. Blelloch visited Bolivia in January and February 1940, in response to a request from the Bolivian Government. The purpose of Mr. Stein's mission was to draw up, in collaboration with the Director of the Workers' Insurance and Savings Fund and the Actuarial Service of the Ministry of Labour and Social Welfare, a scheme of social insurance for workers in industry and commerce, while Mr. Blelloch had to advise on the reform of the Labour Law and of the methods of enforcing it. The work entailed many consultations and considerable travelling in Bolivia to secure an adequate understanding of the diverse local conditions. The conclusions of the Office's mission were submitted to the Minister of Labour and Social Welfare in February and March 1940, and then to the Provisional President of the Republic, General Carlos Quintanilla, who gave them his full approval; subsequently they were brought to the notice of the Bolivian Congress in a report presented by the Minister of Labour and Social Welfare in February and March 1940, and then to the Pro-visional President of the Republic, General Carlos Quintanilla, who gave them his full approval; subsequently they were brought to the notice of the Bolivian Congress in a report presented by the Minister in August 1940. The services rendered by the mission were cordially acknowledged by the newly elected President of the Republic, General Enrique Peñaranda, in his address to the new Congress on 15 April 1940, from which the following declaration of social policy is taken:

The importance of the social problem in this country lies in the fact that the mining industry requires educated and physically fit workers, while we are at the same time endeavouring to reach a higher phase of economic development by intensifying and rationalising agriculture, stock-raising and manufacturing industries. In the national interest the standards of living, health, education and capacity of the working class must be raised. My Government will make any necessary sacrifices to attain this end. Happily we have at our disposal a programme, for grammatical and progressive action, worked out by technical experts of international reputation, whose services have been made available to us by the International Labour Office of the League of Nations, and whose advice and recommendations will be rigorously and faithfully followed.

(16) After his mission in Bolivia Mr. Stein travelled to Peru. The primary purpose of this mission was to examine the organisation of the Peruvian National Social Insurance Fund, but during his stay of a week in Lima he was also able to discuss labour and social problems with the Minister of Public Health, Labour and Social Welfare, Professor Constantino Carvallo, and with Mr. Jorge Fernandez Stoll, Director of Labour and Social Welfare in the Ministry. General matters concerning the Organisation were also discussed with the Secretary General of the Ministry of Foreign Affairs, Mr. Herman Bellido.

(17) In Ecuador, the next country to be visited, also in February 1940, Mr. Stein gave evidence to the Board of the National Social Insurance Institute concerning the reform of the financial and administrative systems of the two pensions insurance funds and the introduction of health insurance. The actuarial studies made for these purposes were made by Professor E. Schoenbaum, who had been appointed for the purpose by the Government from among the members of the Office's Correspondence Committee on Social Insurance. Mr. Stein also discussed these insurance problems and other questions of interest to the Office with the President of the Republic and with the Minister of Foreign Affairs.
(18) After leaving Bolivia, in March 1940, Mr. Blelloch spent a week in Paraguay (which is no longer a Member of the Organisation), where he was cordially received by the Minister of Foreign Affairs and the Minister of the Interior and Labour and established relations with the head of the National Labour Department.

(19) In April and May 1940 Mr. Blelloch spent some time in Brazil, in contact with the various services of the Government concerned with matters of interest to the Office.

(20) In June 1940, Mr. Blelloch went to Venezuela for consultations in connection with the programme of labour legislation which had been elaborated with the assistance of officials of the Office sent on mission to this country in 1936 and 1938. Legislation dealing with insurance for sickness, maternity, and industrial accidents and diseases, which had been framed with the assistance of the 1938 mission, was promulgated on 24 July 1940; old-age, invalidity and survivors' insurance and unemployment insurance will be dealt with by later legislation.

(21) Further visits were paid to South American countries in the early months of 1941. In February 1941, Mr. Stein was sent to Chile to assist the labours of a committee on social insurance which had been set up in March of the previous year, under the chairmanship of the Minister of Health, Dr. Salvador Allende. A bill was submitted to the Chilean Congress in June 1941 which would provide for a very considerable extension of the social insurance system, introducing new benefits and covering 70 per cent. of the population. The Minister of Health sent to the Acting Director, on 8 May 1941, a cordial letter of thanks for the assistance rendered by Mr. Stein.

(22) In March 1941 Mr. Stein visited Colombia, his advice being sought by the Minister of Labour, Health and Social Welfare, Dr. José Joaquin Caicedo Castilla, on proposals for the introduction of compulsory insurance and the setting up of a Colombian National Social Insurance Fund. A full report was transmitted to the Minister in May 1941, and a bill providing for the setting up of the Fund and introducing a scheme of insurance for sickness, maternity and industrial accidents and diseases was submitted to the Colombian Congress in July 1941. In a letter of 21 June 1941 the responsible Minister expressed his gratitude for the report and stated that the assistance given by the Office would undoubtedly facilitate the introduction of social insurance in Colombia.

(23) In March 1940, Mr. Osmay, who was at home in Turkey on annual leave, visited Ankara and discussed matters affecting the Office with various personalities in the Turkish Government. He was also able to assist in the co-ordination of the work of the social security expert whose services had been obtained by the Labour Department through the good offices of the I.L.O. In June 1941, Mr. Osmay, who is in charge of the Co-operative and Agricultural Service in the Montreal Office, was invited to participate in a very useful study tour of rural life in the Gaspeian Peninsula of Quebec organised by Laval University and the Superior Council of Co-operation of Quebec.

(24) Since the transfer to Montreal assistance has been given to the Canadian Government in connection with inventories of labour supply and the introduction of unemployment insurance. Mr. Waelbroeck, Chief of the Employment, Unemployment and Conditions of Work Section, and Mr. Stein have both given advice to the Dominion authorities in Ottawa. In addition Mr. Couper, a member of Mr. Waelbroeck's section, was first lent and subsequently seconded to the Department of Labour, with which he is still serving.

(25) The services of Mr. Wright, of the Economic Section of the Office, were lent for a period in the summer of 1941 to the Division of Defense Housing Co-ordination of the United States Government.

(26) After leaving Geneva and for some months before rejoining the Office in Montreal in June 1941, Mr. Guye, of the Economic and Statistical Section of the Office, visited Argentina, Brazil, Chile and Uruguay, consulting with the competent officials of those countries with a view to securing greater comparability of labour statistics.

(27) In addition to the missions and loans of officials to various countries mentioned above, the Office has had to deal with innumerable requests for information from Government Departments, employers' and workers' organisations and private persons.

Administrative Work.

(28) The smooth routine that had been worked out over a long period of years in Geneva has of course been entirely dislocated by war conditions and by drastic reduction in the size of the
staff and the transfer of the majority of those remaining to Montreal, Washington, London and elsewhere. New premises have had to be equipped, new subaltern staff engaged and trained, records and accounts have had to be reconstituted, correspondence has had to be conducted by telegraph or sent by complicated and changing routes, in short, all sorts of material difficulties have had to be overcome while the work of the Office in collecting, digesting and disseminating information and organising meetings has had to be carried on. When it is remembered that the staff now available for all purposes is only a small fraction of what it used to be, the weight of the burden will be appreciated.

The Membership of the International Labour Organisation.

(29) The notice of withdrawal from the Organisation given by Japan became effective on 3 November 1940. Spain gave notice of withdrawal from the League of Nations on 8 May 1939; it has not signified its intention to remain a Member of the Organisation and its membership may be presumed to have ceased on 8 May 1941. On the other hand Peru, whose notice of withdrawal from the League of Nations became effective on 8 April 1941, reaffirmed on that date its intention to remain a Member of the Organisation by the following special message from the Minister of Foreign Affairs:

I am glad to inform you that the Peruvian Government, desirous of continuing its collaboration with the International Labour Office, is resolved to maintain its membership of the Organisation after the 8th of this month, on which date its withdrawal from the League of Nations becomes effective.

