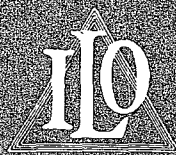


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RECENT PUBLICATIONS
OF THE
INTERNATIONAL
LABOUR OFFICE

JULY
1944



MONTREAL

INTERNATIONAL LABOR OFFICE
WASHINGTON BRANCH
734 JACKSON PLACE
WASHINGTON 6, D.C.

This catalogue describes the publications recently issued by the International Labour Office. A catalogue of earlier publications will be sent on request.

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April 1944.

POST-WAR PROBLEMS

World Economic Development Effects on Advanced Industrial Countries

Studies and Reports, Series B (Economic Conditions), No. 36

by

Eugene STALEY

The development of industry in countries which have not hitherto been industrial is already at hand. How will that development affect world economic policy? What will be its social repercussions in old as well as new industrial countries? These are the problems which Professor Staley discusses and to which he suggests the solutions.

CONTENTS

PREFACE

INTRODUCTION AND SUMMARY

Part I. Effects Arising out of International Investment for Developmental Purposes

A. *The Nature of These Effects*

- I. Activation of Economies: A Contribution towards Full Employment and Prosperity
- II. Easing Post-War Readjustments
- III. Income Distribution and the Transfer Problem in Repayment
- IV. The Order of Magnitude of These Effects

B. *What Policies will Yield Greatest Mutual Benefit?*

- V. The Advantages of Multilateral Co-operation: An International Development Authority
- VI. Anti-Depression Timing and Direction of Equipment Orders
- VII. Some Objections to this Programme Considered

Part II. Longer-Range Effects Resulting from Shifts in Production, Consumption and Trade

A. *The Nature of These Effects*

- VIII. Economic Development and Trade Prospects
- IX. New Opportunities and New Competition
- X. The Importance of Industrial Adaptation in the Advanced Countries

B. *What Policies will Yield Greatest Mutual Benefit?*

- XI. Measures to Encourage Industrial Adaptation within each Country
- XII. International Arrangements to Ease Transition Adjustments

Part III. Some Broader Implications of Economic Development in New Areas

- XIII. Population Pressures, Political Power and Cultural Influence

April 1944. v + 218 pp.

Price: *paper*..... \$1.25; 5s.
boards..... \$1.75; 7s.

Co-operative Organisations and Post-War Relief

Studies and Reports, Series H (Co-operation), No. 4

The I.L.O. has maintained for more than twenty years regular contacts with national and international co-operative organisations. These contacts have enabled it to present as complete a documentation as wartime difficulties permit on the important part that co-operative institutions may play in the relief of famine, poverty and disease when the war is over. It is intended to publish later a fourth part dealing with the role of the co-operative movement in the restoration of economic life.

CONTENTS

INTRODUCTION

PART I. CHARACTERISTICS OF THE CO-OPERATIVE MOVEMENT

The Nature of Co-operative Association—Vertical Development: Federal Structure—Horizontal Development: Inter-co-operative Relations—The Co-operative Movement and Education—A Planned Economy with a Social Content.

PART II. CO-OPERATIVE ORGANISATIONS THROUGHOUT THE WORLD

Urban Co-operative Organisations—Rural Co-operative Organisations.

PART III. CO-OPERATIVE ORGANISATIONS IN RELIEF OPERATIONS

General Qualifications of Co-operative Institutions—The Co-operative Distributive Network—Co-operative Organisations as Sources of Supplies—Overseas Connections of European Consumers' Co-operative Organisations.

FINAL OBSERVATIONS

APPENDICES

"An invaluable contribution to co-operative post-war planning—we should look in vain to other sources for equally illuminating and comprehensive information on the subject."—*Rochdale Cooperator*, New York.

January 1944. 173 pp.

Price: \$1; 4s.

The Displacement of Population in Europe

Studies and Reports, Series O (Migration), No. 8

by

Eugene M. KULISCHER

Population movements comparable to those set in motion by the present war have not been witnessed for many centuries. Millions of people have fled from their homes; millions more have been forcibly transplanted; millions of others have been taken prisoners or recruited as workers and sent away from their countries.

This study makes a general survey of the position and a tentative estimate of the magnitude of the problems involved in the post-war settlement and redistribution of these scattered populations. It is illustrated by three maps and a chart.

CONTENTS

PREFATORY NOTE INTRODUCTION

CHAPTER I. MIGRATION MOVEMENTS OF THE GERMAN PEOPLE. Transfer and Resettlement of Germans from Abroad—Distribution and Areas of Resettlement—Movements of Germans from the Reich.

CHAPTER II. MOVEMENTS OF NON-GERMAN POPULATIONS. Pre-War Refugee Movements—Movements of Peoples other than Jews: Czechoslovakia, Poland, Finland, The Baltic Countries, Denmark and Norway, Netherlands, Luxemburg, Belgium, France, South-Eastern Europe, U.S.S.R.—The Expulsion and Deportation of Jews.

CHAPTER III. MOBILISATION OF FOREIGN LABOUR BY GERMANY. Immigration of Foreign Labour before the War—General Survey of Foreign Labour Mobilisation during the War.

CONCLUSION

"There isn't one emotional word in its 170 pages: indeed it is chiefly concerned with figures. Yet it ranks among the most moving and terrible books I have ever read."—H. N. BRAILSFORD in *London Calling*.

"... an inventory which has no competitor in the field..."—*Political Science Quarterly*.

"... one of the most important contributions so far made to post-war preparations."—*Christian Science Monitor*.

"... among the most important official documents produced since the beginning of the war..."—Leonard WOOLF in the *Political Quarterly*.

September 1943. iv + 171 pp.

Price: *paper*..... \$1; 4s.
boards.....\$1.50; 6s.

The T.V.A. Lessons for International Application

by

Herman FINER

Studies and Reports, Series B (Economic Conditions), No. 37

The Tennessee Valley Authority, with ten years of operation behind it, has attracted increasing attention lately from those who see in it a possible model for international development schemes. The purpose of this study is to describe the character and methods of the T.V.A., with particular emphasis on those aspects from which lessons for application elsewhere may be deduced. There are several illustrations.

CONTENTS

PREFACE

- CHAPTER I. Retarded Development and Wasting Assets
- CHAPTER II. The Taming of the Waterway
- CHAPTER III. Making Electricity and Acquiring Markets
- CHAPTER IV. The Proper Use of the Land
- CHAPTER V. The Advancement of Economic Opportunity
- CHAPTER VI. The People's Social Well-Being
- CHAPTER VII. The Corporate Agency and its Methods of Operation
- CHAPTER VIII. Management and Personnel
- CHAPTER IX. Federal Controls and State Relationships
- CHAPTER X. The Employee Relationship Policy and Labour
- CHAPTER XI. Some Employee Welfare Services
- CHAPTER XII. The Financing of the T.V.A.'s Activities
- CHAPTER XIII. Indices of Progress
- CHAPTER XIV. The Problem of an International T.V.A.
- APPENDICES: I. Tables. II. Minerals Found in the Tennessee Valley. III. The Allocation of T.V.A. Power Costs, the Profitability of T.V.A. Power Operations, and the "Yardstick". IV. Interstate Compacts. V. The Tennessee Valley Authority Act.

July 1944. viii + 289 pp.

Price: *paper*.....\$1.50; 6s.
boards.....\$2: 8s.

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The Health of Children in Occupied Europe

The first of a series of pamphlets on problems of post-war reconstruction. It describes the pitiable results, in the occupied countries of Europe, of inadequate food, ill-balanced diet, and occupation conditions on the health of children, and emphasises that the development of the rising generation in these countries will largely depend on the extent to which the deficiencies from which the children are suffering can be remedied by international collaboration.

"This pamphlet should be studied in its entirety."—*Christian Century*, Chicago.

"... it is carefully documented ... every social worker will want to read this report."—*Social Service Review*.

November 1943. 37 pp.

Price: 25 cents; 1s.
(40 per cent. discount on
5 or more copies.)

Man-Power Mobilisation for Peace

This second pamphlet discusses the problems that will arise in the diversion of manpower from the armed forces and from war production into post-war occupations and into the tasks of reconstruction.

"... a statesmanlike presentation of problems that all countries ... will face in changing over from war to peace ..."—*Occupations*, U.S.A.

"All who desire to think and strive constructively towards a fraternal world will be enlightened and encouraged by a careful study of this report."—*Standard*, New Zealand.

December 1943. 78 pp.

Price: 25 cents; 1s.
(40 per cent. discount on
5 or more copies.)

SOCIAL AND ECONOMIC

Constitutional Provisions concerning Social and Economic Policy

This volume is a collection of constitutional provisions concerning social and economic policy covering 450 countries and other governmental units, arranged by continents. International obligations and standards evolved under the auspices of the I.L.O. have already been published in a systematised form in *The International Labour Code*, while national laws and regulations affecting labour have been regularly published in the *Legislative Series*. The present volume therefore fills an important gap in the systematic presentation of the world's law regarding social and economic questions.

Its publication is felt to be particularly appropriate at a time when constitutional revision is likely to be undertaken in many countries as soon as hostilities cease, and when it is desirable that the social objectives confided to the International Labour Organisation should figure, whenever an opportunity occurs, in the solemn constitutional obligations by which national effort to achieve them will be guided.

The volume contains a Foreword by the Acting Director of the International Labour Office; an Introduction suggesting some of the considerations which should govern the selection of social objectives; a List of International Declarations and Constitutional Instruments; Texts of International Declarations of Policy; Texts of Constitutional Instruments, including provisions of international instruments relating to particular areas; and a Bibliography and Index.

April 1944. lix + 755 pp.

Price: \$5; 20s.

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Intergovernmental Commodity Control Agreements

Intergovernmental commodity control policy is one of the devices receiving special consideration from governments with a view to "the expansion, by appropriate international and domestic measures, of production, employment, and the exchange and consumption of goods".

The social consequences of price fluctuations had long occupied the attention of the International Labour Organisation. Its attention is equally claimed by the possible social effects of control schemes, since the attainment of the social objectives for which the Organisation strives must be profoundly influenced by the policies followed in the international regulation of commodities.

It has therefore been thought desirable to present for the first time in an accessible form and in a single volume the texts of the existing intergovernmental commodity control agreements. It is hoped that the volume will be serviceable during the discussion of commodity control arrangements for the post-war period.

In addition to the texts of the various agreements concerning wheat, sugar, tea, coffee, beef, tin, rubber and cotton, the volume contains the text of the major pronouncements by authoritative international conferences or committees of an official character formulating principles of policy concerning intergovernmental commodity control schemes.

In a 48-page introduction, the social implications of such schemes are examined; certain guiding principles are deduced from the reports and resolutions adopted by official international bodies and from the experience of the past two decades; and some suggestions are made for the effective translation of those principles into practice.

"Another valuable contribution to the discussion of post-war economic policy made by the International Labour Office."—*Labour Press Service*.

"... this excellent compilation ... well indexed and easy to use."—*Far Eastern Survey*.

December 1943. lviii + 221 pp.

Price: *paper bound*..... \$2; 8s.
cloth bound..... \$3; 12s.

British Joint Production Machinery

Studies and Reports, Series A (Industrial Relations), No. 43

The International Labour Office published in January 1943 a report—*Joint Production Committees in Great Britain*—which dealt with this subject in a brief form. The volume which is now published surveys in much greater detail and down to a later date the machinery which has been evolved in Great Britain to meet the demands of war production.

Although this study is primarily concerned with the part played by employers' and workers' representatives at every level—national, regional, district and factory—it also places them within the general framework of the administrative structure created to co-ordinate labour supply and production policies.

The volume consists of an Introduction, three Parts, and Appendices. Part I deals with national consultation on production and labour supply, describing the machinery set up under each of the eight Government departments concerned. In Part II a corresponding description is given of the regional and district organisation. Part III, under the heading of joint production consultation at the factory level, covers the joint production committees themselves, giving details of the joint committees' methods of establishment, functions, composition and procedure, and relationship with other bodies; examples of joint committees at work, and opinions of their achievements from Government, employer and trade union sources. The conclusions survey the whole field. The Appendices include model constitutions of 1918 and 1942 and various specimen documents, such as minutes of meetings, demonstrating the joint committees' actual work.

March 1944. v + 273 pp.

Price: \$1.25; 5s.

