
ECONOMIC AND EMPLOYMENT COMMISSION

**COMMUNICATION RECEIVED FROM THE INTERNATIONAL LABOUR
ORGANIZATION**

**A Note Prepared by the Secretariat in Connection with Item 6 of the
Provisional Agenda (Document E/CN.1/32) for the Second
Session of the Economic and Employment Commission**

In connection with Item 6 of the Provisional Agenda, the Secretary of the Economic and Employment Commission canvassed all the organizations referred to in Section (c) of the Economic and Social Council Resolution of 28 March 1947 on Employment and Economic Development (document E/403) and suggested that if any organization planned to submit material with respect to this problem, it should be sent to the Secretary of the Economic and Employment Commission as early as possible so that it could be circulated among the Members of the Commission.

With respect to this request, the Secretary of the Economic and Employment Commission is in receipt of a statement from the International Labour Organization which is contained in Annex I of this document.

ANNEX I

INTERNATIONAL ACTION TO MAINTAIN WORLD FULL EMPLOYMENT AND ECONOMIC STABILITY VIEWS PUT FORWARD BY THE INTERNATIONAL LABOUR ORGANIZATION

From its inception, the International Labour Organization has been actively concerned with the problem of unemployment. At its first session in 1919, the International Labour Conference adopted a Convention providing for the collection of information concerning unemployment and for the establishment of free public employment agencies, and a Recommendation favouring, among other things, a counter-cyclical public works policy; and during the years that followed the Conference adopted a large number of other Conventions, Recommendations and Resolutions dealing with different aspects of unemployment and employment problems.* During the great depression of the nineteen-thirties special emphasis was given in the resolutions of the Conference to the desirability of adopting expansionist financial and economic policies as a means of combating unemployment and raising the level of economic activity. In addition, the International Labour Office published many Reports, and numerous articles in the International Labour Review, dealing with problems of employment and unemployment.**

RECENT RECOMMENDATIONS OF THE INTERNATIONAL LABOUR CONFERENCE CONCERNING EMPLOYMENT POLICY

As World War II approached its end, the interest of the International Labour Organization in employment policy naturally turned to the special problems of maintaining full employment during the transition from war to

* For the texts of the Conventions and Recommendations adopted by the International Labour Conference throughout this period reference may be made to International Labour Conference: Conventions and Recommendations 1919-1937. (Geneva, International Labour Office, 1937), to the International Labour Organization Official Bulletin, August 1938 and August 1939 and to The International Labour Code, 1939 (Montreal, International Labour Office, 1941) Book I.

** For a list of these Reports and articles, see The International Labour Code, 1939, pp. 9-10.

peace and the period of reconstruction. At Philadelphia in 1944 the International Labour Conference adopted three Recommendations relating to employment policy.

Employment Organization in the Transition from War to Peace

One of these, the "Recommendation (No. 71) concerning employment organization in the transition from war to peace" reads in part as follows:*

I. Each Government should collect whatever information is necessary regarding workers seeking or likely to be seeking employment and regarding prospective employment opportunities, with a view to ensuring the most rapid reabsorption or redistribution in suitable employment of all persons who desire to work.

II. The demobilization of the armed forces and of assimilated services and the repatriation of prisoners of war, persons who have been deported, and others, should be planned with the objective of maximum fairness to individuals and maximum opportunities for satisfactory re-establishment in civil life.

III. National programmes for industrial demobilization and reconversion should be planned, in co-operation with employers' and workers' organizations, and other adequate measures taken, in such manner as to facilitate the most rapid attainment of full employment for the production of needed goods and services.

IV. In the organization of full employment in the transition period and thereafter, the widest possible use of employment service facilities by employers seeking workers and by workers seeking employment should be encouraged by the competent authorities and by employers' and workers' organizations.

V. Each Government should, to the maximum extent possible, provide public vocational guidance facilities, available to persons seeking work, with a view to assisting them to find the most suitable employment.