(30) The following telegram was received on 23 April 1941 from the Acting Secretary-General of the League of Nations:

(Translation)

Geneva, 21 April 1941.

Received Saturday 19th following telegram:

"I have the honour to inform you that the French Government availing itself of its right under Article 1 paragraph 3 of the Covenant has decided to withdraw from the League of Nations. The French Government reserves the right to decide later whether it will continue its participation in the International Labour Organisation and the institutions of a purely technical character connected with the League of Nations.

I have the honour, etc.,

F. Darlan."

Have acknowledged receipt this communication informing Admiral it will be communicated to the Members of the League. Please transmit copy Hambro, Jacklin, Loveday.

(Signed) Lester.

Composition of the Governing Body.

(31) A vacancy in the membership of the Governing Body in the group of eight States of chief industrial importance results from the cessation of Japanese membership. At the last session the Governing Body decided “to instruct the Officers to make a careful study of the criteria used up to the present, paying particular attention to the position of China, with a view to the revision of the list (of States of chief industrial importance) which will be necessary in the event of a new vacancy occurring”.

(32) In present circumstances it is clearly difficult either to assemble the statistics or to submit information to the Officers, even if a meeting of the Officers were possible. Consideration of the matter will therefore presumably have to be postponed for the present.

(33) There is also a vacancy in the Governing Body in the seat occupied by Spain. In this case the vacancy is in the group of States elected by the Conference.

(34) At its last session the Governing Body had before it a note by the Office on possible changes in the method of representing on the Governing Body the Members not included in the “eight States” group. In accordance with the instruction then given this note was communicated to Governments, in March 1940, and replies have been received from the Governments of the following Members: United States of America, Belgium, Canada, Colombia, Egypt, Estonia, Great Britain, India, Iraq, Ireland, Latvia, Lithuania, Mexico, Netherlands, New Zealand, Peru, Poland, Switzerland, Turkey, Union of South Africa, Venezuela, Yugoslavia.

(35) The replies received number only 22 (including those of six States included in the “eight States” group), and some of these are not final. In view of this situation, of the conditions now prevailing, and of the fact that an appreciable time may have to elapse before a new election of the
Ratification and Application of Conventions.

(36) Since the last session of the Governing Body 13 ratifications of Conventions have been registered as follows:

<table>
<thead>
<tr>
<th>Country and Convention</th>
<th>Date of registration by the Secretariat of the League of Nations</th>
</tr>
</thead>
<tbody>
<tr>
<td>China: Minimum Age (Revised), 1937 (No. 59)</td>
<td>21.2.1940</td>
</tr>
<tr>
<td>Egypt: Statistics of Wages and Hours of Work, 1938 (No. 63)</td>
<td>5.10.1940</td>
</tr>
<tr>
<td>Iraq: Equality of Treatment (Accident Compensation), 1925 (No. 19)</td>
<td>30.4.1940</td>
</tr>
<tr>
<td>Workmen’s Compensation (Occupational Diseases) (Revised), 1934 (No. 42)</td>
<td>25.7.1941</td>
</tr>
<tr>
<td>Mexico: Safety Provisions (Building), 1937 (No. 62)</td>
<td>4.7.1941</td>
</tr>
<tr>
<td>Netherlands: Statistics of Wages and Hours of Work, 1938 (No. 63)</td>
<td>9.3.1940</td>
</tr>
<tr>
<td>Norway: Seamen’s Articles of Agreement, 1926 (No. 22)</td>
<td>29.3.1940</td>
</tr>
<tr>
<td>Statistics of Wages and Hours of Work, 1938 (No. 63)</td>
<td>29.3.1940</td>
</tr>
<tr>
<td>Switzerland: Right of Association (Agriculture), 1921 (No. 11)</td>
<td>23.5.1940</td>
</tr>
<tr>
<td>Forced Labour, 1930 (No. 29)</td>
<td>23.5.1940</td>
</tr>
<tr>
<td>Underground Work (Women), 1935 (No. 45)</td>
<td>23.5.1940</td>
</tr>
<tr>
<td>Safety Provisions (Building), 1937 (No. 62)</td>
<td>23.5.1940</td>
</tr>
<tr>
<td>Statistics of Wages and Hours of Work, 1938 (No. 63)</td>
<td>23.5.1940</td>
</tr>
</tbody>
</table>

The total number of ratifications registered is now (30 September 1941) 882.

(37) The report of the Committee of Experts on the application of Conventions on the annual reports for the period 1 October 1938 to 30 September 1939 appears as a sub-item of Item 9 of the agenda of this session.

(38) The events of 1940 inevitably dislocated the procedure for dealing with annual reports on the application of Conventions. In January 1941 a circular letter was addressed to Governments stating that while the Office appreciated the difficulty which some Governments might have in present circumstances in furnishing these reports, it hoped that Governments would maintain the system as far as possible. In many cases, of course, Governments were able to furnish reports in the same form and as detailed as in previous years; but as might be expected the number of reports received was considerably below the number that would have been received under normal conditions. Nevertheless 269 reports had been received up to 30 September 1941 from 18 Governments (including the report on the Forced Labour Convention supplied voluntarily by the Government of the Anglo-Egyptian Sudan).

(39) The reports received have not been submitted for examination by the Committee of Experts, since it would be difficult to convene a meeting of this Committee in present conditions. They will, of course, be available to enable the Office to discharge the constitutional obligation to lay a summary of them before the Conference when the next session of the Conference is held.

Functioning of the Governing Body and Committees.

(40) Since regular meetings of the Governing Body cannot be counted on at present, it would seem to be desirable to supplement the emergency arrangements made by the Governing Body before the outbreak of war by making provision for consultation of the members of the Governing Body by correspondence (letter or telegram). This method of consultation has of necessity been adopted twice already — for the approval of the 1941 budget and for the convocation of the Conference and of the present session of the Governing Body: its usefulness has been proved and no member of the Governing Body has raised any objection to it. Although consultation by correspondence cannot be a wholly satisfactory substitute for discussion at a meeting, it may again prove
to be indispensable. Accordingly it is suggested that the Governing Body should formally authorise its use in future, as an emergency procedure when circumstances so require.

(41) It would be desirable also to make some provision in regard to the convening of meetings of committees and the making of changes in the membership which may be required by the altered circumstances. In particular, it might be found desirable for the Joint Maritime Commission to meet before the next meeting of the Governing Body. In the ordinary course a decision as to the summoning of a meeting of this Commission and as to its agenda, date and place of meeting, etc., would be taken by the Governing Body itself. It is suggested that the Governing Body might now decide, in principle, that the Commission should be convened, if the members of the Commission express a desire that a meeting should be held.

(42) As regards other Committees, it may be found desirable to appoint new members to make good deficiencies due to the inaccessibility of present members or their inability to attend meetings and perhaps also to secure a wider representation. It is suggested that questions of this kind might be dealt with by the procedure of telegraphic consultation referred to in paragraph 40 above.

ANNEX A

DOCUMENTS RELATING TO THE STATUS AND FACILITIES ACCORDED TO THE INTERNATIONAL LABOUR OFFICE IN CANADA BY THE CANADIAN GOVERNMENT

This Appendix, which is submitted to the Governing Body for information and does not call for any decision, contains the particulars referred to in paragraph 10 of the Acting Director's Report of the manner in which the status of the Office in Canada has been defined in order to ensure it the independence which is necessary to the effective discharge of its responsibilities as an official international body, and of the arrangements regarding exchange transactions, postal and telegraphic facilities, passport facilities and similar practical questions which have been necessary in order to enable the Office to continue its work with the greatest possible efficiency in present circumstances.