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Approaches to Social Security

Studies and Reports, Series M (Social Insurance), No. 18

(Also published in Spanish and Portuguese)

An international survey, based on a world-wide study, of trends and tendencies in the social security field. The purpose is to trace the evolution of social assistance and social insurance until they converge into an integrated conception of a comprehensive social security system.

The abundant material, which includes the most recent developments, is grouped under three headings:

1. *The Social Assistance Approach*, receiving the principal types of social assistance;

2. *The Social Insurance Approach*, considering workmen's compensation, sickness insurance and unemployment insurance with respect to their organisation, scope, benefits and finance;

3. *Social Security Systems*, giving examples of social security schemes, resulting from the integration of social insurance and assistance.

"Among the many highly qualified publications of the I.L.O., the non-periodical series of Studies and Reports, Series M (Social Insurance) are of outstanding value. The just published No. 18 contains the quintessence of all previous volumes. It is a masterpiece from whatever viewpoint one may look at it."—Alfred MANES, in *The Annals of the American Academy of Political and Social Science*.

"I commend to the very careful study of Hon. Members this most valuable booklet, and in particular Chapter III, which gives interesting instances of systems of social security in force in a number of other countries."—DR. LESLIE BURGIN, M.P., in the House of Commons, London.

March 1942. vi + 100 pp.

Price: 50 cents; 2s.

THE INTERNATIONAL LABOUR ORGANISATION

The International Labour Code

A systematic arrangement of the Conventions and Recommendations adopted by the International Labour Conference 1919-1939, with appendices embodying other standards of social policy framed by the International Labour Organisation and notes giving full bibliographical references and material relating to the ratification, application and interpretation of the international labour Conventions.

The **Code** consists of twelve books dealing respectively with: *Employment and Unemployment; General Conditions of Employment* (wages, hours of work, weekly rest periods, holidays with pay); *The Employment of Children and Young Persons; The Employment of Women; Industrial Health, Safety and Welfare; Social Insurance; Industrial Relations; the Administration of Social Legislation; Conditions of Work of Seamen; Standards of Colonial Labour Policy; Migration; and Statistics.*

The **Appendices** include: *Selected Resolutions Embodying Standards of Social and Economic Policy Adopted by the International Labour Conference; Selected Standards Approved by Technical Advisory Bodies; Reports of Special Conferences; Asiatic Regional Supplement; American Regional Supplement; Labour Clauses of League of Nations Instruments, etc.*

"The publication of a volume of this kind is of inestimable value in furthering the objects which the Organisation has in view and cannot fail to be of considerable importance in stimulating action and facilitating discussions in the problems which lie before the Allied nations."—*The Journal of Comparative Legislation and International Law.*

"The volume is much more than a codification; it is a documentation of the interpenetration of the I.L.O. in regional and national social progress."—*American Journal of International Law.*

"... an impressive record of achievement ... an invaluable reference book."—*The Canadian Bar Review.*

"... a valuable guide for the future."—*The South African Law Journal.*

October 1941. Ivi + 920 pp.

Price: \$5; 15s.

Reports Prepared for the 26th Session of the International Labour Conference, Philadelphia, 1944

I. Future Policy, Programme and Status of the International Labour Organisation

A revaluation of the aims and purposes of the I.L.O., a consideration of its role in relation to other international bodies, and some suggestions for its future programme and for the development of its machinery, procedures, constitutional practice, and finance.

x + 194 pp.

Price: \$1; 4s.

II. Recommendations to the United Nations for Present and Post-War Social Policy

Proposals concerning economic policy for the attainment of social objectives, social provisions in the peace settlement, and the social policy of the United Nations in occupied Axis countries.

vi + 87 pp.

Price: 50 cents; 2s.

III. The Organisation of Employment in the Transition from War to Peace.

An outline of the guiding principles for organising employment in the transition period, including advance collection of information concerning prospective labour supply and demand; the demobilisation of the armed forces and of war industry and the release of war workers; the method of notification of vacancies and application for work; vocational guidance; training and retraining; geographic mobility among workers; employment of women, young workers and disabled workers; regularisation of employment in particular industries; public works; unemployment insurance and assistance; and the responsibilities and functions of the employment service.

viii + 179 pp.

Price: \$1; 4s.

IV (1). Social Security: Principles

A statement of the essential principles for the maintenance of income security and for the organisation of medical care service, with concrete proposals.

viii + 115 pp.

Price: 60 cents; 2s. 6d.

IV (2). Social Security: Problems Arising out of the War

Proposals for income security and medical care for persons discharged from the armed forces and assimilated services, and from war employment, for international administrative co-operation to promote social security, and for the maintenance of the pension rights of displaced persons.

x + 82 pp.

Price: 50 cents; 2s.

V. Minimum Standards of Social Policy in Dependent Territories

A survey of the problems of dependent territories, particularly in relation to the I.L.O., with proposals for the minimum standards of social policy that should be adopted.

viii + 109 pp.

Price: 60 cents; 2s. 6d.

VI. Reports on the Application of Conventions (Article 22 of the Constitution)

A tabular statement of the reports made by Governments, in accordance with the Constitution of the I.L.O., upon the application of the international labour Conventions which they have ratified.

44 pp.

Price: 25 cents; 1s.

VII. Director's Report

A review of the economic background and of social developments since the New York Conference in 1941, with particular reference to the work of the I.L.O.

ii + 91 pp.

Price: 50 cents; 2s.

Inclusive subscription for all the Reports: \$4.50; 17s. 6d.

Inclusive subscription for all the documents of the Conference (Reports and the Final Record of Proceedings): \$8.50; 35s.

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The Constitution and Rules of the International Labour Organisation

This publication, which gives the English and French texts on facing pages, is issued in two editions, the "Conference" edition and the "complete" edition.

The "Conference" edition contains the Constitution of the International Labour Organisation, the Standing Orders of the International Labour Conference, the Standing Orders of the Committees of the Conference, and the membership of the Governing Body of the International Labour Office.

The "complete" edition contains, in addition, the statutes and rules of various Commissions connected with the Organisation, the Statute of the Permanent Court of International Justice, and the Financial Regulations of the League of Nations.

"Conference" edition: 108 pp.
"Complete" edition: 186 pp.

Price: 30 cents; 1s. 3d.
Price: 50 cents; 2s.

Minutes of the Governing Body

90th Session — 1941

Minutes of the Emergency Committee

5th Session — 1942

(Also published in French)

The minutes contain an account of the discussions of the Governing Body or of its Emergency Committee, as well as the decisions taken. They thus show not merely what is the policy of the I.L.O. at any given time on the most important labour and social questions of the day, but how that policy was worked out by discussion among the three groups—Government, Employers and Workers.

The appendices to the minutes contain the documents on which the decisions are based. They include the reports of the various Committees of experts set up by the Governing Body to deal with particular aspects of the work and the Director's Report, containing a review of the progress of international labour legislation and the work of the Office.

Governing Body: 95 pp. Annual subscription.....\$2.50; 10s.
Emergency Committee: 256 pp.

The International Seamen's Code

Conventions and Recommendations affecting maritime employment adopted by the International Labour Conference, 1920-1936

Four sessions of the International Labour Conference have been exclusively devoted to maritime questions. Altogether the Conference has adopted 13 Conventions and 8 Recommendations dealing with conditions of life and work at sea. The texts of these decisions are reproduced in this publication.

April 1942. vi + 55 pp.

Price: 25 cents; 1s.

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April 194

THE I.L.O. AT WORK

(Also published in Spanish)

An illustrated bulletin issued at irregular intervals for the purpose of keeping the public informed of the activities of the International Labour Organisation. Previous issues have dealt with the transfer of the I.L.O.'s working centre from Geneva to Montreal, the New York Conference, the Governing Body and its Emergency Committee, the Joint Maritime Commission, the Inter-American Conference on Social Security, and many other aspects of the life and activities of the Organisation. The next issue will describe the Philadelphia Session of the International Labour Conference in April-May 1944.

This publication is distributed free of charge, and any address will be added to the mailing list on request.

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SOME OTHER RECENT PUBLICATIONS

Industrial Health in Wartime

(Special Supplement to *Occupation and Health*)

Occupation and Health is an Encyclopaedia of Industrial Hygiene, published in 1930-34. Loose-leaf *Supplements* have since been published from time to time. The present *Supplement*, the author of which is Dr. L. Teleky, contains articles on silicosis and other pneumoconioses; metal poisoning; insecticides and fumigants; carbon monoxide; carbon disulphide; benzol and its homologues; explosives; rubber; chlorinated naphthalenes and diphenyles; radio-active luminous paints and X-rays; toxic limits; caisson sickness; hygiene in aviation; and skin diseases.

April 1944. 39 pp.

Price: 25 cents; 1s.

The International Standardisation of Labour Statistics

Studies and Reports, Series N (Statistics), No. 25

(Also published in Spanish)

This report reviews the work of the International Labour Office and the international conferences of labour statisticians in the standardising of labour statistics and gives a picture of the steady progress in the different fields in the last twenty-five years. A résumé of work in each field is presented in Part I, while Part II reproduces the texts of the resolutions of the different conferences which embody the recommendations of labour statisticians on each topic.

February 1943. x + 169 pp.

Price: \$1; 4s.

Labour Conditions in War Contracts

Studies and Reports, Series D (Wages and Hours of Work), No. 23

An analysis of the labour clauses and similar regulations applying to war work in Canada, the United States and Great Britain, together with a brief discussion of some of the problems involved.

" . . . Such contracts now assume great importance, for it is evident that they have a considerable effect on labour standards, since they cover a very considerable field of industrial activity. Moreover they become an essential instrument of war policy, being one of the means of maintaining the morale and the support of workers. . . It is enough to say of this little study that it is worthy of the organisation from which it comes."—*South African Journal of Economics*.

"As an introduction to the study of labour legislation in wartime, the book is admirable . . . excellent bibliography. All is prepared with the painstaking care and accuracy which is characteristic of the publications of the I.L.O."—*Industrial Canada*.

" . . . a broad discussion . . . very well handled. . . "—*Personnel Journal* (New York).

Revised edition, May 1943. iv + 74 pp.

Price: 25 cents; 1s.

Wartime Transference of Labour in Great Britain

Studies and Reports, Series C (Employment and Unemployment), No. 24

Describes in detail the methods adopted in Great Britain for the transfer of labour to war work up to July 1942.

" . . . the most complete and well integrated study to date in this field. . . "—*Public Policy Digest*.

" . . . an excellent detailed summary of an important aspect of British manpower policy . . . Every public administrator concerned with . . . manpower problems . . . should view carefully the British experience set forth in this study."—*Public Administration Review*.

September 1942. iv + 163 pp.

Price: *paper bound*.....\$1; 4s.
cloth bound \$1.50; 5s.

Life-Saving Measures for Merchant Seamen in Time of War

Studies and Reports, Series P (Seamen), No. 4

(Also published in Spanish)

In 1942 the Joint Maritime Commission of the International Labour Office requested the Office to "communicate to Governments as soon as possible . . . a summary statement of the life-saving measures best calculated to protect merchant seamen in time of war". This booklet was compiled in compliance with the Commission's request.

It presents—it is believed for the first time in such a form—a concise exposition of the latest rules for the protection of the lives of merchant seamen in time of war, which will no doubt also serve as a basis for any revision of such rules, nationally and internationally, which may be made when peace is restored.

"In preparing this statement at the request of the Joint Maritime Commission, the International Labour Office has done a great service to seafarers . . . excellently arranged . . . concise and readable. . ."—*The Signal*.

" . . . of service and interest not only to Governments, but to all who are concerned with the well-being of seamen."—*Bulletin of War Medicine*.

December 1942. 59 pp.

Price: 35 cents; 1s. 6d.

Merchant Seamen and the War

Record of Proceedings of the Joint Maritime Commission, 12th Session, London, June 1942

Studies and Reports, Series P (Seamen), No. 5

This is the first time that the proceedings of the Joint Maritime Commission have been made public. The Commission had not met for several years and this session was held in the midst of a world war, to the successful prosecution of which the shipping industry is making a contribution of vital importance.

For the convenience of readers the *Record* has been arranged so as to bring together into a continuous account the discussions relating to each topic.

The volume also includes the Report of the Acting Director of the International Labour Office.

July 1943. 154 pp.