VI. Training and retraining programmes should be developed to the fullest possible extent in order to meet the needs of the workers who will have to be re-established in employment or provided with new employment.

VII. With a view to avoiding the need for excessive movements of workers, from one area to another and preventing localized unemployment in particular areas, each Government should, in co-operation with employers' and workers' organizations, formulate a positive policy in regard to the location of industry and the diversification of economic activity. Governments should also take steps to facilitate any necessary mobility of labour, both occupational and geographical.

* International Labour Conference, Twenty-sixth Session, Philadelphia, 1944, Record of Proceedings (Montreal, International Labour Office, 1944), pages 602-616. The full text of the Recommendation is also published in International Labour Office: Official Bulletin, Volume XXVI No. 1, 1 June 1944, pp. 62-73. See also The Organization of Employment in the Transition from War to Peace, (International Labour Conference, Twenty-sixth Session, Report III, Montreal, 1944).

VIII. Efforts should be made during the transition period to provide the widest possible opportunities for acquiring skill for juveniles and young workers who were unable, because of the war, to undertake or to complete their training and efforts should also be made to improve the education and health supervision of young persons.

IX. The redistribution of women workers in each national economy should be carried out on the principle of complete equality of opportunity for men and women in respect of admission to employment on the basis of their individual merit, skill and experience, and steps should be taken to encourage the establishment of wage rates on the basis of job content, without regard to sex.

X. Disabled workers, whatever the origin of their disability, should be provided with full opportunities for rehabilitation, specialized vocational guidance, training and retraining, and employment on useful work.

XI. Measures should be taken to regularize employment within the industries and occupations in which work is irregular, in order to achieve full use of the capacities of the workers.

Employment Services

The "Recommendation (No. 72) concerning the employment service" adds the following principles:*

Whereas the application of the Employment (transition from War to Peace) Recommendation, 1944, requires the existence and development of an efficient employment service;

...

The Conference recommends the Members of the Organization to apply the following general principles ...

1. The essential duty of the employment service should be to ensure, in co-operation with other public and private bodies concerned, the best possible organization of industrial, agricultural and other employment as an integral part of the national programme for the full use of productive resources.

2. (1) To fulfil this duty, steps should be taken to strengthen the employment service and related authorities.

...

* Official Bulletin, Volume XXVI, No. 1, 1 June 1944, pp. 74-75.

Public Investment Policy

Special attention was drawn to the importance of public investment as a weapon against unemployment in the "Recommendation (No. 73) concerning the national planning of public works":*

Whereas public works constitute a large element in the economic life of all nations, and public works programmes are an important method by which levels of productivity can be increased, and by which levels of living of all peoples can be raised;

...

The Conference recommends the Members of the Organization to apply the following general principles ...

1. Each Member should prepare a long-term development programme which can be accelerated or slowed down in accordance with the employment situation in different parts of the country.
2. Special attention should be paid to the importance of timing the execution of the works and the ordering of supplies, so as to limit the demand for labour at a time when there is already full employment and to increase it at a time when there is unemployment.
3. In applying this policy, consideration should be given not only to the employment situation in the country as a whole but also to the situation in each area and to the particular types of skill available in the area concerned.
4. Local authorities and others responsible for framing schemes for employment should be informed by their central authorities at the earliest possible moment what financial support will be forthcoming, so that the local authorities and technical services may proceed without further delay to prepare plans and to make such practical preparation, as would enable large numbers of demobilized soldiers to be absorbed as soon as they are available.

Full Employment during the Transition Period

At its session in Paris in 1945 the International Labour Conference had as the second item on its agenda the problem of maintaining high levels of employment in the transition period. The Conference adopted a "Resolution concerning the maintenance of full employment during the period of industrial

* Ibid. Pages 75-76.

rehabilitation and reconversion",* the main provisions of which were:

...

(3) The Conference expresses the hope that the United Nations Organization, through its appropriate organs, will define and put into effect, as quickly as possible, appropriate measures for furthering international co-ordination of employment policies during the reconversion period, and that for this purpose the fullest use will be made of the International Labour Organization and the other inter-governmental organizations concerned.