THE TREATIES OF PEACE (STATUS OF THE INTERNATIONAL LABOUR OFFICE) ORDER, 1941

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

ORDER IN COUNCIL
AT THE GOVERNMENT HOUSE AT OTTAWA

Thursday, the 14th day of August, 1941

Present:
HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

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

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

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

1 See above, p. 39.
(3) That Section 1 of The Treaties of Peace Act, 1919 (10 George V., Chap. 30) empowers the Governor in Council to make such Orders in Council and do such things as appear to him to be necessary for carrying out these Treaties and for giving effect to any of their provisions;

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

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

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

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

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

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

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

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

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

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

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

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

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

A. D. P. HEENEY,
Clerk of the Privy Council.

* * *

INTERNAL ADMINISTRATIVE MEASURES

Instructions regarding the purpose for which the above immunities have been accorded have been issued to the staff by General Office Instruction No. 23 of 3 September 1941, the terms of which are in part as follows:

Internal Instructions relating to the above Order

The General Instruction relating to the Immunities of Members of the Staff of 15 March 1936 continues to be in force for members of the international staff in so far as applicable under the changed circumstances and subject to previous instructions respecting the position of members of the staff which have been issued in Montreal. It is not proposed to issue at the present time any new General Instruction on the subject, but members of the staff are particularly reminded of the following points.

GENERAL PRINCIPLES

Part I of the General Instruction of 15 March 1936 (General Provisions) remains in force in full, and is as follows:
(1) The immunities conferred on officials of the International Labour Office have not been instituted for the furtherance of the personal interests and convenience of these officials. They are intended only to secure, in all circumstances, the free working of the international organisations and the complete independence of their agents. The immunities attach to the function, and not to the person, of those who hold them; .... 

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

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

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

Members of the staff are reminded that the above instruction is merely an expansion of Articles 1 and 2 of the Staff Regulations which define the fundamental basis of service in the Office. These articles are as follows:

**Article 1**

(a) The officials of the International Labour Office are exclusively international officials and their duties are not national, but international. By accepting appointment, they pledge themselves to discharge their functions and to regulate their conduct with the interests of the International Labour Organisation alone in view. They shall be subject to the authority of the Director, and shall be responsible to him in the exercise of their functions, as provided in these Regulations. They may not seek or receive instructions from any Government or other authority external to the International Labour Office.

**Article 2**

(a) The diplomatic privileges and immunities attaching to officials ... furnish no excuse to the officials who enjoy them for non-performance of their private obligations or failure to observe laws and police regulations. ... (b) Any official guilty of a breach of the responsibilities entailed by enjoyment of diplomatic privileges and immunities may be subjected to any one of the sanctions prescribed in Chapter XI of these Regulations.

**Banking and Exchange Transactions**

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

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

Sir, 

Ottawa, 10 October 1941.

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

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

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

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

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

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

I have the honour etc.,

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

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

Sir,

Montreal, 13 October 1941.

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

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

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

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

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

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

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

I have the honour etc.,

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

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

Ottawa, 26 September 1940.

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

Ottawa, 3 October 1940.

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

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

Ottawa, 19 August 1940.

Dear Mr. Winant,

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

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

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

Yours faithfully,

(Signed) O. D. SKELTON.

* * *

Passport Facilities

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

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

ANNEX B

SETTING UP OF THE MONTREAL OFFICE

The papers relating to this question, which was considered by the Governing Body in private sitting, are printed separately, as an appendix to the minutes of the Second, Fourth and Fifth Sittings.
SECONd ITEM ON THE AGENDA

REPORT OF THE FINANCE COMMITTEE

The papers relating to this question, which was considered by the Governing Body in private sitting, are printed separately as an appendix to the minutes of the Second, Fourth and Fifth Sittings.
APPENDIX IV

THIRD ITEM ON THE AGENDA

QUESTIONS ARISING OUT OF THE RESIGNATION OF THE DIRECTOR

The papers relating to this question, which was considered by the Governing Body in private sitting, are printed separately as an appendix to the minutes of the Second, Fourth and Fifth Sittings.
APPENDIX V

FOURTH ITEM ON THE AGENDA

ARRANGEMENTS FOR THE FORTHCOMING CONFERENCE OF THE INTERNATIONAL LABOUR ORGANISATION

(1) The question of convening a Conference of the International Labour Organisation in New York on 27 October was submitted by the Acting Director to the members of the Governing Body by a telegram in the following terms despatched on 27 June 1941:

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

(Signed) PHELAN; Acting Director.

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

(2) The Conference was accordingly convened by telegrams and letters despatched on 2 and 12 August 1941. The response has been very satisfactory, in spite of the difficulties caused by present conditions. At the time when this note is being prepared it appears that up to thirty States will be represented, the majority of them by full delegations including representatives of employers and workers as well as Governments. Further information will of course be available by the time the Governing Body meets.

(3) The thanks of the Organisation are due to the authorities of Columbia University, who have very generously provided accommodation for the meetings of the Conference and the Governing Body and for the staff and have assisted the Office in the making of the necessary arrangements.

(4) The Standing Orders of the International Labour Conference will not be automatically applicable to the Conference now to be held, since it is not a session of the International Labour Conference; the adoption of Standing Orders will therefore be necessary. Standing Orders considerably simpler than those governing the proceedings of sessions of the International Labour Conference are likely to be adequate, since this Conference will not be called upon to exercise the constitutional powers of the International Labour Conference. The Office has therefore prepared draft Standing Orders which are based on those of the 1939 Havana Conference and of the 1937 Washington Textile Conference. A copy of this draft is attached.¹

(5) It would seem convenient that the Governing Body should communicate these draft Standing Orders to the Conference with a suggestion that the Conference should adopt them provisionally at the beginning of its proceedings, on the understanding that if at any later stage it is found necessary to amend them it would be open to any delegate or to the Selection Committee to make a proposal on the matter.

¹The text of this draft is not printed here and will be found in the Record of Proceedings of the Conference of the International Labour Organisation, 1941, pp. 186-187.
APPENDIX VI

FIFTH ITEM ON THE AGENDA

RECORD OF THE SECOND LABOUR CONFERENCE OF AMERICAN STATES MEMBERS OF THE INTERNATIONAL LABOUR ORGANISATION (HAVANA, NOVEMBER 1939)

(1) At its Eighty-ninth Session the Governing Body had before it a brief account of the results of the Havana Conference in which the Office indicated that it would submit at the Ninetieth Session detailed suggestions regarding the action to be taken on the conclusions and resolutions adopted at Havana.

(2) Copies of the reports of the committees of the Conference and of the resolutions adopted were sent to all American Governments in March 1940 and the full record of the proceedings of the Conference has since been despatched to them. It is therefore unnecessary to make any further proposals regarding resolutions the purpose of which has been fulfilled by their communication to the Governments concerned and their publication. The present note can accordingly be confined to suggestions regarding the resolutions which would appear to call for some new decision by the Governing Body, or concerning which there is new information which should be brought to the attention of the Governing Body, and which are not included in other subjects on the agenda of the present Session.

(3) The value of the Labour Conferences of American States has been so amply demonstrated by experience that it is unnecessary to present any laboured argument in favour of the continuation of the work begun at Santiago de Chile in 1936 and continued at Havana in 1939. The Havana Conference contemplated that a Third Labour Conference of American States would be convened after an appropriate interval and a desire was expressed at the Conference by the representative of the Mexican Government that the next Labour Conference of the American States should be held at Mexico City. Almost two years have elapsed since the Havana Conference and it was generally felt at Havana that the interval of almost four years between the Santiago and Havana Conferences was too long in view of the importance and rapidity of current economic and social developments in the American countries. It is therefore possible that the interested States may make preliminary suggestions regarding the next Labour Conference of American States during the forthcoming Conference of the International Labour Organisation.

Safety Regulations for Factories

(4) This resolution requests the Governing Body to consider the possibility of instructing the Office to start work as soon as circumstances permit upon the preparation of a model code of safety regulations for factories analogous to the model code of safety regulations for the building industry adopted in 1937 and to the model code of safety regulations for coal mines the preparation of which is in an advanced stage.