Price: \$1; 4s.

The Co-operative Movement in the Americas

(Also published in Spanish)

This volume contains the texts of a series of broadcasts on the co-operative movement organised by the International Labour Office in collaboration with the Co-operative League of the United States of America, with the technical assistance of the W. P. A. Co-operative Project, and delivered during 1942 through the courtesy of the World Wide Broadcasting Foundation, Boston, Massachusetts.

It provides a comprehensive survey of the aims, achievements and problems of co-operative organisations in the United States, Canada, Argentina, Colombia, Mexico and Peru by leading co-operators of the Western Hemisphere.

The Preface is by Henry A. WALLACE, Vice-President of the United States of America.

May 1943. 59 pp.

Price: 25 cents; 1s.

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Labour Problems in Bolivia

Report of the Joint Bolivian-United States Labour Commission

This volume is unique among I.L.O. publications. It is the result of spontaneous collaboration between two Governments. At the beginning of 1943 the Bolivian Government suggested to the Government of the United States that the co-operation practised between the two Governments should be extended to the sphere of labour, with a view to the improvement of the living conditions of the Bolivian workers; and that, as a preliminary step, a joint enquiry should be undertaken in Bolivia by a commission composed of experts from both countries.

The Commission carried out its investigations in February and March 1943. By agreement with both Governments, the I.L.O. has published the report of the commission, which, at their joint request, was assisted in its work by an adviser from the I.L.O.'s staff. The report contains chapters on the following subjects: education, freedom of association and collective bargaining, regulation of wages and hours of work, social insurance, placement, housing, health, accident prevention and popular nutrition.

The English and Spanish texts are given facing each other.

The volume is illustrated with photographs.

July 1943. xii + 96 pp.

Price: 50 cents; 2s.

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July 194

International Comparisons of Food Costs

Studies and Reports, Series N (Statistics), No. 24

by

Robert Morse WOODBURY

Presents the results of studies made by the Statistical Section of the International Labour Office in continuation of its work on the problem of international comparisons of the cost of living.

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- August 1941:* The American Constitution and International Labour Legislation, by David RIESMAN, Jr.
- September 1941:* Building Social Security, by Osvald STEIN.
- January 1942:* The Social Objective in Wartime and World Reconstruction: The New York Conference of the International Labour Organisation.²
- April 1942:* The Work of the Waterfront Control Commission in New Zealand.¹
- May 1942:* The War and Merchant Seamen: I: Unemployment Indemnities and Compensation for Loss of Effects; Detention and Family Allowances.¹
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The War and Merchant Seamen: II: Life-Saving Appliances: Lifeboats and Rafts; Water, Food and First-Aid Supplies; Life-Saving Jackets and Buoys; Drills in Abandon-Ship Procedure.^{1 2}
- July 1942:* The War and Merchant Seamen: III: Organisation for Seamen's Welfare in Canada; and IV: Continuity of Service.¹ [Part IV (Continuity of Service) did not appear in the *Review*.]²
The I.L.O. and Plans for a "People's Peace": The London Meeting of the Emergency Committee, April 1942.
- August 1942:* Twelfth Session of the Joint Maritime Commission (See p. 14).
- September 1942:* Food Consumption and Nutrition in the Americas, by Robert Morse WOODBURY.
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¹ 5 cents or 3d.² Out of print.

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¹ 25 cents or 1s.

² Offprint; price: 5 cents or 3d.

³ This article has been offprinted and published with another under the title *Economic and Social Policy in Free China*. Price: 25 cents; 1s.

- June 1943:* Men's and Women's Wages in the United States, by Z. Clark DICKINSON.
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³ An offprint of this article has been published. Price: 15 cents; 8d.

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The first number to appear is Vol. XXVI, No. 1, which gives the texts of the Declaration, Recommendations and resolutions adopted by the 26th (1944) Session of the International Labour Conference and of the address to the delegates who had attended the Session by President Roosevelt at the White House on 17 May 1944.

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This publication, formerly issued quarterly, in a bilingual edition (English and French) was suspended in September 1939. Publication has now been resumed by the Geneva Office of the I.L.O., with the appearance of Vol. XIII, No. 4, dated December 1939, which contains the entries for the whole of 1939.

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by John G. WINANT

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Suggestions for Discussion by the Conference, 1941

(Also published in French and Spanish)

A revision of Part V of the 1940 Report on *Methods of Collaboration between the Public Authorities, Workers' Organisations and Employers' Organisations*.

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The I.L.O.

The International Labour Organisation is an association of nations, financed by Governments and democratically controlled by representatives of Governments, of management and of labour organisations.

Its purpose is to promote social justice in all the countries of the world. To this end it collects facts about labour and social conditions, formulates minimum international standards, and supervises their national application.

The machinery of the Organisation consists of:

The International Labour Office, which acts as a secretariat, a world information centre, and a publishing house. It is staffed by experts drawn from many different countries, whose knowledge, experience and advice are available to all the nations which are members of the Organisation. It has branch offices and correspondents in many countries.

The Governing Body, composed of 16 Government representatives, 8 representatives of management and 8 representatives of labour, which is the executive council of the Organisation and exercises general supervision over the work of the Office and frames its budget.

The International Labour Conference, which is a world parliament for labour and social questions. Each national delegation to the annual meetings comprises four delegates, two representing the Government, one representing management, and one representing labour; each of these three sections speaks and votes independently, so that all points of view find full expression.

The Conference adopts minimum international standards which are formulated in special international treaties called *Conventions*, and in *Recommendations*. These are based on careful fact-finding and discussion. As a two thirds majority of the Conference is required for their adoption, they represent the general agreement of informed world opinion. Since the first Conference in 1919 the Conference has adopted 67 Conventions and 73 Recommendations. These deal with hours of work, paid vacations, the protection of women and children, prevention and compensation of industrial accidents, insurance against unemployment, sickness, old age and death, colonial labour problems, conditions of seamen, etc. The substantive provisions of the Conventions and Recommendations, together with other documents and information relating to international labour standards, have been brought together in a volume entitled *The International Labour Code*, published by the Office in 1941 (see p. 10 of this catalogue).

The decisions of the Conference are not automatically binding. Governments must submit the Conference standards to their national legislatures. If a legislature accepts a Convention, the Government is bound to apply the Convention and to submit an annual report showing how it is applying it, which is scrutinised by special I.L.O. committees.

The Philadelphia Conference in 1944 adopted a Declaration, affirming the primacy of the social objective in national and international policy. It also adopted Recommendations concerning employment, social security, and minimum standards for colonial territories.

3-A

INTERNATIONAL LABOUR OFFICE

THE I.L.O.
AT WORK
NO. 4

THE
PHILADELPHIA
CONFERENCE



MONTREAL, NOVEMBER 1944

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INTERNATIONAL LABOUR OFFICE

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PHILADELPHIA
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MONTREAL, NOVEMBER 1944

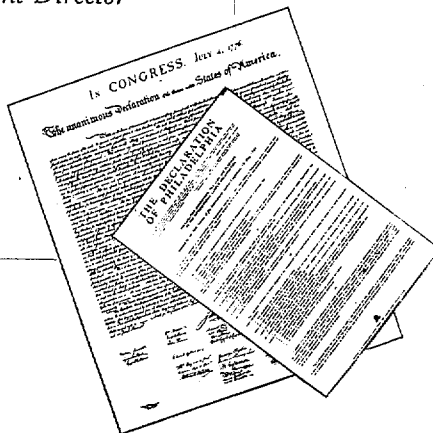


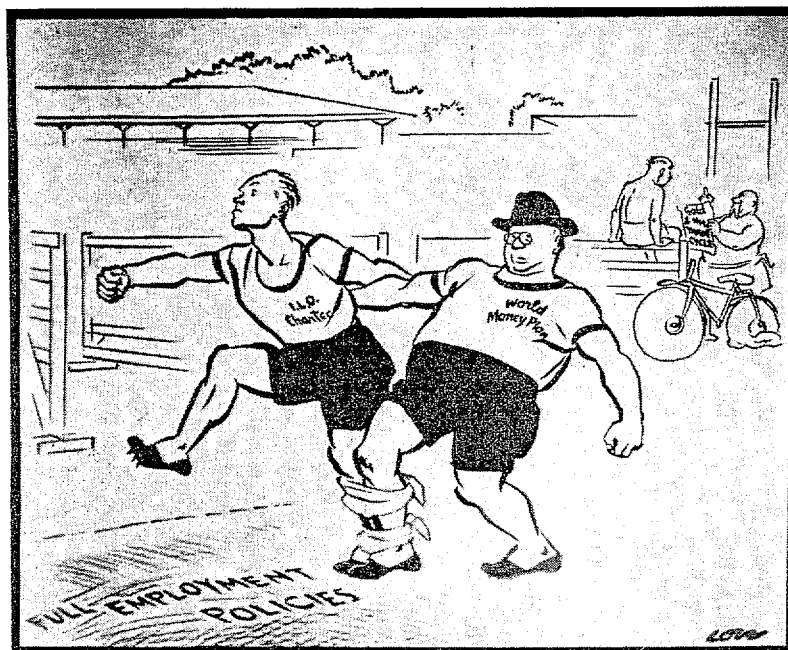
A few days after the Twenty-sixth Session of the International Labour Conference closed in Philadelphia, the delegates from forty-one nations—Government representatives, employers and workers—assembled at the invitation of President Roosevelt in his study in the White House in Washington.

In addressing the delegates, the President said that the Conference's Declaration concerning the Aims and Purposes of the International Labour Organisation—which has now become known as the Declaration of Philadelphia—may well acquire a significance similar to that of the Declaration of Independence adopted one hundred and sixty-eight years before in the same city.

After Mr. Roosevelt had spoken, the authentic text of the Declaration was formally signed by the President of the Conference (Walter Nash) and the Acting Director of the International Labour Office (Edward J. Phelan).

The photograph shows Mr. Phelan signing; Mr. Nash has just signed. Standing are Cordell Hull, Secretary of State; Frances Perkins, Secretary of Labor; Lindsay Rogers, Assistant Director of the I.L.O.





TRAINING FOR THE POST-WAR SPRINT

A cartoon by LOW in the London Evening Standard of 12 May 1944. The "I.L.O. Charter" is represented as hampered in the "full employment policies" race by a three-legged attachment to the "world money plan". In the background Colonel Blimp, with a flat tyre, holds a placard—"gold and the trade cycle".

Since this cartoon was published, the Monetary Conference which met at Bretton Woods, U.S.A., has adopted a draft Agreement providing for co-operation "with any general international organisation and with public international organisations having specialised responsibilities in related fields".

THE TWENTY-SIXTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-sixth Session of the International Labour Conference was convened by the Governing Body of the International Labour Office at its 91st Session in London in December 1943. This meeting of the Governing Body was its first since the autumn of 1941. In the intervening period, the Governing Body's functions, which are those of an executive council of the International Labour Organisation, had been exercised by an Emergency Committee which was set up in 1939 in case war made it impossible for the entire Governing Body to meet regularly.

The chief question before the meeting was a proposal from the Acting Director of the International Labour Office, Edward J. Phelan, made after consultation with a number of Governments, that the International Labour Conference should meet again in regular session for the first time since 1939. A Conference of the International Labour Organisation had been held in 1941 in New York, but was not empowered to adopt formal Conventions or Recommendations, though it gave the I.L.O. a mandate to contribute to the shaping of a people's peace.

Ernest BEVIN, British Minister of Labour, greets the Governing Body in London. Beside him are Carter GOODRICH, Chairman of the Governing Body, and Edward J. PHELAN, Acting Director of the I.L.O.



Mr. Phelan's proposal was received with unanimous approval. It was decided that the Conference should begin four months later, on 20 April—the earliest date constitutionally possible—and that an invitation from the United States Government to meet in an American city should be accepted. Philadelphia was later chosen as the city, and Temple University as the meeting place.

The Governing Body also fixed the Conference's agenda. Basing its decisions on proposals from the Office, it agreed on these seven points:

- I. Future policy, programme and status of the International Labour Organisation.
- II. Recommendations to the United Nations for present and post-war social policy.
- III. The organisation of employment in the transition from war to peace.
- IV. Social security: principles, and problems arising out of the war.
- V. Minimum standards of social policy in dependent territories.
- VI. Reports on the application of Conventions.
- VII. Director's Report.