(4) The Conference, noting that several Members of the International Labour Organization have already published official statements affirming their determination to achieve full, or high levels of, employment in the post-war period, and setting out the methods they propose to use, and that legislation designed to achieve similar ends has been introduced in several national legislatures, urges all Members to take early steps to determine and announce the main features of their post-war policy in accordance with the general principles already incorporated in the Charter of the United Nations.

2. (1) It should be the responsibility of Governments to take all steps within their power, in collaboration with workers' and employers' organizations and industry generally, to establish such economic and financial (including fiscal) conditions as will facilitate the absorption into useful employment, at the highest practicable levels of remuneration, of all members of the population of working age, who are able and willing to accept such employment.

...

3. In view of the importance of a high level of investment from the point of view of employment policy, and in order to eliminate as rapidly as possible the shortages of capital goods which create bottlenecks and thereby hinder both an increase in employment and the production of consumers' goods, provision should be made for:

(a) measures to facilitate the flow of credit and of capital to new, efficient enterprises; and

(b) appropriate methods by which public authorities may support and supplement investment in types of development (such as housing) which are of special importance from the social point of view; and

* International Labour Conference, Twenty-seventh Session, Paris 1945. Record of Proceedings (Geneva, International Labour Office, 1946), p. 452, and International Labour Office: Official Bulletin, Volume XXVIII, 15 December 1945, p. 23. See also The Maintenance of High Levels of Employment during the Period of Industrial Rehabilitation and Reconversion, (International Labour Conference, Twenty-seventh Session, Paris, 1945, Report II. Montreal, International Labour Office, 1945).

(c) consultation between Government and industry for the purpose of adapting the volume of private investment with a view to minimizing trade fluctuations; and

(d) a policy of public investment and related financial measures on the lines recommended in the Public Works (National Planning) Recommendation, 1944.

...

6. (2) In order that the scale of employment offered by private and public employers may be adequate, Governments should take positive steps to ensure that any deficiency in the total demand for goods and services, in relation to that required to achieve full employment in the circumstances ruling at the time, will be offset by an expansion of private and/or public expenditure in accordance with the principles set out in Chapter II of the Report on "The Maintenance of High Levels of Employment during the Period of Industrial Rehabilitation and Reconversion" (Report II) submitted to the Twenty-seventh Session of the Conference.

(3) One of the principal instruments for achieving this object would be the adoption of a suitable budgetary policy, and in determining such a policy special regard should be had to its effect on the magnitude and composition of aggregate demand and thus on the volume and structure of employment and output.

(4) In applying the above principles consideration should be given, whenever aggregate demand threatens to become deficient, to:

- (a) the stimulation of consumption by subsidies;
- (b) the reduction of taxes on lower incomes;
- (c) the expansion of public investment.

(5) Adequate unemployment insurance and/or assistance schemes should be established in countries which have not yet adopted such schemes, this being important not only for social reasons but in order to maintain purchasing power.

...

11. In order to facilitate economic recovery and to further full employment Members should give consideration to measures to facilitate the resumption and expansion of world trade.

...

13. In the implementation of the measures suggested in this resolution, and the creation of governmental machinery competent to deal with questions of full employment, Governments should give consideration where necessary to:

- (a) the desirability of creating new agencies or strengthening and adapting existing agencies to the special demands of a programme for the maintenance of full employment;

/(b) the devising

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(b) the devising and improvement of technical processes involved in the estimation of the current and future volume of employment, income, investment, savings, and of public and private expenditure;

(c) the creation and consultation where appropriate of tripartite bodies and in suitable cases of other bodies for the purpose of aiding in the determination and application of policies concerning the maintenance of full employment;

(d) the collection and interchange of uniform statistical and economic information relevant to the questions with which this resolution is concerned.