(5) It would seem desirable to initiate this work as soon as possible. On the one hand the stimulus given by the war to industrial development in a large number of extra-European countries has given the problem of industrial safety a new importance in such countries and makes it highly desirable that there should be approved international safety standards which can be taken as a basis for new national regulations on the subject. On the other hand the large-scale destruction of industrial plant and equipment which is taking place in the war zone is likely to be followed by far-reaching rebuilding programmes, and it would be valuable if international health and safety standards could be formulated before such rebuilding programmes are put into effect.

(6) It is therefore suggested (1) that the Office be instructed to begin without delay the collection of all the preparatory material necessary for the framing of an international model code of safety regulations for factories and authorized to consult members of the Correspondence Committee on Accident Prevention on the subject by correspondence, as occasion may require, and (2) that the Director should be authorized to convene at the appropriate time any meeting of members of the Correspondence Committee on Accident Prevention which may seem desirable when the preparatory work has reached a sufficiently advanced stage.
Interchange of Technical Officers of Labour Departments

(7) This resolution requests the Governing Body to undertake negotiations with the American States Members of the Organisation with a view to establishing interchange arrangements between the technical officials in each country who are responsible for the application of labour and social welfare legislation. Interchange arrangements such as are suggested by this resolution have been organised with great success by the Health Organisation of the League of Nations which has arranged for groups of public health officers in various countries to make study tours designed to give them a broader experience.

(8) It is suggested that the Office be authorised to give any assistance in the matter which it usefully can to any Government interested in the organisation of such interchange arrangements which may approach it on the subject.

Uniformity in Labour Statistics

(9) This resolution requests the Governing Body to instruct the Office to take various measures in order to secure uniformity in labour statistics, and emphasises the desirability of ratification by the American countries of the Convention concerning Statistics of Wages and Hours of Work, 1938.

(10) With a view to giving effect to this resolution the Office has undertaken a special study of the problem of securing a greater uniformity in the labour statistics of the American countries, and is collaborating with the statistical services of the different countries with a view to developing and standardising their principal statistics. Mr. Guye has visited Argentina, Brazil, Chile and Uruguay for this purpose and contact is being maintained with other interested countries by correspondence. It has already been possible to improve the statistical documentation at present included in Office publications for a number of Latin-American countries, and a series of monographs, presenting the labour statistics of these countries in as systematic a form as possible, is in course of preparation. In addition to its documentary value, this publication should serve as a basis for further action by the Office for the standardisation of labour statistics.

(11) The Governing Body will no doubt approve the continuation of this work.

(12) It might also be well to contemplate the possibility of organising in the not too distant future a special meeting of labour statisticians to discuss the question of securing a greater measure of uniformity in the labour statistics of the American countries. It is therefore suggested that the Director should be authorised to convene a meeting of statistical experts from American countries as soon as the work referred to above has reached the stage at which such a meeting would be desirable.

Uniform Labour Legislation in the American States

(13) This resolution requests the Governing Body to take appropriate measures in order that the question of the framing of an American labour code regulating the principal and most important topics of labour law and based upon the international Conventions approved at Geneva may be considered by the Third Labour Conference of American States.

(14) It is clear that an undertaking of the magnitude of that suggested by this resolution should not be attempted without full consideration of the difficulties involved. These would appear to be very considerable, for conditions in the different American countries, and even in the different Latin-American countries, are by no means uniform. It would also be important that any such undertaking should not duplicate work which is already being done in other ways. A large part of the legislative activity of the International Labour Conference is designed to achieve the purpose which the resolution would appear to have in view.

(15) The possibility that questions which cannot be dealt with on a uniform basis internationally may with advantage be dealt with on a uniform basis for the American countries or for some of them must not, however, be excluded, and indeed the resolutions adopted by the Santiago and Havana Conferences as the result of the discussions of the committees which dealt with questions such as social insurance, the employment of women and children, and migration, have already supplemented the general world standards laid down in the International Labour Code. It would seem that the same method of supplementing world standards might be followed with advantage in the future as the need for it arises. Many American countries have already ratified a considerable number of the International Labour Conventions and others are known to be contemplating ratifications at the present time.

(16) The Office is on the point of publishing the English edition of a volume entitled “The International Labour Code, 1939”, which contains a complete annotated codification of the Conven-
tions and Recommendations adopted by the International Labour Conference during the last twenty years; it also comprises a classified collection of the numerous resolutions, conclusions and reports adopted by the International Labour Conference, by the various special, technical and regional conferences and committees which have met under the auspices of the Organisation. As this volume is experimental in character, only an English edition has been prepared in the first instance; but in the event of a Spanish edition being issued before the Third Labour Conference of American States, the volume would be valuable as a basis on which this Conference could consider what further action is desirable.

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

(17) This resolution affirms the conviction that economic and financial co-operation between the nations of the American continent cannot bring about any stable prosperity unless it takes the form of a sustained effort to raise the standard of life of the masses throughout the Western Hemisphere, and urges that one of the essential objects of such co-operation should be to establish and maintain fair labour standards for the Western Hemisphere, which might be based in large measure upon the principles proclaimed by the Constitution of the International Labour Organisation, upon the Conventions and Recommendations adopted by the International Labour Conference, and upon the resolutions adopted by the Santiago and Havana Conferences.

(18) The Governing Body will no doubt note with interest and satisfaction this reaffirmation by the Havana Conference of principles which have always been upheld by the International Labour Organisation and were expressed, for instance, in the resolution which the International Labour Conference addressed to the World Monetary and Economic Conference. The manner in which these principles have become increasingly a central point of public policy is discussed at some length in Part II of the Acting Director's Report to the New York Conference of the International Labour Organisation, which reviews a number of important recent pronouncements on the subject both by the Governments of the countries represented at the Havana Conference and by the Governments of other Members of the Organisation. Consideration of these principles, and of the steps to be taken to implement them, is therefore likely to be carried a stage further at the New York Conference.

(19) The Governing Body will also note with interest the statement of the Havana Conference that "it would welcome the participation in the effort to achieve closer economic and financial co-operation among the nations of the American Continent of the accredited representatives of employers and workpeople who participate in the Labour Conferences of American States".

(20) The resolution expressly requests the Governing Body to communicate it to the Governments of all the American States and to the Inter-American Financial and Economic Advisory Committee. The resolution already having been communicated to the Governments of the American States, it is suggested that the Governing Body now authorise the Office to communicate for information to the Inter-American Financial and Economic Advisory Committee the resolution adopted by the Havana Conference, the Acting Director's Report to the New York Conference of the International Labour Organisation and the proceedings of the New York Conference.

**Indigenous Workers in the American Countries**

(21) This resolution suggests that the Governments of the American States should make a special study of the conditions of indigenous workers and contemplates the co-operation of the International Labour Office in such studies.

(22) There are millions of such workers in the Western Hemisphere working and living under conditions such as those which the Preamble to the Constitution of the Organisation regards as both a menace and a challenge to democratic civilisation. One of the resolutions adopted at Santiago called upon the Office to undertake a special study of the subject with a view to international action, and the Director was able to report to the Havana Conference that a comparative international enquiry had been organised and was proceeding. The events of the summer of 1940 resulted in an interruption of this work which, though inevitable under the circumstances of the time, is regarded as most regrettable by those with special knowledge of the problem. The Inter-American Indian Institute recently founded as a result of the Patzcuaro Conference of 1940 has spontaneously approached the Office, with a request for an article to be published in the first number of its magazine "America Indigena" and for information on the progress made in giving effect to the specific resolutions adopted at the Santiago and Havana Conferences.