"I express my good wishes and the good wishes of the Government that I represent to the Conference that you are going to hold, a Conference of the first importance, in the country of our great ally.

"We have now passed from the period of general aspirations and general hopes to the actual active organisation for the future. I know that your Organisation will approach that work with a full understanding of the hard facts and with a determination to deal with them in such a way as to provide practical policies which the nations can adopt, and which will enable a peaceful world to be built on a far sounder foundation."—Anthony EDEN, *British Foreign Secretary, addressing the Governing Body in London.*

The Office's Proposals

The decision to adopt such an agenda made it evident that the Conference would have unprecedented scope and importance. The fact that under Item II the Conference would be called upon to recommend present and post-war social policy to the United Nations meant, in effect, that the Conference would become the first stage of the peace settlement discussions. Item I required the Conference to give fresh consideration to the policy, programme and status of the Organisation, which had been first defined in the Constitution adopted in 1919 and incorporated in the treaties of peace at the end of the First Great War.

Immediately the decision to convoke the Conference was taken, the Member States of the Organisation were informed of it, and within a short time the staff of the Office was busy with the preparation of reports to be submitted to the Conference on the seven items of the agenda. In these reports the Office, basing its suggestions on the Governing Body's discussions of the agenda, made detailed proposals on each item. Within a few weeks the first report, in English, French and Spanish editions, was off the press and on its way to Governments for their consideration. The others followed at short intervals.

Reports prepared by the I.L.O. in English, French and Spanish on the seven items on the agenda of the Conference.

[illegible]



Three New Zealand delegates register at the Conference. Left to right: E. B. TAYLOR, Government delegate; F. C. ALLERBY, Workers' delegate; and H. F. BUTLAND, Employers' delegate.

Forty-one Nations Represented

When the Conference was called to order on 20 April in Mitten Hall of Temple University, delegations from forty-one countries were in attendance. Twenty-eight of these delegations were tripartite—that is, composed of two Government representatives, an Employers' representative and a Workers' representative. These were those of the United States, the Argentine Republic, Australia, Belgium, Bolivia, Brazil, British Empire, Canada, Chile, China, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, France, Greece, India, Mexico, Netherlands, New Zealand, Norway, Panama, Peru, Poland, Union of South Africa, Sweden and Yugoslavia.

Eleven delegations—those of Ethiopia, Haiti, Iran, Iraq, Ireland, Liberia, Luxembourg, Switzerland, Turkey, Uruguay and Venezuela—included only Government representatives, while the Colombian and Costa Rican delegations included Government and worker members, but no employers.

"We had hoped that the Soviet Union, as a great member of the United Nations, would be represented here to discuss with us the problems of international social and economic policy. We have not ceased to hope that, as one result of the work of this meeting, the Soviet Union may see its way to return to the International Labour Organisation for the purpose of co-operating on the wide range of problems common to all nations, whatever their internal organisation, that are determined to raise the standard of life of the masses of the people."—Carter GOODRICH, Chairman of the Governing Body of the I.L.O., in his opening speech to the Conference.

Ján MASARYK, Czechoslovak Deputy Prime Minister and Minister of Foreign Affairs, confers with Frances PERKINS, United States Secretary of Labor.



There were 74 Government delegates, 28 Employer delegates, and 30 Worker delegates. Accompanying the delegates were 131 Government advisers, 43 Employers' advisers and 54 Workers' advisers, making a grand total of 360 delegates and advisers accredited to the Conference.

In addition, the Governments of Iceland, Nicaragua and Paraguay were represented by official observers.

Among the Cabinet Ministers attending the Conference were Frances PERKINS, United States Secretary of Labor; John A. BEASLEY, Australian Minister for Supply and Shipping; Victor ANDRADE, Bolivian Minister of Labour, Health and Social Welfare; Mariano BUSTOS LAGOS, Chilean Minister of Labour; Ján MASARYK, Czechoslovak Deputy Prime Minister and Minister of Foreign Affairs; Dr. Salvador A. COCCO, Secretary of State of the Dominican Republic; Adrien TIXIER, French Commissioner for Social Affairs; Maurice DARTIGUE, Haitian Secretary of State for Agriculture and Labour; Pierre KRIER, Luxembourg Minister of Labour; Francisco TRUJILLO GURRÍA, Mexican Secretary of Labour and Social Welfare; Dr. J. van den TEMPEL, Netherlands Minister for Social Affairs; Walter NASH, Deputy Prime Minister and New Zealand Minister in Washington; and Jan STANCZYK, Polish Minister of Labour and Social Welfare.

The British Government delegation was headed by George TOMLINSON, M.P., Joint Parliamentary Secretary of the Ministry of Labour and National Service. Paul van ZEELAND, a former Prime Minister, and Arthur WAUTERS, former Minister of Labour and Social Welfare, were the Belgian Government delegates. The Colombian Government was represented by Dr. Guillermo NANNETTI, a former Minister of Education, and Carl J. HAMBRO, President of the Storting, was one of the Norwegian Government delegates. Peter FRASER, Prime Minister of New Zealand, and Humphrey MITCHELL, Canadian Minister of Labour, attended sittings of the Conference.

*A visitor to the Conference:
Humphrey MITCHELL, Canadian
Minister of Labour.*



The Conference Begins

On the morning of Thursday 20 April, Miss Perkins welcomed the Conference to the United States on behalf of her Government, and read a message of greeting from President Roosevelt, which contained these words:

Within the field of your activity the United Nations have no need to extemporise a new organisation. The ways and means for obtaining this underwriting of a permanent peace are among the items on the agenda of your Conference. In your recommendations will lie the foundations of those agreements in the field of labour and social standards which must be part of any permanent international arrangement for a decent world...

I see in the I.L.O. a permanent instrument of representative character for the formulation of international policy on matters directly affecting the welfare of labour and for international collaboration in this field.

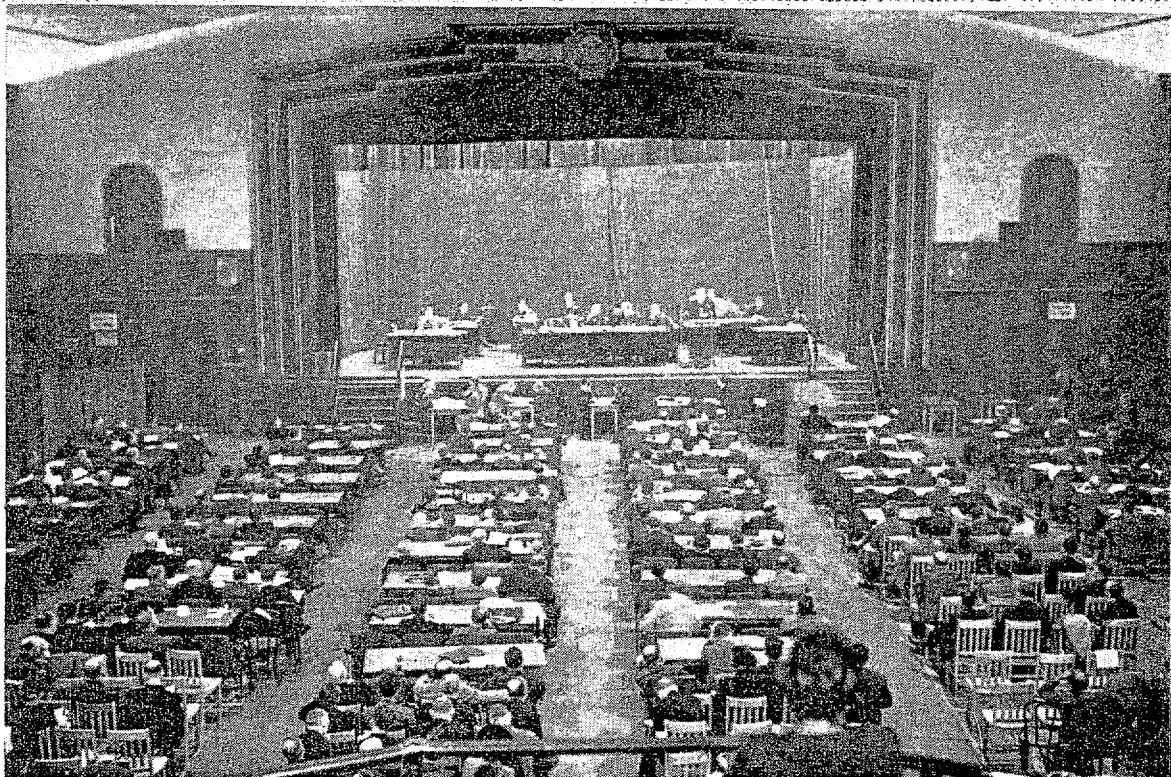
I see it as a body with the requisite authority to formulate and secure the adoption of those basic minimum standards that shall apply throughout the world to the conditions of employment.

As part of those arrangements also, I see in the I.L.O. an organisation which shall serve the world for investigation and research, for discussion and debate. But more than that, it must be the agency for action on those economic and social matters related to the welfare of working people which are practical for industry and designed to enhance the opportunities for a good life for peoples the world over.

A few minutes later Mr. Goodrich declared the Conference open in a speech in which he asserted that the planning of the peace settlement could not wait for the close of the war.

Flanking Mr. Goodrich on the platform as he spoke were representatives of six international organisations—the League of Nations, the United Nations Interim Commission on Food and Agriculture, the United Nations Relief and Rehabilitation Administration, the Intergovernmental Committee on Refugees, the Pan American Union and the Pan American Sanitary Bureau.

The Conference then proceeded to its first business, the election of a President. On the nomination of Senator Elbert Thomas of Utah, United States Government delegate, seconded by William C. Coulter, Canadian employer, and Arturo Velásquez Quiroga, Chilean worker, Walter Nash, Deputy Prime Minister of New Zealand, was unanimously chosen. The delegates then set about the task of organising the Conference's machinery.



The Conference in plenary sitting.

Decisions of Procedure

Following its usual practice, the Conference appointed a Selection Committee, consisting of sixteen Government representatives, eight employers and eight workers, to make proposals on the procedure to be adopted in dealing with the different items on the agenda.

The Committee's first decision was to recommend that the Conference approve the provisional action of the Governing Body in readmitting Costa Rica to membership of the I.L.O. from 12 November 1942. This the Conference did unanimously.

The Committee then recommended, and the Conference decided, that two full days of debate in plenary sitting should be held on Items I and II of the agenda, and that committees should be set up to report on Items III, IV and V, with the understanding that these three committees would place before the Conference "general guiding principles" on the subjects before them. Later, on the recommendation of the Selection Committee, the Conference established a committee to deal with Item VI—Application of International Labour Conventions—and a Resolutions Committee.



Walter NASH, *Deputy Prime Minister of New Zealand*, delivers his presidential address.

"In the deliberations that we will take part in today and during the next three weeks, we will be considering how and what can the I.L.O. do; what can the delegates to this Conference do to help build something better when this conflict is over. . . The I.L.O. has a unique opportunity. You are the body of men and women to determine whether that opportunity will be seized."—Walter NASH, *in his presidential address.*

The Declaration of Philadelphia

The general discussion of Items I and II eventually extended to a third day and took up six sittings altogether. Fifty-two speakers, from 32 countries, took part in it; 30 were from the Government group, 14 were workers, and 8 were employers.

When the general discussion ended, the draft Declaration was referred to a drafting committee composed of the Officers of the Conference, together with one member from each of the three groups in the Selection Committee.

(The other questions covered by Items I and II were referred to the largest committee of the Conference. It consisted of 72 members, 36 representing Governments and 18 each representing the employers and the workers.)

The speakers in the general discussion had, almost without exception, endorsed the Declaration in principle. Some gave it unqualified support in the form in which it was proposed in the Office report, others proposed modifications, and others additions. At three closed sittings, the Drafting Committee considered their observations and others which were brought to their attention.

The Committee then reported to the Conference that it had unanimously agreed to propose that the Declaration should be adopted "substantially" in its original form.

The Conference unanimously adopted the text of the Declaration as recommended by the Committee.

After three weeks of debate and deliberation, the adoption of the Declaration of Philadelphia, at the 14th sitting of the Conference, was hailed as the first major achievement of the session.