THE INTERNATIONAL DEVELOPMENT WORKS COMMITTEE

The International Development Works Committee of the International Labour Organization (originally known as the International Public Works Committee) was set up under the "Recommendation (No. 50) concerning International Co-operation in respect of Public Works" adopted by the International Labour Conference in 1937, and met in a first Preparatory Session in Geneva on 27-29 June 1938. At that session, a uniform plan for the supply of information on planning and execution of public works by Member Governments was drawn up. The work of the Committee was interrupted during the war, but it met again in Montreal from 28 January to 1 February 1946. Meanwhile, its name had been changed by the Governing Body to "International Development Works Committee", which reflected more accurately the broad scope of the works included in the consideration of the Committee.

The 1946 agenda of the International Development Works Committee consisted of four items: (1) to draw up a new uniform plan for the supply of information; (2) to consider certain difficulties that may arise in the application of the Public Works (National Planning) Recommendation of 1937; (3) to draw up, in consultation with the Governments concerned, a list of proposed works which can be undertaken only in co-operation with other countries or with international organizations; and (4) to study the organization of an exchange of information on the results of research and experience concerning the technical problems involved in the preparation and

/carrying out

carrying out of development works programmes.

Early in the meeting, it was pointed out that the organization of new international agencies connected with the United Nations, such as the Economic and Social Council and its Commissions, might involve the integration of some of the work of the Committee into a wider framework. Consequently, there was some doubt as to the advisability of asking the Governing Body at that stage to put forward proposals which would call for executive action by Member Governments. A draft of a new uniform plan was, however, drawn up and submitted to the Governing Body for such action as it might think desirable in the circumstances.

On item 2 of the Agenda concerning the difficulties in long-range planning of public works, the Committee had before it the greater part of an extensive study on Public Investment and Full Employment prepared and subsequently published by the Office,* together with a draft summary and conclusions.

The Committee agreed that the following points "should be given very careful consideration by all governments engaged in planning public investment, especially development works which form a very important part of such investment, in relation to a full employment policy"; it therefore submitted these points to the Governing Body of the International Labour Organization for such action as it might wish to take.

1. In planning for full employment, Governments should aim at ensuring the maintenance of a high level of total expenditure, both private and public, and should in this connection plan public

* International Labour Office: Public Investment and Full Employment, (Montreal, 1946). The report consists of five parts dealing respectively with public investment in the post-war period, financial aspects of timing public investment, technical problems in timing public investment, the lessons of the 'thirties, and the task ahead.

investment and its financing in such a way as to reduce industrial fluctuations as far as possible, as recommended by the Public Works (National Planning) Recommendations, 1937 and 1944, and to utilize resources with the utmost efficiency for the satisfaction of the needs of the people.

2. (1) Government and other public authorities should time their public investment in such a way as to contribute to the maximum possible degree of stability in the major industries affected by it, such as; for example, the building and civil engineering industries and the mechanical engineering industry, in order to minimize the shifting of labour from industry to industry, and to permit continuous operation close to capacity.

(2) In selecting projects for inclusion in the public investment programme, attention should be given to the varying needs of different regions in each country concerned, and account should also be taken of the particular skills required for carrying out the programme to ensure that the jobs provided match, as far as possible, the skills of the available labour supply.

(3) As public services make a large contribution to national welfare and as it is desirable that public investment and public services be planned and budgeted on parallel lines, consideration should be given to the possibility (a) of regulating the timing and volume of variable public services such as, where appropriate, research and surveys, improvement of maps and records, and handicraft projects, so as to conform to the timing of public investment; and (b) when unemployment threatens, of enlarging the programme of continuous public services, such as health and education, and of varying the methods of financing such services in a counter-cyclical manner.

3. In order to provide needed flexibility in the use of public investment as an instrument to maintain full employment, public investment programmes should include an appropriate volume of projects that can be completed within a relatively short period as well as projects of longer duration.