(23) It seems most desirable that the work of the Office on this subject should be continued and developed as far as possible. The first steps required are the completion of an enquiry which has already been initiated and the publication of a comparative international survey. It is suggested that the Governing Body should approve of the Office continuing this work as fully and as rapidly as circumstances permit.
Establishment of Advisory Tripartite Committees

(24) This resolution refers to the contribution made by the tripartite character of the Organisation to the results which it has achieved and points out that effective international co-operation on a tripartite basis is possible only if adequate arrangements for systematic co-operation between Governments, employers and workers exist within each country. It requests the Governing Body to take steps to have established in each of the American countries a representative tripartite committee which would keep under regular review conditions of employment, serve as a link between the Government, employers and workers of the country concerned and the International Labour Organisation and act as an advisory body upon labour questions available for consultation both by the Governments of the countries concerned and by the Governing Body of the International Labour Office in respect of questions within their competence.

(25) The reports on the question of methods of collaboration between the authorities, workers' organisations and employers' organisations which will be considered at the forthcoming Conference of the International Labour Organisation devote considerable space to a discussion of tripartite bodies of the kind mentioned in the Havana resolution, their composition and the part they play in the various countries in the framing and enforcement of labour legislation. The discussions of the Conference are therefore likely to throw considerable light on the problems involved in the functioning of tripartite committees such as are suggested in the Havana resolution.

(26) It is suggested that the Office be authorised to give all possible information and assistance to any Government which may be contemplating action on the lines of the Havana resolution.

The Membership in the International Labour Organisation of certain American States

(27) This resolution requests the Governing Body to consider, in consultation with the States concerned, how the resumption of active membership of the Organisation by all the States of the American continent could best be achieved, and formulates the earnest hope that all the States of the American continent will be represented at the next Labour Conference of American States as Members of the International Labour Organisation.

(28) The resolution has been communicated to the States concerned. Pending further consideration of the resumption of membership by these States it is suggested that they should be invited to be represented by tripartite delegations at the next Labour Conference of American States.

Other Resolutions

(29) The remaining resolutions are being taken fully into account in planning the work and publications of the Office. In the cases in which they suggest the inclusion of questions in the agenda of the International Labour Conference, the subjects suggested have been added to the list of questions proposed for the agenda of the Conference which is kept by the Office and submitted to the Governing Body from time to time. In these circumstances they do not at the moment call for any further decision by the Governing Body.
APPENDIX VII

SIXTH ITEM ON THE AGENDA

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

(1) The planning of the activities of the Office during the forthcoming year may be considerably influenced by the discussions that will take place at the Conference of the Organisation which is to open immediately after the Governing Body meets. In particular, these discussions may indicate the extent to which it will be necessary for the Office to devote itself to studies of reconstruction problems. Pending further examination of the possibilities in the light of the Conference discussions, therefore, this note is confined to a brief indication of the various branches of the regular work of the Office with some mention of certain special studies on which work is in hand and which will, it is hoped, be published within the next few months. Certain other activities figuring on the programme of work of the Office which arise out of resolutions adopted by the Second Labour Conference of American States Members at Havana are indicated in the note on Item 5 of the agenda.\(^1\) It will be understood that the carrying-out of the programme is dependent on the financial resources available.

(2) The staff in Montreal and elsewhere will continue as far as possible its work of collecting and digesting information on developments in the various countries of the world in relation to the full range of subjects of interest to the Office, which includes such matters as social policy and reconstruction, economic and vocational organisation, industrial relations, arbitration and conciliation procedures, trade union legislation, employment, unemployment and the organisation of labour supply, conditions of work (hours of work, wages, etc.), industrial safety and hygiene, accident compensation, factory inspection, social insurance and assistance, living conditions (housing, nutrition, holidays, etc.), measures specially affecting women and children, seamen and other transport workers, Native labour and other special categories of workers, consumers' and producers' co-operation, the activities of trade unions and employers' organisations, statistics of wages, hours of work, employment and unemployment, cost of living, etc., etc. The information so compiled will, as in the past, be made available generally in the form of articles and notes published in the International Labour Review and other periodical publications of the Office and utilised for the purpose of replying to enquiries and as the basis, in certain cases, of more elaborate studies.

(3) The periodical publications of the Office will be continued as follows:

(a) The International Labour Review will continue to be published monthly in English, French and Spanish. It is proposed in future to increase the space devoted to the Industrial and Labour Information section of the Review, which in present circumstances has a greatly increased importance.

(b) The Legislative Series will continue to be issued, in English and French, in quarterly brochures, with an output of about 50 printed pages a month.

(c) The Industrial Safety Survey will continue to be issued as a 40-page quarterly.

(d) The I.L.O. Year Book for 1941 is in preparation and will be issued in English, French and Spanish.

(e) The Year Book of Labour Statistics for 1941 will be issued as a trilingual instead of a bilingual publication.

(f) The I.L.O. at Work, the first issue of which has been widely reproduced in many parts of the world, will appear in English and Spanish about four times a year.

(g) Co-operative Information, for which the demand continues to grow, will be issued as a roneoed bulletin monthly in English, French and Spanish.

\(^1\) See above, pp. 54-57.
(4) Certain studies will be the subject of special articles in the Review or of separate publications, as follows:

(a) The Office has in preparation a detailed report on the transfer of workers from one undertaking, occupation or industry to another, prepared primarily for the joint United States-Canadian Committee dealing with the labour aspects of defence problems. Other reports on various branches of labour supply policy may be prepared, and possibly published, as occasion arises.

(b) Many of the measures for the organisation of labour supply which have been taken to meet war conditions are not of merely temporary utility but should be maintained as integral features of the employment policy of States after the war. The Office hopes to be able to publish one or more articles in the International Labour Review dealing more particularly with the organisation of placing, correlation of vocational guidance and training with placing, improvement in methods of retraining workers and other methods of reabsorbing unemployed workers, and the continuous adjustment of the labour supply to meet economic requirements.

(c) The Office will shortly publish in the Review a study on Women's Work in Germany, as affected by war conditions, and hopes to be able to follow this with articles on developments in other countries. These articles will take the place of the volume on “The Influence of the War and Mobilisation on the Conditions of Work of Women” which was included in the projected programme submitted to the Governing Body in February 1940, and which cannot now be produced on the scale then contemplated, owing to the reduction in staff.

(d) The Office hopes to be able to publish in the Review further articles on the relation between output and hours of work, on which an article by Mr. P. Sargant Florence was published in 1941.

(e) A monograph on Safety in the Loading and Unloading of Ships has been prepared for the Office, in pursuance of a recommendation of the Second Conference on Reciprocity as regards the Protection of Dockers (London, 1935), by Mr. Mörzer Bruyns, Chief Inspector of the Port of Rotterdam. It is hoped to publish this in English and French shortly, and to follow it by a monograph on Safety in the Use of Abrasive Wheels, which has been written for the Office by Mr. G. Stevenson-Taylor, former Deputy Chief Inspector of Factories in Great Britain, and already approved by the Correspondence Committee on Accident Prevention.

(f) A study on new trends in social insurance is in preparation which will deal with the problems raised by the war and national defence and by the extension and development of social insurance systems, as a basis for the study of the functions and methods of social insurance as a factor in reconstruction.

(g) Preparation has also begun of a manual of actuarial, statistical and administrative standards in social insurance, a study of constructive character intended to complete the descriptive accounts given in the Office's social insurance publications of recent years. Work on this study is only in its initial stages, and it will require the co-operation of various administrations and social insurance institutions. It is being undertaken in response to a suggestion of the Inter-American Committee for Social Insurance, and the next meeting of the Committee will provide an opportunity to prepare a definite plan for the study.

(h) Work has been in progress for some time on a study of Housing Problems and Policies, which it is hoped will appear early in 1942.

(i) A number of studies on various aspects of the problem of nutrition are in hand with a view to publication either as Review articles or in the series of Studies and Reports. These include accounts of the food position in Great Britain and of nutrition conditions and programmes in Latin America, and an essay in summarising the present knowledge of the science of nutrition. A statistical study of food consumption in American countries is in preparation and material is being collected for an analysis of statistical material available and required for formulating nutrition policies.