A Mexican Government delegate and his adviser arrive at the White House: Francisco TRUJILLO GURRÍA, Secretary of Labour and Social Welfare (left), and José Lorenzo Cossío y Costo.



The Director's Report

In the meantime, the Committees on Items III, IV, V and VI had been hard at work preparing their reports. The large Committee on Items I and II had set up a number of subcommittees to deal with various parts of the reports that had been referred to it, and the Conference had debated for two full sittings the Director's Report. Thirty-two speakers took part in this discussion.

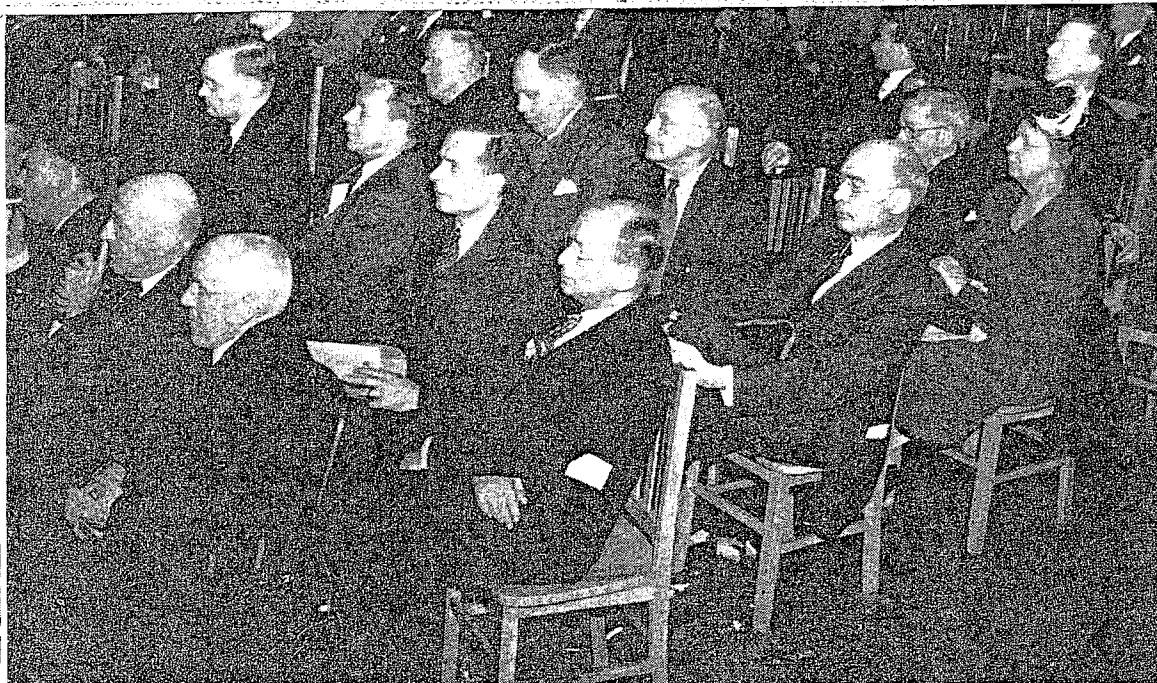
In his reply, Mr. Phelan characterised the Conference's action in adopting the Declaration as a "historic decision at a momentous period in the history of the Organisation and of the world, the full significance of which it is perhaps difficult for us to measure at this time".

Turning to the question of the I.L.O.'s place in the new world organisation, he said that there was nothing in the Office reports to suggest that the I.L.O. should occupy "a position of isolation". However, he declared, "it is important that in whatever new arrangements may be made its special character and functions should be respected and that it will at all events be given no less an important place than it was given in its relations with the League of Nations".

The Conference, he concluded, was "the beginning of a new era in the history of the Organisation". Today the Organisation was again swinging into its stride and it was already clear that this Conference would make a first great contribution to what Ernest Bevin called a "people's peace".

Delegates from three continents: (left to right) H. E. Ali JAWDAT, Iraq Government; W. R. SKEELES, South African employer; and Eduard A. FEER, Swiss Government.





The United States delegation at a plenary sitting of the Conference. Left to right: front row: Robert J. WATT, American Federation of Labor, Workers' delegate; Adolf A. BERLE, Jr., Assistant Secretary of State, substitute Government delegate; Senator Elbert D. THOMAS, Government delegate; Henry I. HARRIMAN, Employers' delegate; second row: Otis E. MULLIKEN, Charles W. TAUSSIG, A. Ford HINRICHs and Isador LUBIN, Government advisers; third row: William GREEN, President, American Federation of Labor, and George MEANY, Workers' advisers; Henry S. DENNISON and Charles REDDING, Employers' advisers; fourth row: Clarence G. McDAVITT, Employers' adviser, and Frieda S. MILLER, Government adviser.

Committee Reports

The first ordinary committee report to be received was that of the Committee on the Application of Conventions (Item VI), which noted that; despite the abnormal situation resulting from the war, some 300 reports had been received from Governments in fulfilment of their obligation to submit annual statements on the enforcement of international labour Conventions ratified by them. The Committee also recommended that the machinery for scrutinising these annual reports, which had not been fully operative during the war years, should once more be set in motion.

Other reports followed fast. Each was discussed, occasionally amended, and then voted upon. Formal Recommendations contained in reports were sent to a drafting committee for final revision and then came back to the Conference for record votes.

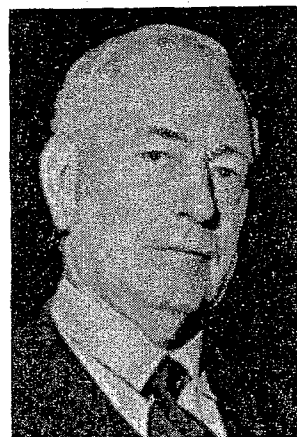
In the final six sittings, sixteen committee reports were read, discussed and adopted. In addition the Conference acted on twenty-three resolutions, and seven Recommendations.



Constitutional Questions

The chief resolutions arising out of Item I on a constitutional subject was based on a text presented by the United States and Canadian Government members, and also incorporated a Canadian Government resolution. It requested the Governing Body to appoint a Committee to consider the future constitutional development of the Organisation and to report to the next session of the Conference; and to appoint representatives for any interim negotiations with "international authorities" on questions affecting the I.L.O.

Canada at the Conference.
Left: Percy R. BENGOUGH,
Workers' delegate; centre and
right: Paul MARTIN, M.P.,
and Brooke CLAXTON, K.C.,
M.P., Government delegates;
below: W. C. COULTER,
Employers' delegate.



A further resolution reaffirmed the international character of the responsibilities of the Director and staff of the Office, and another invited the Governing Body to give consideration to convening an early Near and Middle East regional conference of the I.L.O.

Another report unanimously endorsed a British proposal for the establishment, under the auspices of the I.L.O., of joint industrial committees for the world's main industries.

A Norwegian consultation.
Left to right: Finn DAHL,
Employers' delegate; Carl
J. HAMBRO, Government
delegate; and Arne ORD-
ING, Government adviser.



Social Policy

One of the main resolutions arising out of Item II contained a series of articles setting forth principles for inclusion in a general or special treaty or agreement between nations desiring to give early effect to the principles of the Atlantic Charter. The first of these articles reaffirmed the Declaration of Philadelphia.

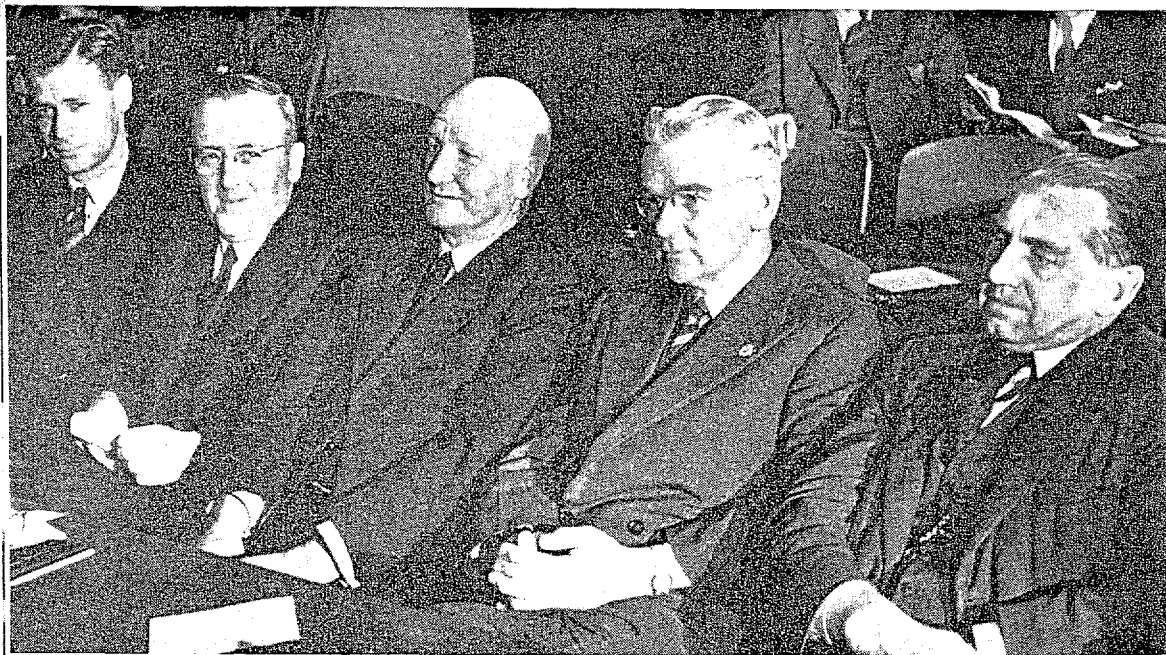
This resolution also proposed that, if danger of a substantial fall in employment levels developed, the Governing Body should call a special conference of the I.L.O. to take immediate practical measures.

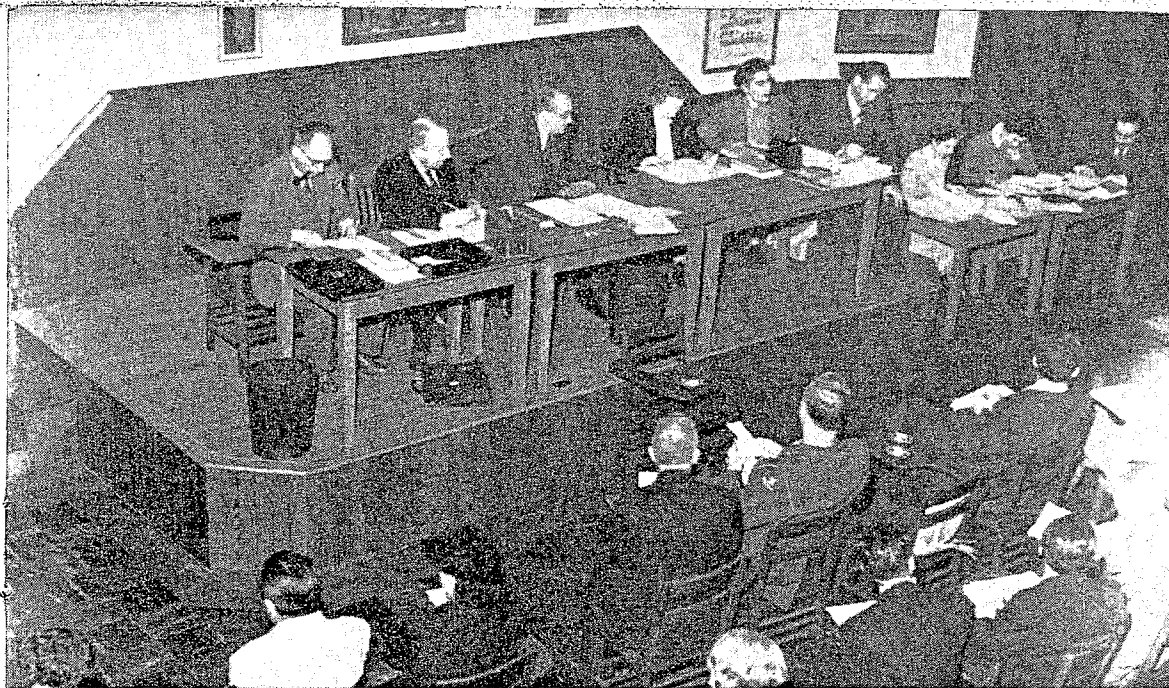
Other features of the resolution were a number of specific recommendations to the United Nations concerning social provisions; machinery to enable the Governing Body to give advice on labour provisions in the peace settlement; and the incorporation of an Australian proposal recommending Governments to call a conference to consider an international agreement on domestic policies of employment.