4. In order to secure a clearer picture of their financial position, Governments should give careful consideration to the desirability of revising their accounting systems in such a way as to separate capital outlays from the current or operating budget, and carry over to the latter budget (a) interest and depreciation charges on capital items and (b) earnings of self-liquidating projects.

5. Agencies equipped with necessary legal and financial powers should be established at all levels of government to plan, execute, and when necessary co-ordinate, public investment projects in such a way as to make a maximum contribution to economic development and to the prevention of unemployment.

6. In order that plans may be put into operation with a minimum of delay when unemployment is increasing:

(a) all stages of planning, including financial planning completion of a five to ten year normal programme, together with a reserve of additional useful projects, and

/preparation

preparation of working drawings and specifications, should be undertaken in advance;

(b) such plans and programmes should be subject to continuous evaluation and revision in the light of changing conditions;

(c) public authorities should be granted wide powers for the speedy acquisition of land at fair prices, including authority to acquire sites in advance; and

(d) the procedure for letting contracts should be simple and speedy.

7. Wherever adequate personnel for efficient advance planning is lacking, since such advance planning is essential to the whole policy of using development works to reduce unemployment, Governments should:

(a) give every feasible encouragement to the acquisition of adequate staff by the government bodies concerned;

(b) make all possible use of professional services available on a consultant basis;

(c) where possible, provide a pool of skilled personnel that can be made available to assist lower levels of government with the preparation of plans and programmes; and

(d) provide assistance for the training of requisite technical staff.

8. Since a major portion of public investment is undertaken by regional and local governments, central governments should develop systems of grants-in-aid for the purposes of:

(a) assisting regional and local governments with the advance preparation of plans and programmes;

(b) inducing regional and local governments to time their public investment in relation to the employment situation; and

(c) providing financial aid to such of those governments as require assistance to undertake an adequate development works programme.

9. To assist in the efficient planning of public investment, Governments should collect and process all relevant statistics such as the volume of on-site and off-site employment and, if possible, secondary employment, provided by projects of different sizes and types, distribution of total man-hours by months, labour and materials costs, etc., and should communicate the statistics to the International Labour Office. It would also be useful if Governments would, for the purpose of evaluation, submit the sources of the data and the methods of procedure adopted in compiling the data.

10. Particular importance is attached to the co-ordination of national public investment policies.

/With regard

With regard to item 3, the Committee felt that, in view of the establishment of the International Bank for Reconstruction and Development, it might be inappropriate to draw up at that time a list of works on the lines indicated in the agenda. On item 4, the Committee invited the Governing Body to consider proposals for promoting an exchange of information on the subject referred to.

The Governing Body considered the Report of the International Development Works Committee, at its ninety-eighth session in May 1946, and deferred action on many of the Committee's proposals, in view of the importance of co-ordinating the action of the Economic and Social Council and the International Labour Organization in this field.

In the case of the ten points of public investment policy quoted above the Governing Body decided (on the Recommendation of its Employment Committee, to which the matter had been referred) that they should not be transmitted separately to the Members of the Organization but should be included in the International Labour Organization report on Public Investment and Full Employment as conclusions under the responsibility of the International Labour Office.

The relationship of the work of the International Development Works Committee to the work of the Economic and Social Council was the subject of a statement by the representative of the International Labour Organization at the fifty-eighth meeting of the Economic and Social Council on 7 March 1947.

Referring to the Public Works (National Planning) Recommendation, 1937 and the Public Works (International Co-operation) Recommendation, 1937, the representative of the International Labour Organization said:*

* Verbatim Record of the Fifty-eighth Meeting of the Economic and Social Council, 7 March 1947 (E/P.V.58), pp. 21-26, speech of Mr. C. Wilfred Jenks, representative of the International Labour Organization.

The first of these recommendations, which has already exercised a considerable influence on international policies and will continue to be of value, contemplates the systematic timing of public works with a view to counteracting economic fluctuations, and envisages the establishment of national co-ordinating bodies for this purpose. The public works international co-operation recommendation provides for the annual communication to the International Labour Office by members of the Organization, in accordance with a uniform plan, of statistical and other information concerning public works, for the examination of the information received by the International Development Works Committee responsible to the Governing Body of the International Labour Office, and for subsequent national consideration of any proposals for action made by the International Development Works Committee which may be transmitted to members of the Organization by the Governing Body.