(j) A series of monographs on the labour statistics of Latin-American countries is in preparation. These are designed as a step towards securing greater uniformity in the statistics of these countries. They will be published first as articles in the Review and may be collected later in volume form.

(k) It is hoped to be able to publish short studies on certain aspects of relative wages, on the problem of the general level of wages in wartime, and on the policies followed in Canada, Australia and New Zealand.

(5) It will be understood that with the present financial resources and the staff available it is difficult for the Office to draw up a plan of activities and publications which would be fully comprehensive and detailed. The Office hopes to be able to carry out the programme outlined above, but some modifications may prove to be necessary; in particular, it may be found desirable, as has happened in the last twelve months, to modify and supplement the above programme by publishing studies on other subjects to which the course of events may make it necessary to give special attention.
ANNEX A

RESOLUTION ADOPTED BY THE CONFERENCE OF THE INTERNATIONAL LABOUR ORGANISATION ON 5 NOVEMBER 1941

Whereas the victory of the free peoples in the war against totalitarian aggression is an indispensable condition of the attainment of the ideals of the International Labour Organisation; and

Whereas the close of the war must be followed by immediate action, previously planned and arranged, for the feeding of peoples in need, for the reconstruction of the devastated countries, for the provision and transportation of raw materials and capital equipment necessary for the restoration of economic activity, for the reopening of trade outlets, for the resettlement of workers and their families under circumstances in which they can work in freedom and security and hope, for the changing over of industry to the needs of peace, for maintenance of employment, and for the raising of standards of living throughout the world; and

Whereas the accomplishment of these purposes will require the “fullest collaboration between all nations in the economic field”; and

Whereas such collaboration will set tasks of organisation and administration calling for the highest ability and for the most sympathetic understanding of the needs of peoples; and

Whereas the International Labour Organisation which possesses the confidence of the free peoples and includes in its structure the representatives of workers and employers, is for these reasons peculiarly fitted to take part in this work in such a way as to minimise misunderstanding and unrest and to promote a stable and enduring peace:

The Conference of the International Labour Organisation

Requests the Governing Body:

(a) to transmit this resolution forthwith to the Governments of all Member States, to call their attention to the desirability of associating the International Labour Organisation with the planning and application of measures of reconstruction, and to ask that the International Labour Organisation be represented in any Peace or Reconstruction Conference following the war;

(b) to suggest to the Governments of the Member States that they should, if they have not already done so, set up representative agencies for the study of the social and economic needs of the post-war world and that such agencies should consult with the appropriate organs of the International Labour Organisation;

(c) to set up from its own membership a small tripartite committee, instructed to study and prepare (i) measures of reconstruction and (ii) emergency measures to deal with unemployment, which should be empowered to enlist the assistance of technically qualified experts and authorised to co-operate with governmental, intergovernmental and private agencies engaged in similar studies and with those agencies whose present activities in the social and economic field affect the conditions under which post-war programmes will be carried out;

(d) to make full use of such existing organs of the International Labour Organisation as the International Public Works Committee, the Permanent Agricultural Committee, the Permanent Committee on Migration for Settlement, and the Joint Maritime Commission, and from time to time to make such modifications in the composition of these agencies, and to set up such new agencies, as may be needed to meet the responsibilities implied in this resolution;

(e) to direct the programme of work of the International Labour Office to fulfill the purposes of this resolution; and

(f) to report on the subject matter of this resolution to the next and subsequent meetings of the International Labour Conference so that the International Labour Organisation shall be in a position to give authoritative expression to the social objectives confided to it, in the rebuilding of a peaceful world upon the basis of “improved labour standards, economic advancement and social security”.


APPENDIX VIII

SEVENTH ITEM ON THE AGENDA

INTER-AMERICAN COMMITTEE TO PROMOTE SOCIAL SECURITY

(1) On 12 December 1940, there was established at Lima, during meetings held under the chairmanship of the Peruvian Minister of Public Health, Labour and Social Welfare, Professor Constantino J. Carvallo, and in the presence of Mr. John G. Winant, at that time Director of the International Labour Office, an Inter-American Committee to forward Social Security. The occasion was the opening of the great Workers' Hospital at Lima, built by the National Social Insurance Fund of Peru, where the heads of the administrations and central institutions of social insurance from a number of American countries particularly interested in the development of social insurance had assembled in the capital of Peru at the invitation of the Government.

(2) The following countries were represented by the chiefs (or their delegates) of administrations and central institutions of social insurance, or by diplomatic representatives in discussions that resulted in the signature of the resolutions and declarations concerning the establishment of the Inter-American Committee, the text of which is reproduced in Annex A:

- United States of America
- Bolivia
- Colombia
- Peru
- Argentina
- Brazil
- Ecuador
- Venezuela
- Chile
- Mexico

The meetings were also attended by a special delegate of the Pan American Sanitary Bureau and the Director of the International Labour Office, assisted by the Chief of the Social Insurance Section.

(3) The Committee, which proposes, with the help of the International Labour Office, to extend and intensify co-operation among American social security institutions, has taken as the basis of its work the principles established by the resolutions on social insurance adopted by the Labour Conferences of the American States which are Members of the International Labour Organisation held in 1936 at Santiago de Chile and in 1939 at Havana (Annex A, Resolution No. II).

(4) The Office has been asked by the Committee, firstly, to secure the collaboration of social security institutions which were not represented at the Lima meeting, and secondly, in co-operation with the administrations and institutions concerned, to prepare a handbook of the actuarial, statistical, administrative and other standards of social insurance, and an analysis of the current tendencies of the social security movement in the various countries (Annex A, Resolutions Nos. III and IV).

(5) The constitution of the Committee has aroused keen interest throughout the Americas, and has been widely noticed by the daily press and technical journals.1

(6) In March 1941 the Chilean Government was good enough to submit to the Acting Director suggestions for the agenda of the second session of the Committee and to express the wish that this should be held at Santiago de Chile (Annex B). The proposals of the Chilean Government were communicated to the members of the Committee, and have also been brought to the attention of the administrations and central institutions of social insurance in the American countries not represented at Lima. This correspondence has made it possible to draw up an agenda which, though not definitive in every detail, is already likely to win wide acceptance and to lead to the consideration of problems which are of special importance to-day in many American countries. Members of the Governing Body will find this draft agenda in Annex C.

(7) While the correspondence on the agenda was in progress, the Chilean Government was good enough to propose, through its Minister of Health, Welfare and Social Assistance, Dr. Salvador Allende, the beginning of March 1942 as the date of the meeting of the Committee at Santiago de Chile. The Office immediately informed the members of the Committee and the admin-

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1The proceedings of the Lima meeting and the text of the resolutions and declarations have been published by the National Social Insurance Fund of Peru under the title: Comité interamericano de iniciativas en materia de seguridad social. Actas de las sesiones — Resoluciones y declaraciones. Lima, Peru, 1940.
istrations and institutions concerned, expressing the hope that the date suggested might meet with general approval.

(8) The Chilean Government, for its part, has appointed a committee on the spot, which, under the chairmanship of Dr. Julio Bustos, Chief of the Chilean Social Insurance Department, and in consultation with the Office, will see to the proper organisation of the session.

(9) It is hoped that all the American countries will be represented at this session and take the opportunity which it offers to participate in the application of the social insurance programme laid down by the American Labour Conferences. To the list of countries represented, already impressive at Lima, must now be added Canada. Members of the Governing Body will find in Annex D a letter from the Canadian Minister of Labour, the Hon. Norman A. McLarty, informing the Acting Director of the decision of the Canadian Government to nominate a representative to the Inter-American Committee on Social Security.

(10) It is suggested that the Governing Body should take note of the request for collaboration which was the first act of the Inter-American Committee on Social Security, and approve the steps taken up to the present in order to help forward its work.