The Conference also adopted a resolution concerning economic policies for the attainment of social objectives and to equip the Organisation to give advice on the labour provisions of internationally financed development works.

Another resolution proposed a series of measures for the protection of foreign workers transferred to Germany.

The Australian delegation at a plenary sitting. "Full employment" was the subject of a proposal by the Government delegates, who urged intergovernmental action to secure it. Left to right: J. BURTON, Government adviser; J. A. BEASLEY, Minister for Supply and Shipping, and Government delegate; H. C. BARNARD, M.P., Government delegate; H. C. CONDIE, Employers' delegate; and P. J. CLAREY, Workers' delegate.





A sitting of the Committee on Employment. In the chair is A. C. Low, British Employers' adviser, and Vice-Chairman of the Committee. On his right is Pierre WAELBROECK, Assistant Director of the I.L.O., who died on 22 July 1944.

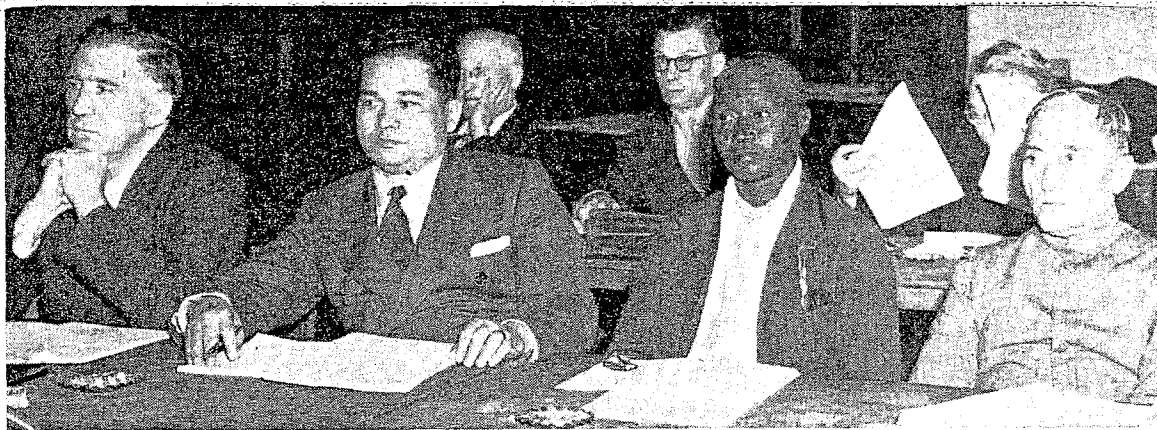
Employment Organisation

The most notable Recommendation adopted on the proposal of the Committee on Employment—Item III— set out principles for the organisation of employment in the transition from war to peace, and a series of detailed suggestions for their application.

The subjects covered included collection of adequate information; demobilisation and reconversion programmes; vocational guidance facilities; training and retraining programmes; policy in the location of industry and the "diversification of economic activity"; redistribution of women workers on the principle of equality of opportunity and equal pay for equal work; and specialised training for disabled workers.

A second Recommendation set forth the responsibilities of employment services in discharging their "essential duty" of assuring the best possible organisation of employment, and a third outlined general principles for the guidance of Governments in the planning of public works programmes.

One resolution drew attention to previous I.L.O. Conventions and Recommendations on the organisation of employment, and another invited the Governing Body to convene a meeting of the International Public Works Committee to study the question of the exchange of information on development works planning.



Some members of the Committee on Dependent Territories. Left to right: G. W. THOMSON, British Workers' adviser; F. H. R. LIM APO, of Surinam, Netherlands Workers' adviser; L. N'Diaye MAGATTE, of Dakar, French Workers' adviser; and Jamnadas MEHTA, Indian Workers' delegate.

Colonial Policy

It was noteworthy that the Committee on Social Policy in Dependent Territories was more directly representative of the peoples of these territories than at any previous session of the Conference.

The Committee proposed the adoption of a formal Recommendation and two resolutions.

The decision to propose the adoption of a Recommendation was taken in the Committee by a vote of 25 in favour with 13 abstaining, but the Committee was unable to agree on a number of points in the Office draft which was before it and therefore proposed a resolution urging that these points be brought before the next session of the Conference for further discussion. Another resolution asked the Governing Body to set up a committee to advise the Office on standards of social policy in dependent territories.

The draft Recommendation comprised a code of general principles of colonial social policy, and a set of minimum standards. It asked each Member country to take such steps "as are within its power to promote the well-being and development" of the colonial peoples through the "effective application" of these principles and standards.

Leading the list of general principles was the declaration that "all policies designed to apply to dependent territories shall be primarily directed to the well-being and development of the peoples of such territories and to the promotion of the desire on their part for social progress".

The Recommendation was described by Mr. Tomlinson, British Government delegate, as "a charter of colonial policy affecting all dependent territories everywhere and covering all matters with which the I.L.O. is concerned".



A conversation between France and China. Left to right: YU Tsune-chi, substitute Chinese Government delegate; LI Ping-heng, Chinese Government delegate; Raoul AGLION, French Government adviser; and Adrien TIXIER, Commissioner for Social Affairs, French Government delegate.

The Occupied Countries Speak

During the Conference the representatives of the occupied countries of Europe held a number of meetings, and on the last day of the session Mr. Tixier, Commissioner of Social Affairs, and Government delegate of France, as spokesman for the group, read a declaration it had drafted.

The liberated countries realised, said the declaration, that they must undertake the work of reconstruction themselves, but, it added, they were justified "in counting upon the full collaboration" of less impoverished countries.

When Mr. Tixier finished his statement, Miss Perkins moved that the Conference go on record as expressing the hope that "the United Nations and other Members of the Conference will unite their efforts to promote in every way the economic and social recovery of all the countries sorely tried by enemy occupation and devastation due to war", and as asserting the determination of the I.L.O. to join in helping the oppressed nations to rebuild their social life.

Sir Frederick Leggett, British Government delegate, seconding Miss Perkins' motion, said that the occupied countries would need every possible assistance that other countries could give.

"These countries have been murdered", he said. "We have to deal with murderers, and I hope that there will be no such moral indifference over the next ten or fifteen years as will prevent us from dealing with those murderers. I gladly second this resolution."

The resolution was unanimously approved.

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The Conference Ends

With the adoption of the resolution condemning the Nazis' crimes against the peoples of Europe, the Conference completed the business that was before it. There then remained the task of summing up its achievements. I.L.O. tradition dictates that this be done by the Officers of the Conference.

"Recommendations and reports of the Conference", said Mr. Nash, "will, I believe, have greater significance in relation to post-war economic and social policy than the decisions of any previous international conference of a similar kind."

It seemed not too rash to predict, he said, that the Declaration of Philadelphia would "go down in history as one of the most significant documents of our time".

"It is, in my opinion", he declared, "the greatest social charter that has yet been published." But, he added, the Declaration would be worthless unless "there is action, positive action, vigorous action, courageous action, to give effect to its principles".

After Sir John Forbes Watson had spoken for the employers, Mr. Watt for the workers and Mr. Roberto Fontaina for the Governments, Mr. Phelan pointed out that upon its adjournment the Conference would be dispersed into its constituent elements.

But, he declared, "without any pause the International Labour Organisation will continue that phase of its work which takes place in the different Member States. Under the impetus received from our work here, we may confidently hope that its activity will be ever wider and ever more fruitful."

On their way home the British Government delegates, George TOMLINSON, M.P. (left), and Sir Frederick LEGGETT (centre), call on Edward J. PHELAN, Acting Director, at the Montreal headquarters of the I.L.O. Mr. TOMLINSON is signing the visitors' book.





Chairman, Carter GOODRICH of the United States, addresses the 92nd Session of the Governing Body.

The Governing Body

The Governing Body held its 92nd Session during the first half of the Conference.

The most important actions taken at these sittings were to decide against making any change in the system by which the I.L.O.'s budget is voted and collected, and to appoint China to fill a vacancy among the eight non-elective Governing Body seats reserved for the States of chief industrial importance.

Receipt of a letter from Marshal Pietro Badoglio, the Italian Premier, to the Governing Body, making formal application for the readmission of Italy to the Organisation, was also announced.

A new Governing Body was elected during the Conference to hold office until the next regular session of the Conference.

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Three Workers' members: (left to right) Joseph HALLSWORTH, Great Britain; Robert J. WATT, U.S.A.; and Gunnar ANDERSSON, Sweden.



The first action of the new Governing Body, which met in its 93rd Session immediately after the Conference, was to re-elect Mr. Goodrich as Chairman, and to name Mr. Hallsworth and Sir John Forbes Watson as Vice-Chairmen.

In response to the Conference's resolution on the constitutional practice of the Organisation, a committee of eighteen members was established to report to the Governing Body on the various constitutional questions which had not been dealt with by the Conference. A Committee of nine, all members of the Committee on Constitutional Practice, was appointed to represent the I.L.O. in any negotiations with other international organisations which may become necessary before the next session of the Conference.

The Governing Body also appointed a Committee on Employment, whose duty will be to guide "the activity of special bodies like the International Public Works Committee", and to advise the Governing Body "as to what recommendations might be made to Governments, or to public international organisations whose activities affect the employment situation".

It was agreed that the Joint Maritime Commission should meet as early as possible to discuss the desirability of convening a special maritime session of the International Labour Conference.

At its final sitting, the Governing Body gave approval to a recommendation of its Finance Committee that the expenditure budget of the I.L.O. for 1945 should be 11,635,505 Swiss francs (equivalent to \$2,702,655 or £670,634), which is about double the 1944 figure.



Sir John FORBES WATSON, Great Britain, Vice-Chairman of the Governing Body and Employers' representative, explains procedure to a new Employers' member, Colonel Pedro A. CHAPA, Mexico.



A new Workers' member: Vicente LOMBARDO TOLEDANO, Mexico, President of the Confederation of Latin American Workers.

German Press Comment on the Conference

"The so-called 'social' grimaces with which the plutocracies are amusing the world on the Philadelphia stage, in the form of an I.L.O. Conference, have now reached their most melodramatic height. . . When the first British delegate, a negro from the Niger, made his appearance, the Conference hotel refused to accommodate him with the whites. . .

"It is not surprising that the Conference, at its earliest sittings, showed its true face and proved that it is really an enterprise, absurdly painted an international colour, the object of which is to deceive the disappointed masses of workers in the plutocratic countries. . . It would do no harm, they thought, to dazzle these poor creatures with hopes of a better world. For all these reasons, the I.L.O. of the League of Nations, before it disappears forever, thought fit to stage once more a comedy worthy of its traditions. The Philadelphia Conference will be the most striking example of bamboozle in this war."—*Der Angriff*, 30 April 1944.

"Who or what is this I.L.O.? . . It is a little annex of the League of Nations; its seat was in Geneva and it has held a Conference in Philadelphia. This Conference was announced with much publicity and with the trumpeting typical of Jewish advertisement. . . The mountains groaned. . . mountains of paper, of course—and a little mouse, a very ugly little Jewish mouse, was born. Before the Conference was over, no one was talking about it any more. . . Every worker should have this motto on his lips: 'Down with the Jew and his gold: humanity will never otherwise be delivered from famine and misery'. That is the whole lesson to be learnt from the insignificant 'I.L.O.' at Philadelphia".—Dr. Robert LEY, in *Völkischer Beobachter*, 19 May 1944.

"The assassins of Philadelphia will not of course be congratulated in public. This is merely the method of secret murder perpetrated by the British and changes nothing in the principle that breathes the same Jewish cowardice as the Bolshevik terror. Not only the circumstances of the two crimes, but, still more, the political factors, point straight to Downing Street. The assassins are there."—*Völkischer Beobachter*, 6 May 1944, referring to the deaths of two delegates at Philadelphia.