The Committee first met in 1938 and framed a uniform plan for the supply of information. It was reorganized during the later stages of the war and held last year a second meeting, in the course of which the uniform plan was revised. Our purpose in providing for the collection of this information was not, I need hardly say, to add to the volume of our archives - unhappily, we already suffer from an acute lack of storage space in both Geneva and Montreal. Our purpose was to facilitate the organization of concerted international action in regard to the timing of public works with a view to counteracting cyclical fluctuations. The general conception underlying the plan was indeed strikingly similar to that which has been put before the Council in a broader form by the Member for New Zealand. It is, therefore, desirable that responsibility for the collection of the information provided for in the plan and the formulation of policy on the basis of it should ultimately be located in the same body.

/One possible

One possible method of achieving this result would, of course, be for the International Labour Organization to continue to assume primary responsibility for international action concerning the timing of public works on the basis of its past experience in the matter. The International Labour Organization has, however, no desire to continue to assume primary responsibility for questions of this kind merely because it has assumed such responsibility hitherto in the absence of any other international organization able and willing to do so. The International Labour Organization will always retain an interest in the matter because of its social repercussions and implications, but in any case in which it is shown that any particular work in regard to such matters which has been done hitherto by the International Labour Organization can be more efficiently and economically done in some other manner, the International Labour Office will, subject to adequate safeguards that the social objectives which have inspired its work will continue to be a controlling consideration, be glad to co-operate in making the necessary arrangements for an orderly transfer of primary responsibility for the work in question, and to participate in an appropriate manner in any new arrangements which may be found generally acceptable.

In respect of this matter there are several reasons for envisaging such a transfer of primary responsibility which will, in the judgment of the Director-General of the International Labour Office, be regarded by the Governing Body as of considerable cogency. The terms of the proposed instruction to the Sub-Commission presumably refer to the timing of all capital expenditures, public and private, and there is also an obvious relationship between the timing of capital expenditures and the timing of measures to influence credit conditions and the terms of borrowing which are dealt with in the proposed instruction to the Sub-Commission, but which lie outside the scope of our uniform plan of information on public works.

/Moreover,

Moreover, the terms of the instruction appear to contemplate forms of international action in regard to the timing of capital expenditures, which the International Labour Organization has urged for many years in the resolutions concerning international development works adopted by the International Labour Conference on a number of occasions, but which, in view of the nature of the action required, must necessarily be organized by some other body.

Anticipating that this question would arise, the Governing Body of the International Labour Office, when approving the revised uniform plan of information and deciding to transmit it to governments in May of last year, also decided to defer transmitting the plan to governments until there had been an opportunity for consultation with the United Nations concerning the co-ordination of the activities of the two organizations in regard to this matter. Conversations on the subject have been initiated at the Secretariat level, and I think the Assistant Secretary-General for Economic Affairs will confirm that these preliminary inter-Secretariat conversations are proceeding in an entirely satisfactory manner.

There are, however, two considerations which it will be necessary to keep in mind in any case in which a transfer of the primary responsibility for dealing with a particular question from the International Labour Organization to the United Nations may be envisaged. A large proportion of the activities of the International Labour Organization are not based merely on conference resolutions or Governing Body decisions. In many cases they derive from conventions and recommendations which have been adopted by the International Labour Conference and approved by national parliaments. Our work concerning international co-operation in regard to the timing of public works, for instance, is based upon a recommendation. Under our Constitution, a recommendation is a special type of legal instrument. Recommendations have to be submitted by members of the Organization to their national parliaments for approval. Neither the

International Labour Office nor even the Governing Body has any power to undo what the Conference and national parliaments have done. Before we can relinquish our present responsibilities in regard to any matters for which it may be appropriate to make other arrangements in the future within the general framework of the United Nations, it will be necessary for us to take the matter to the International Labour Conference and to obtain, by some procedure which is still to be devised, an honourable discharge from the obligations which have been laid upon us by international, followed by national action.