(11) In this connection it is further suggested that the Governing Body should authorise the Office to continue affording to the Inter-American Committee on Social Security such technical and administrative assistance as it may desire from the Office in pursuance of its programme.

(12) With the same object, it is proposed that the Governing Body should authorise the Office to remain in contact with, and to invoke the aid of, such official organisations for Inter-American co-operation as the Pan American Union and the Pan American Sanitary Bureau, as also the Office of the Coordinator of Inter-American Affairs, which was established by executive order of the President of the United States of America.

ANNEX A

INTER-AMERICAN COMMITTEE TO PROMOTE SOCIAL SECURITY

RESOLUTIONS AND DECLARATIONS OF LIMA MEETING

The undersigned, whose qualifications and representations are stated opposite their signature here below, assembled in the Auditorium of the Workers' Hospital of the National Social Insurance Fund of Peru, in Lima, the twelfth day of December of the year one thousand nine hundred and forty, invited by the Chairman of the Board of Directors of the said Fund, Minister of Public Health, Labour and Social Welfare of the Republic of Peru, adopted the following resolutions:

Resolution I

That there be constituted an Inter-American Committee to forward Social Security to make possible a systematic and continuous exchange of information among the social security institutions of the American countries, which might serve as a basis for the future organisation of an Inter-American Conference on Social Security.

That this Committee operate in relation with the International Labour Office.

Resolution II

That the Committee adopt the principles underlying the resolutions on social security approved by the Labour Conferences of the American States which are Members of the International Labour Organisation, held in Santiago de Chile in January 1936 and in Havana in December 1939.

Resolution III

That the Committee request the International Labour Office to secure the collaboration of the social security institutions which are not represented at this meeting.

That the Committee also request the International Labour Office to consider the establishment of a General Secretariat and the location of headquarters.

Resolution IV

That the Committee make arrangements with the International Labour Office to prepare, in co-operation with the social security institutions of the American countries, first, a manual of in-
formation covering actuarial, statistical, administrative and all other standards involved in the most efficient application of social security and second, an analysis of the various approaches to social security which have developed and are developing in the various nations of the world.

**Transient Resolution**

That a provisional Secretariat to the Committee be appointed in Lima to deal with all matters which should be submitted to it, pending the creation of the General Secretariat as provided for by resolution III.

- Constantino J. Carvallo, Minister of Public Health, Labour and Social Welfare of the Republic of Peru, Chairman of the Board of Directors of the National Social Insurance Fund of Peru.
- Carlos Quintana, Ambassador of the Argentine Republic, specially appointed.
- Pedro Hidalgo Gonzales, Manager of the Private Employees' and Workers' Insurance Fund of the Republic of Ecuador.
- Manuel Mandujano, Counsellor of the Workers' Insurance Fund of the Republic of Chile.
- Jorge Fernández Stoll, Director of Labour and Social Welfare, Vice-President of the National Social Insurance Fund of Peru.
- Salvador Allende, Minister of Health of the Republic of Chile, Chairman of the Board of Directors of the Workers' Insurance Fund of Chile.
- Arthur J. Altmeyer, Chairman of the United States Social Security Board.
- Victor Andrade, Manager of the Workers' Insurance and Savings Fund of Bolivia.
- José Vizcarra, Chief of the Polyclinic of Valparaíso, of the Workers' Insurance Fund of Chile.
- Edgardo Rebagliati, Managing-Director of the National Social Insurance Fund of Peru.

**Declaration I**

The International Labour Office, represented by its Director, Mr. John G. Winant, assisted by Mr. Osvald Stein, Chief of the Social Insurance Section of the said Office, endorses the establishment of the Inter-American Committee to forward Social Security and will provide its facilities for the accomplishment of the Committee's purposes.

- John G. Winant, Director of the International Labour Office.
- Osvald Stein, Chief of the Social Insurance Section of the International Labour Office.

**Declaration II**

The diplomatic representatives of the Republics of the United States of Brazil, of Colombia, of the United States of Mexico and of the United States of Venezuela, attending, on behalf of their Governments, the inauguration of the services of the Workers' Hospital of Lima and invited to this meeting, note with pleasure the establishment of the Inter-American Committee to forward Social Security and express their willingness to report and recommend these resolutions to their respective Governments.

- Luiz Leivas Bastian Pinto, Chargé d'Affaires of the United States of Brazil.
- Moisés Sáenz, Ambassador Extraordinary and Plenipotentiary of the United States of Mexico.
- Eduardo Restrepo Sáenz, Ambassador Extraordinary and Plenipotentiary of Colombia.
- Francisco Vetancourt Aristigueta, Envoy Extraordinary and Plenipotentiary of the United States of Venezuela.

**Declaration III**

The Pan American Sanitary Office, represented by its special delegate, Dr. Anthony Donovan, expresses its congratulation for the work which the Inter-American Committee to forward Social Security intends to accomplish and offers its co-operation to facilitate the achievement of its high purposes.

- Anthony Donovan, Special Delegate of the Pan American Sanitary Bureau.
ANNEX B

LETTER FROM THE MINISTER OF PUBLIC HEALTH AND SOCIAL WELFARE OF CHILE TO THE INTERNATIONAL LABOUR OFFICE

(Translation)

Santiago de Chile, 17 March 1941.

The Inter-American Committee to Promote Social Security set up recently in Lima with the participation of the International Labour Office, the Chilean and Peruvian Ministers of Health and the Chairman of the Social Security Board of the United States, should hold a session in order to draw up its constitution and proceed with the work which it has undertaken.

The Chilean Government is gratified at the establishment of this Committee, which will effectively forward the progress of social security on our Continent, and it would be highly honoured should the session of the Committee, which the International Labour Office will convene, be held in Chile.

For this reason, I suggest that the Director of the International Labour Office choose preferably the city of Santiago de Chile for the meeting which will be held when the said Office deems it opportune.

I offer for consideration, among other points, the following items for the agenda of the meeting:

(1) Application of social security in rural districts;
(2) Economical administration of pharmaceutical benefits;
(3) Rationalisation of social security administration;

I have the honour, etc.,

(Signed) Dr. S. ALLENDE.

ANNEX C

INTER-AMERICAN COMMITTEE TO PROMOTE SOCIAL SECURITY — SANTIAGO DE CHILE MEETING

A. Questions for Discussion.

(1) Extension of social insurance coverage to agricultural workers, to the self-employed, and to domestic servants.
(2) Efficacy and economy of medical and pharmaceutical benefits in health insurance plans.
(3) Administration of cash disability benefits.

Reports will be submitted on each of the questions for discussion.

B. Committee Business.

Adoption of Rules.
1942 Programme.

Documents

Preparatory documents will be submitted on several subjects to which members attach special importance, for example:

New approaches to social security.
Actuarial, statistical and administrative standards for social insurance.
Protection of insurance rights of foreign workers.

ANNEX D

LETTER FROM THE MINISTER OF LABOUR OF CANADA TO THE INTERNATIONAL LABOUR OFFICE

Ottawa, August 18, 1941.

Dear Mr. Phelan,

This is to inform you that the Government of Canada will be glad to nominate a representative to the Inter-American Committee to forward Social Security in the Americas.

I have conferred with the Right Honourable, the Prime Minister and he wishes me to express his appreciation on behalf of the Canadian Government of the initiative taken by the International Labour Office in setting up the Committee.

Yours sincerely,

(Signed) N. A. McLARTY.
APPENDIX IX

EIGHTH ITEM ON THE AGENDA

ARRANGEMENTS FOR, AND AGENDA OF, THE NEXT SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

It is clearly impossible yet to foresee when the International Labour Conference will again be able to meet in regular session or to give consideration to the questions that might be placed on the agenda of such a session. The Conference of the Organisation now about to be held will no doubt give an opportunity for exchanges of views on the desirability of holding further Conferences of a like kind, on the practicability of convening a regular session of the International Labour Conference, and on the subjects which ought to be submitted to a meeting of either character for consideration. Pending this exchange of views and the further consideration of the question by the Governing Body which will undoubtedly be necessary, no decision appears to be called for at present.