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UNITED NATIONS
RELIEF AND REHABILITATION ADMINISTRATION

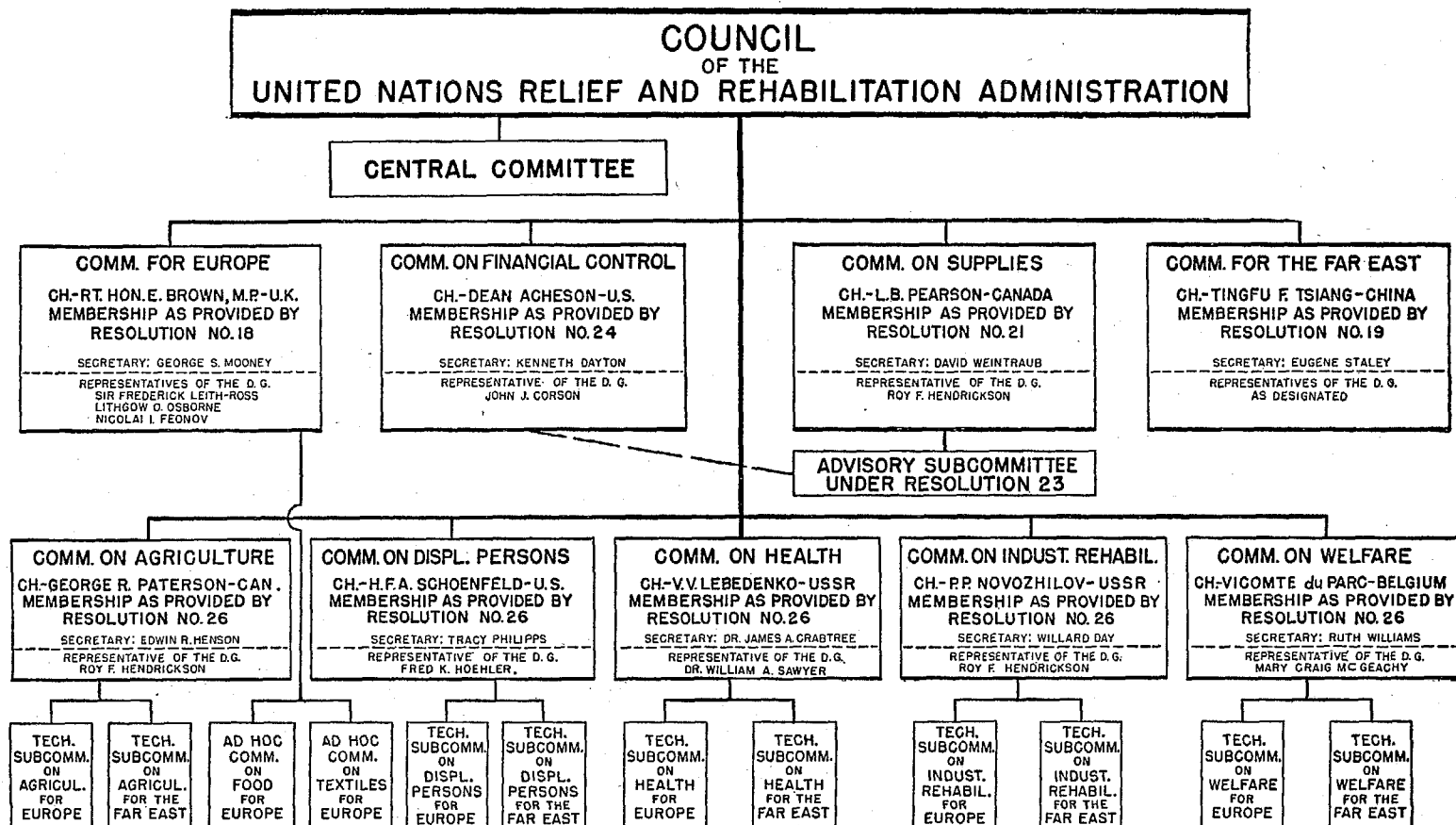
UNRRA

ORGANIZATION
AIMS
PROGRESS



Washington, D. C., 1944

COMMITTEES OF THE COUNCIL



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United Nations and Governments Associated With Them

Australia	India
Belgium	Iran
Bolivia	Iraq
Brazil	Liberia
Canada	Luxembourg
Chile	Mexico
China	Netherlands
Colombia	New Zealand
Costa Rica	Nicaragua
Cuba	Norway
Czechoslovakia	Panama
Dominican Republic	Paraguay
Ecuador	Peru
Egypt	Philippine Commonwealth
El Salvador	Poland
Ethiopia	Union of South Africa
French Provisional Government	Union of Soviet Socialist Republics
Greece	United Kingdom
Guatemala	United States of America
Haiti	Uruguay
Honduras	Venezuela
Iceland	Yugoslavia

**Agreement for United Nations
Relief and Rehabilitation Administration**

"The Governments or Authorities whose duly authorized representatives have subscribed hereto,

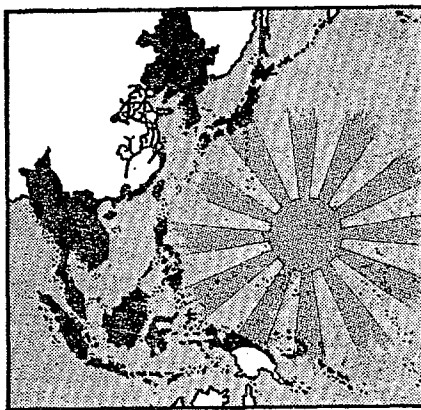
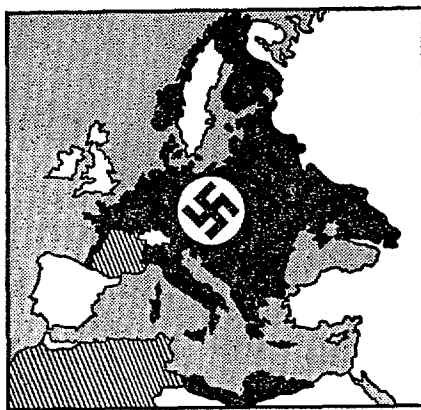
"Being United Nations or being associated with the United Nations in this war,

"Being determined that immediately upon the liberation of any area by the armed forces of the United Nations or as a consequence of retreat of the enemy the population thereof shall receive aid and relief from their sufferings, food, clothing and shelter, aid in the prevention of pestilence and in the recovery of the health of the people, and that preparation and arrangements shall be made for the return of prisoners and exiles to their homes and for assistance in the resumption of urgently needed agricultural and industrial production and the restoration of essential services,

"Have agreed as follows:

"There is hereby established the United Nations Relief and Rehabilitation Administration . . ."

From the Agreement, signed November 9, 1943, by plenipotentiaries, representing forty-four United Nations and nations associated with them in the war, establishing the United Nations Relief and Rehabilitation Administration.



FURTHEST LIMITS OF AXIS POWER OR DOMINATION SHOW 35 COUNTRIES OVERRUN IN TWO HEMISPHERES—ETHIOPIA NOT SHOWN IN FIRST MAP—VICHY FRANCE IS PARTLY SHADED

UNRRA, AN INTERNATIONAL SERVICE AGENCY

Never before in history has so large a part of humanity suffered from the effects of war. The results of this world-wide conflict are of such appalling dimensions, the immediate needs of millions of war victims for relief and rehabilitation are so urgent, that the resources of the world must be mobilized to meet them.

Since 1939 Axis armies have overrun 35 countries in Europe and Asia. The pre-war population of occupied countries in Europe, exclusive of enemy-held areas of Russia, was close to 140,000,000 people, of whom great numbers upon liberation will be in need of relief. According to Chinese authorities, China's relief and rehabilitation program, to be mainly financed and staffed by the Chinese Government, is contemplated for a population of 460,000,000, of whom 266,000,000 are in Japanese-occupied areas. Millions more are in the Philippines, the East Indies, and other Far Eastern areas.

The devastating power of modern weapons and explosives and methods of conducting military operations account for far greater material destruction and civilian casualties than ever before. To the disastrous effects of present-day warfare have been added two other major causes of immense damage and suffering: the "scorched earth" tactics of the retreating enemy, designed to leave nothing of practical use to advancing Allied forces while leaving behind at the same time great numbers of starving and destitute civilian war victims as a further Allied military encumbrance; and the deliberate policy, practiced by Axis Powers from the first, of weakening by every conceivable means the nations they overran in order to assure their more thorough subjugation.

Another factor creating relief needs on a vast scale is that of

displaced persons. Their numbers run into millions. An unorganized mass movement of these people, attempting to return to their homes, would reduce war-enfeebled transportation facilities to chaos, would clog roads, and would lead to misery, starvation, and the spread of epidemics.

After the last war, approximately \$2,800,000,000 was loaned for relief in Europe. Yet the continent of Europe was substantially free of the direct ravages of war, with only a few large patches of actual devastation, and the Far East was wholly untouched by the conflict. The problems of relief then were serious, but in no way comparable to those now confronting Allied military and civilian authorities.

The reconstruction of devastated Europe and of war-torn China and other Far Eastern countries and islands of the Pacific will require years. At the moment, and for a limited time after the liberation of enemy-occupied areas, the pressing demand is for relief and rehabilitation measures that will make the transition from war to peace as orderly and humane as possible. It is with this period and its many problems—not with ultimate reconstruction—that the United Nations Relief and Rehabilitation Administration is concerned.

Helping People to Help Themselves

In spite of widespread ruin and devastation, the peoples of occupied Europe and the Far East, as their land is freed of enemy invaders, will have many resources that may be utilized if they receive help at the right time and of the right sort.

Released from the incubus of enemy occupation, farmers and other producers to a considerable extent will find the means of supplying many of the wants of their own nation, providing that their tools are usable and their products can be transported.

When the economic life of the liberated countries has begun to move—that is, when the people can produce and transport supplies for their elemental needs, UNRRA's job will be done.

In Gov. Herbert H. Lehman's acceptance speech, following his election as Director General, he said, among other things:

"In approaching the task which lies ahead one cardinal principle above all else should motivate our actions and govern our policies. That is the principle of *helping people to help themselves*. That principle must always be the guiding light of UNRRA."

Scope and Functions of UNRRA

The United Nations Relief and Rehabilitation Administration is an international agency established by forty-four United and Associated

Nations to help organize the resources of the United Nations so that all liberated nations may have the same opportunity to relieve the sufferings of their people, and start rebuilding for peace.

UNRRA is a service agency, which is authorized by the member nations to operate during the military period specifically at the request of the military and when the military period is over, at the request of, and in agreement with, the national authorities of liberated nations.

The supply situation makes international cooperation in meeting relief needs inevitable. A scramble for available supplies would leave some areas of the world destitute. Disastrous price movements would ensue, with chaotic results everywhere.

In the successful accomplishment of its task, UNRRA will depend on the continued will to cooperate of the member governments, whether supplying or receiving countries, whether in a position to pay for supplies or not.

Some supplies are short. UNRRA resources are limited. UNRRA's purpose is to secure an equitable distribution of supplies, to render services which can best be carried on by an international agency, and to help countries to help themselves and each other.

Contributions of Invaded and Uninvaded Countries

When the representatives of the forty-four governments assembled at Atlantic City in 1943 first considered the problems of relief and rehabilitation arising from the war, it was evident that a number of varying situations, as regards liberated areas, would have to be taken into account.

The Council members were aware that some liberated countries would have foreign exchange resources sufficient to finance their own needs for imported relief and rehabilitation supplies. It was anticipated, therefore, that UNRRA aid to such nations, if requested, would be of a limited character, in accordance with the Council's policy not to deplete the Administration's available resources for the relief and rehabilitation of any areas the government of which was in a position to pay with suitable means of exchange. Some countries, furthermore, despite the ravages of war in general, would still possess indigenous resources of considerable extent and volume.

Other countries, on the contrary, not only had been looted and devastated by the enemy, their foreign exchange resources also were seriously impaired and in some cases almost completely wiped out. At the same time, their native resources had been reduced to a point where they could not support the minimum needs of their people. To require such governments upon liberation to undertake the financing of their relief needs, in the view of the Council, would add the

burden of an enduring foreign exchange debt to the havoc already caused by the war.

The Council was assured that the uninvaded United Nations countries were in a position to be of great help to their less fortunate war associates who had given men and treasure in the struggle for freedom and had continued unabated their active resistance to the occupying forces—actions of great strategic importance to the Allied armies.