The question of the procedure to be followed for this purpose is under review in the International Labour Office and will be brought to the attention of the Governing Body and of the International Labour Conference in due course.

The second consideration to be kept in mind, Mr. President, is that it is obviously undesirable to interrupt any work of a continuing character which is actually in progress, until adequate arrangements exist for the continuation of that work by the body to which future responsibility for it is to be transferred. For the moment, the Sub-Commission, if I understand the matter rightly, is being merely instructed to examine the question of the timing of capital expenditures. Whether, and under what conditions, it will be possible for us to relinquish the responsibility in the matter which we have previously discharged, will necessarily depend largely on the extent to which the Sub-Commission makes positive recommendations.

THE EMPLOYMENT COMMITTEE

The Employment Committee of the Governing Body was set up at the ninety-third session of the Governing Body, meeting in Philadelphia in May 1944. The functions of this Committee were described at this session as "to keep employment problems under constant review, and also to study

/any special questions

any special questions of an urgent nature".* The Committee reports to, and makes recommendations to, the Governing Body.

The Committee has held four sessions and has in particular considered questions relating to the training and employment of disabled workers, the International Development Works Committee, regional co-operation among the American countries in respect of vocational training, and the conditions of employment of migrant workers.

THE INDUSTRIAL COMMITTEES

Some of the recently constituted Industrial Committees of the International Labour Organization have also expressed views on the problems of full employment.

Iron and Steel Industry

At its first session, the International Labour Organization Iron and Steel Committee passed the following resolution:

"The Iron and Steel Committee of the International Labour Organization meeting in Cleveland 23 - 29 April 1946, emphasizes the necessity of achieving a high and sustained level of employment in all industries. The Committee points out that this objective cannot be achieved by the iron and steel industry alone because of the interdependence and interrelationships of modern economic society.

"The Committee declares its willingness to co-operate with the International Labour Organization and with the Governments of the various countries in obtaining full factual information as a basis for the formulation of constructive plans and programmes designed to bring about full and regular employment in the iron and steel industry, as far as is possible within the limitations under which the industry must operate."

Construction Industry

The Building, Civil Engineering and Public Works Committee, at its first session in Brussels (25 November - 3 December 1946) adopted the following resolution on the stabilization of employment:

* International Labour Office: Minutes of the Ninety-third Session of the Governing Body (Montreal, 1946), p. 24.

A. The Committee emphasizes the universal necessity of achieving maximum production and full employment in the construction industries thereby making possible a high level of consumption and the payment of proper wages and the provision of satisfactory terms and conditions of employment. To this end, the Committee suggests that Governments should continuously review their existing policies relating to expenditure, taxation, home and foreign trade, and that Governments should take into account the views of the employers' and workers' organizations on such matters, insofar as they relate to the construction industries.

B. Having in mind the regularization of activities in the industry for the stabilization of employment; and conscious of the necessity of acting promptly on the approach of any possible threat of an economic depression,

The Committee draws the attention of Governments to the necessity of putting in hand the collection of statistical information which will facilitate the prediction of impending crises, and for planning ahead with a view to maintaining full activity in the industry and stabilizing employment.

The Committee therefore suggests that Governments maintain close and permanent contacts with the employers' and workers' organizations, such contacts bearing on the study of public works programmes and on the means proper to their rapid and easy execution at the right moment. To permit the advantageous utilization of all construction elements pertaining to the Nation, tripartite bodies composed of representatives of Governments, employers and workers could participate in the preparation of public works, programmes and in the search for the ways and means of carrying them out, revising them regularly and taking into account the necessary modifications to suit changing circumstances in the country concerned.