ANNEX A

RESOLUTION ADOPTED BY THE CONFERENCE OF THE INTERNATIONAL LABOUR ORGANISATION ON 5 NOVEMBER 1941

The Conference of the International Labour Organisation places it on record for the information of the Governing Body that the members of the present Conference advise that the next session of the International Labour Conference may be held outside of Geneva if circumstances should so require.
NINTH ITEM ON THE AGENDA

MATTERS WHICH WOULD HAVE COME BEFORE THE SESSION OF THE GOVERNING BODY INTENDED TO BE HELD IN JUNE 1940

The matters listed below appeared as items on the agenda issued for the session of the Governing Body which was to have been held at Geneva in June 1940. Information concerning them will be furnished by the Office if the Governing Body considers that it will be able to deal with them at the present session.

(a) Report of the Committee of Experts on the Application of Conventions.

(b) Approval of forms for annual reports on the application of various Conventions.


(d) Proposal to revise the Fee-Charging Employment Agencies Convention, 1933 (No. 34).

(e) Effect to be given to certain Resolutions adopted by the 25th Session of the Conference:

(1) Methods adopted nationally to encourage the development of the activities of the International Labour Organisation;

(2) Judicial bodies for the enforcement of labour legislation;

(3) Use of Spanish as an official language;

(4) Equal rights for men and women;

(5) Reduction of hours of work in industry, commerce and offices and in coal mines.

APPENDIX XI

TENTH ITEM ON THE AGENDA

DATE AND PLACE OF NEXT SESSION

The Governing Body may wish to exchange views on the question of the date and place at which its next session might be held. It is suggested that a decision might be taken by the method of correspondence (letter and telegram) proposed in the report of the Acting Director.¹

¹See pp. 44-45 above.
APPENDIX XII

ALPHABETICAL LIST OF PERSONS ATTENDING THE SESSION

ALBA, Pedro de (Mexican), former Senator, former Mexican Government representative on the Governing Body, accompanying Mr. García Téllez, Government representative.

CHETTY, Sir Shanmukham (Indian), Government representative, Head of the Indian Purchasing Mission in the United States.

CHU, Hsueh-Fan (Chinese), Workers' representative, President of the Chinese Association of Labour.

COUPER, W. J. (Canadian), Special Assistant, Department of Labour, Ottawa, accompanying Mr. Stewart, Government representative.

DOMENECH, José (Argentine), Workers' representative, Workers' Director of the Railway Workers' Pension Fund.

DOWNES, Albert James, J.P. (South African), Workers' representative, General Secretary-Organiser of the South African Typographical Union, Vice-President of the South African Trades and Labour Council.

EDDY, The Hon. Richard (New Zealand), Workers' deputy member (substitute), Member of the Legislative Council, President of the New Zealand Workers' Industrial Union of Workers.


FORBES WATSON, Sir John (British), Employers' representative, Director of the British Employers' Confederation.

FURNÉE, Alfred (Netherlands), Vice-Counsel of the Netherlands, New York, accompanying Mr. van den Tempel, Government representative.

GARCÍA TÉLLEZ, Ignacio (Mexican), Government representative, Secretary of Labour and Social Welfare.

GOODRICH, Carter (United States of America), Government representative, United States Labor Commissioner at Geneva, Chairman of the Governing Body.

GOTTSCHALK, Max (Belgian), Chairman of the National Placing and Unemployment Board, accompanying Mr. van Zeeland, Government representative.

HALLSWORTH, Joseph (British), Workers' representative, Industrial General Secretary, National Union of Distributive and Allied Workers.

HAMBRO, Carl J. (Norwegian), Government representative, President of the Storting.


HINDAHL, Olav (Norwegian), Workers' representative, Minister of Labour.

HURTADO, Elias Felipe (Mexican), Workers' deputy member (substitute), Secretary for Labour Legislation and Social Welfare of the Workers' Federation of the Federal District.

JIMÉNEZ D., Enrique (Mexican), Chief of the Information and International Affairs Office, Department of Labour and Social Welfare, accompanying Mr. García Téllez, Government representative.

KELLY, Alured (Australian), Employers' representative, President of the Associated Chambers of Manufacturers.

KIRKALDY, Harold Stewart (British), Secretary, Iron and Steel Trades Employers' Association, accompanying Sir John Forbes Watson, Employers' representative.

KRIER, Pierre (Luxemburg), Workers' deputy member (substitute), Minister of Labour.

LAMURAGLIA, Raúl (Argentine), Employers' representative, Treasurer of the Argentine Industrial Union.

LEGGETT, Sir Frederick (British), Government representative, Chief Industrial Commissioner, Ministry of Labour and National Service.
Li, Ping-Heng (Chinese), Government representative, Permanent Delegate of the Chinese Government on the Governing Body.

LOUDON, Alexander (Netherlands), Envoy Extraordinary and Minister Plenipotentiary, Washington, accompanying Mr. van den Tempel, Government representative.

LOW, Alexander Collie (British), Secretary of the Engineering and Allied Employers' National Federation, accompanying Sir John Forbes Watson, Employers' representative.


MACDONNELL, Hugh W. (Canadian), Employers' representative, Secretary, Industrial Relations Committee, Canadian Manufacturers' Association.

McDAVITT, Clarence G. (United States of America), former Vice-President of the New England Telephone and Telegraph Co., accompanying Mr. Harriman, Employers' representative.

MOORE, Tom (Canadian), Workers' representative, President of the Trades and Labour Congress of Canada.

NAVAS PORTUGAL, Abraham J. (Mexican), Advocate, Legal Division of the Department of Labour and Social Welfare, accompanying Mr. García Téllez, Government representative.

PANAFIEU, François de (French), Government representative, Counsellor of Embassy, Washington.

PONTES DE MIRANDA, Francisco Cavalcanti (Brazilian), Government representative, Minister Plenipotentiary, Brazilian Government Representative on the Governing Body.

PRADEAS' MUÑOZ, Juan (Chilean), Government representative, Minister of Labour.

RENS, Jef (Belgian), Workers' deputy member (substitute), Assistant General Secretary of the Belgian Federation of Labour.

RIVE, Alfred (Canadian), First Secretary, Department of External Affairs, accompanying Mr. Stewart, Government representative.

ROSAS, Angel (Mexican), accompanying Mr. García Téllez, Government representative.

ROSSETTI, Harold Ford (British), Principal, Ministry of Labour and National Service, accompanying Sir Frederick Leggett, Government representative.

SCHVENELS, Walter (Belgian), Workers' representative, General Secretary, International Federation of Trade Unions.

SHAW, Kinn-Wei (Chinese), Employers' representative, General Manager of the China National Tea Corporation, Chairman of the Executive Council, China Institute of Industry and Commerce.

SOUBBOTITCH, Ivan (Yugoslav), Government representative, Permanent Delegate of the Kingdom of Yugoslavia accredited to the International Labour Organisation.

STANZCYK, Jan (Polish), Government representative, Minister of Labour and Social Welfare.

STEWART, Bryce M. (Canadian), Government representative, Deputy Minister of Labour.

STRAKACZ, Sylwin (Polish), Minister Plenipotentiary, accompanying Mr. Stanczyk, Government representative.

TEMPEL, J. van den (Netherlands), Government representative, Minister of Social Affairs.

THOMSON, George Walker (British), member of the General Council of the Trades Union Congress, accompanying Mr. Hallsworth, Workers' representative.

WATT, Robert J. (United States of America), Workers' representative, of the American Federation of Labor.

ZEELAND, Paul van (Belgian), Government representative, former Prime Minister.
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