De-casualization of Dock Labour

At its first session (London, 13 - 20 December 1945), the Inland Transport Committee adopted the following resolution:

The Committee considers that measures should be taken with regard to the casual nature of dock labour, and recommends the employers' and workers' organizations concerned, with participation of public authorities if desired, to study the problems of de-casualization of labour with a view to adopting measures for securing continuity of employment to the workers, increasing their productivity and assuring them reasonable remuneration.

Metal Trades

The Metal Trades Committee, at its first session (Toledo, Ohio, 2 - 10 May 1946) adopted the following resolution on production and employment:

/Whereas

Whereas the Declaration of Philadelphia recognizes the solemn obligation of the International Labour Organization to further among the nations of the world programmes which will achieve full employment and the raising of standards of living;

The Metal Trades Committee of the International Labour Organization meeting in Toledo, Ohio, 2 - 10 May 1946, emphasizes the world-wide necessity of achieving maximum production and employment in the metal trades. The Committee considers that in order to achieve this it is necessary greatly to increase production, so as to permit of a high level of consumption, the payment of high wages and the stabilization of employment at a high level.

The Committee further declares that continuity of demand and national and international co-operation in assuring a continuous flow of raw materials, supplies, equipment, and services are among the essential requirements of maximum production and employment. In view of these facts the Committee suggests that the Governments concerned should study their existing policies relating particularly to taxation, industrial relations, Government expenditure and foreign trade with the object of encouraging efficient production and expanding employment.

The Committee further recommends that the International Labour Office continue to assemble, classify and distribute all pertinent information relating to the problems of maximum production and employment so that comparative and co-ordinated studies in the light of continually changing conditions may be available to all concerned.

Textiles Industries

The Textiles Committee, at its first session (Brussels, 14 - 22 November 1946) adopted the following resolution on the full employment for textile industries:

The Textiles Committee of the International Labour Organization, meeting in Brussels 14 - 22 November 1946, emphasizes the necessity of plans being made which will secure full employment to textile workers throughout the world, and hereby endorses the Declaration of Philadelphia (10 May 1944) in which the International Labour Organization pledged, as a solemn obligation, its help in establishing throughout the world "policies in regard to wages and earnings, hours and other conditions of work calculated to ensure a just share of the fruits of progress to all, and a minimum living wage to all employed and in need of such protection". The Committee realizes the complexity of the problem and urges on the International Labour Organization the necessity of making available the results of studies which have been made on the question and also supplementing them by its own special study.

It believes that Governments, no less than industry, have a very important function to fulfil in the solution of the problem and therefore urges the fullest co-operation between Governments, employers and workers in the textile industry in each country on the one hand, and that the resources of raw materials and equipment

/should be fully

should be fully utilized through measures of international co-operation, on the other hand.

STATISTICS OF EMPLOYMENT, UNEMPLOYMENT AND THE LABOUR FORCE

The importance of adequate statistical information concerning employment and unemployment was recognized by the International Labour Conference at its first session in 1919;* and in 1925 the second of the series of International Conferences of Labour Statisticians convened by the International Labour Organization established certain international standards for statistics of unemployment.**

Recognizing the desirability of revising those standards in the light of progress made since 1925, and the desirability of establishing adequate international standards for statistics of employment and the labour force, the Governing Body of the International Labour Organization decided in September 1946 to convene the Sixth International Conference of Labour Statisticians to meet in Montreal on 4 August 1947 and placed on its agenda the subject of statistics of employment and unemployment.

EXCHANGE OF VIEWS

The Resolution of the Economic and Social Council on Employment and Economic Development, adopted on 28 March 1947, will be submitted to the Governing Body of the International Labour Office.

Any views regarding the most appropriate forms of international action to maintain world full employment and economic stability, which may in future be put forward by the International Labour Organization, will be communicated in due course to the United Nations.

* Article 1 of the Convention concerning unemployment adopted at that session provided for the collection of such information.

** Cf. International Labour Office: The International Standardization of Labour Statistics (Revised edition, Montreal, 1943), pp. 67-69.