Taking into consideration all these factors, the financial plan adopted by the Council (p. 7) requested that each member government whose home territory had not been occupied by the enemy, in so far as its appropriate constitutional body should authorize the amount of contributions recommended by the Council, would contribute to the support of UNRRA's operating expenses. The Council further requested that all member governments contribute to the administrative expenses of UNRRA.

BACKGROUND AND ORGANIZATION

The problems of relief and rehabilitation for the victims of Axis aggression, now sharply focused in the light of Allied victories and advances in every theater, were envisaged in part when the Nazis had begun their march of conquest but had not yet revealed the magnitude of their ambitions. In August, 1940, Prime Minister Churchill in a speech to the House of Commons promised the people of Europe that the shattering of Nazi power would bring them food, freedom and peace.

As a step toward this objective a Committee on Surpluses was established a few months later under the chairmanship of Sir Frederick Leith-Ross, to arrange for the purchase of surplus commodities and to provide a reserve of relief goods.

Another step was taken on 24 September 1941 when the British Government called representatives of Allied governments to a meeting at St. James Palace. As a result of this meeting an Inter-Allied Committee on Post-War Requirements was created. With Sir Frederick Leith-Ross as chairman, and a broad inter-Allied representation throughout, the committee worked for eighteen months to frame estimates of the needs which would have to be met after the war.

Meanwhile an operating agency, the Middle East Relief and Refugee Administration (MERRA), was set up late in 1941 under the then British Minister of State. MERRA, with headquarters in Cairo, established camps in Syria, Persia, and Egypt to care for Polish and Greek refugees who were escaping from Europe.

In the United States a number of interdepartmental governmental

committees had been working on estimates of postwar needs when in December 1942 President Roosevelt created the Office of Foreign Relief and Rehabilitation Operations (OFRRO) within the State Department. With Herbert H. Lehman, ex-Governor of New York, as Director, OFRRO made plans to provide and transport food, clothing and other basic necessities to war victims when they were liberated from enemy control. During the spring and summer of 1943 the program was put into action in Tunisia where special feeding programs were instituted, camps were established for refugees, and health controls were set up.

How UNRRA Came to Be

In June of 1943, after preliminary conversations between State Department officials representing the United States and representatives of the British Foreign Office, headed by Sir Frederick Leith-Ross, the United States Government presented a draft agreement for the establishment of an international relief organization to all the United Nations. Suggestions made by these governments and by members of the United States Congress were incorporated in the proposal, and on 9 November 1943 representatives of forty-four United and Associated Nations met in the White House, Washington, D. C., to sign the Agreement establishing the United Nations Relief and Rehabilitation Administration.

The Agreement provided for a Council to act as a governing body, and two days after the signing of the Agreement the UNRRA Council opened its first session in Atlantic City, New Jersey. On 11 November Herbert H. Lehman was elected Director General and assumed office. The Council then set to work to determine major policies by which the Administration was to be guided, and to outline the form of the administrative organization.

How UNRRA Is Organized

The Council, which is the central policy-making body of UNRRA, is made up of one representative from each of the forty-four member governments. The Council meets not less than twice a year and makes decisions by a simple majority vote. Between sessions of the Council, the Central Committee, composed of representatives of China, the Union of Soviet Socialist Republics, the United Kingdom, and the United States, makes policy decisions of an emergency nature when necessary. These decisions are subject to later reconsideration by the Council.

There are two regional committees, one for Europe and one for the Far East, composed of representatives of the governments in the

areas concerned. The regional committees normally meet within their respective areas. They consider and recommend to the Council and the Central Committee policies with respect to relief and rehabilitation within their respective areas.

There is a standing Committee on Supplies whose general function is to advise the Council, the Central Committee, and the Director General on general policies regarding the provision, financing and transport of supplies. The main supplier nations are represented on this Committee. There is also a Committee on Financial Control whose work is generally to advise the Council on financial matters.

In addition, the Council has provided for five technical committees on Agriculture, Displaced Persons, Health, Industrial Rehabilitation and Welfare.

Executive authority is vested in the Director General who with his staff is responsible for carrying out UNRRA's program in line with the policies established by the Council. In accordance with plans developed at the Headquarters Office and in Regional Offices, he acts on requests to provide supplies and services to liberated countries that lack the foreign exchange resources to pay for their own relief and rehabilitation, and he provides repatriation, health, and welfare services to all liberated United Nations when requested. He also directs the work of the area field missions, including refugee camps in the Middle East and North Africa, and country field missions.

The Director General has full power and authority to carry out relief operations contemplated by the United Nations Agreement, within the limits of available resources and the broad administrative policies determined by the Council or its Central Committee. As stated in the Agreement these policies are:

"To plan, coordinate, administer or arrange for the administration of measures for the relief of victims of war in any area under the control of any of the United Nations through the provision of food, fuel, clothing, shelter and other basic necessities, medical and other essential services; and to facilitate in such areas, so far as necessary to the adequate provision of relief, the production and transportation of these articles and the furnishing of these services. The form of activities of the Administration within the territory of a member government wherein that government exercises administrative authority and the responsibility to be assumed by the member government for carrying out measures planned by the Administration therein shall be determined after consultation with and with the consent of the member government."

The Senior Deputy Director General is the Director General's principal adviser and deputy, and coordinates the work of the Deputy Directors General and Directors of functional divisions.

The Headquarters Office is located in Washington, D. C., and the European Regional Office (ERO) in London. The Balkan Mission-Cairo Office is the administrative center for the Balkan Mission and for operation of the Middle East refugee camps. A Southwest Pacific Area Office at Sydney, Australia, will serve UNRRA operations in that area, and a China Area Office at Chungking will perform a similar function in China.

The Headquarters staff is organized in nine major departments—three of them of a special character, three operating and three functional units. In addition, four specialized units are attached to the Office of the Director General. The Secretariat serves in liaison between the committees and subcommittees of the Council and the bureaus and divisions of the Administration. (The functions of the Headquarters staff, the Secretariat, and the European Regional Office are outlined on pp. 33, 34.)

How UNRRA is Financed

In the financial plan adopted at Atlantic City the Council recommends that each member nation whose territory has not been invaded contribute an amount equal to approximately one percent of its national income for the year ending 30 June 1943. All members, whether or not they have been invaded, will contribute, in varying degree, to the administrative expenses of the organization.

The Council also recommended that not less than 10 percent of the amount contributed should be in the form of currency to be expended in areas outside of the contributing country, and that the balance of the contribution should be in the form of a credit in local currency, available for the purchase of the contributing country's supplies and services. Neutral countries, private organizations and private citizens may also contribute.

The anticipated resources, amounting to from \$1,800,000,000 to \$2,000,000,000, are small when compared to the tremendous needs of the liberated areas.

Up to 30 November, 1944, member governments had appropriated a total (equivalent in U. S. dollars) of \$1,217,091,869 for UNRRA's operating expenses, and 34 member governments had made contributions toward administrative expenses totaling \$8,370,000 of the \$10,000,000 allocated by the Council for 1944 administrative expenses.

PRINCIPAL FIELDS OF UNRRA OPERATIONS

The possibility of imported relief goods being made available in needed quantities at any given time depends, among other factors, on the extent to which the enemy destroys communications and port

loading installations; the extent to which military operations may still be proceeding, the shipping available, and the world supply situation.

The primary consideration in all of UNRRA's operations is need. Apart from humanitarian considerations, it is in the general interest that the danger of disease, famine, and unrest be averted at the earliest possible moment. It is the intention first to stop or avert privation and, secondly, to help secure a standard of civilian supply which will enable the people of the liberated nations eventually to make their full contribution to the rebuilding of a prosperous economy.

It should be clearly understood that UNRRA is not the only source of relief supplies and services. The United Nations set up this agency as an equalizing and balancing force which mobilizes the resources of the uninvaded nations to provide a fair and equal opportunity to all liberated nations for an early start on the way back to peacetime living standards. Providing this opportunity does not mean doing the whole task, or even a major part of the task of relief and rehabilitation. The major job will be done by the people and the Governments of the liberated nations. They will draw on their own production for most of the goods of daily living and the services of a civilized community. They will have to import some goods and seek some help in the way of services. Those who have foreign exchange resources will finance their own imports. They will receive some imported supplies from the military forces in the early period after liberation. If they are without foreign exchange resources they will call upon the international pool of supplies contributed by the uninvaded nations through UNRRA.

The problem is to dovetail the use of the resources available through all types of financing so that there will be equity in the provision of relief supplies and services to the people in all areas at all times. The brief reports which follow on the situation with respect to the major supply items take into account the needs of the liberated people, and apply to the total program of relief and rehabilitation, not just to the UNRRA program.

Food



Food will command high priority in shipments to liberated areas. Requirements for Europe and the Far East are being worked out with representatives of the occupied countries. In Europe it has been estimated, roughly eight million tons of imported food for relief will be needed during the first year after the defeat of Germany. Large quantities of imported food will be required in the Far East, particularly during the early months after liberation. There, however, the major problem is internal transport.

Of the staple foods, wheat is plentiful; bread grains and cereals appear to be adequate. Almost certainly, shortages of dairy products, meat, and fats and oils will be serious in some liberated areas, depending on available stocks in the areas and on the season when liberation occurs. If food supplies in liberated areas are insufficient to maintain substantial dietary standards in those countries, food imports from supplying countries will be scheduled in such fashion as to bring the people's diet as nearly as possible to agreed minimum relief standards.

Shipments of wheat and other grains are likely to exceed those of other foods since they constitute the largest single requirement and are relatively plentiful. Beans and peas are being purchased to make up some of the deficiencies in animal protein supply. Milk and vitamins for children and nursing mothers will also need to be furnished.

Clothing and Textiles



One of the most acute needs of the peoples of liberated areas will be for clothing and textiles. In Europe, wardrobes have not been replenished to any adequate extent for five years. In the Far East, clothing replacement has grown progressively more difficult for seven years. Bombings and other ravages of war have left many families almost completely destitute.

Since UNRRA is directed to assist in the rehabilitation as well as the relief of the liberated areas, the program is to help these people meet their own needs for clothing and textiles as far as possible by shipping raw wool and raw cotton to those countries having the facilities to make clothing and piece goods. This procedure would speed the rehabilitation of the textile mills and enable textile workers to find employment.

From the point of view of supply also, this would be the most desirable manner in which to meet relief needs, since world supplies of raw wool and raw cotton are more than adequate to meet European and Far Eastern requirements.

The needs arising from five or more years of war, however, will be so urgent in some instances that relief cannot be delayed for the time necessary to manufacture garments from the raw fiber. In such cases, finished clothing or piece goods must be sent. UNRRA will call on all possible sources of supply, including Army salvaged clothing and surpluses and used clothing from civilian sources, to help meet these urgent needs of the nations that call for UNRRA assistance. The used clothing drive, conducted by all denominations in the United States

in September, 1944, was a measure designed to assist in supplying clothing to Europe's war victims. Another drive of this sort will be launched in 1945.

In contrast to raw wool and raw cotton, the supply situation of cotton and woollen piece goods is extremely tight. The principal sources of supply for textiles are the United States and the United Kingdom, where military and civilian needs for such items eat up the great bulk of productive capacity. UNRRA'S supplies come out of what little remains for export.

Other countries, such as Canada and Brazil, are supplying textiles and clothing to UNRRA for relief to the limit of their available capacities, but being small producers of these items to begin with, their contributions will cover only a fraction of the requirements.

Health



Swift action will be necessary to prevent the spread of epidemics—a danger aggravated by the movement home of millions of displaced persons. The health of occupied nations as a whole is known to be bad. UNRRA is preparing to help the health service of liberated nations cope with widespread undernourishment, infant mortality and, in some areas, malaria. Typhus may be expected in some regions. Venereal disease and tuberculosis have risen sharply.

UNRRA is assembling emergency stocks of medical and health supplies for shipment to the nations seeking its aid as soon as the military situation permits. Procurement is probably further advanced on stocks of medical supplies than of other commodities. Calculations have been made on the basis of population, medical standards, number of hospital beds, and other factors.

One of the first tasks will be to tie up the broken threads of international collaboration in public health. The Administration has started an Epidemiological Center, and minimum requirements have been drawn up for protecting the health of moving populations. Agreement of member governments is being sought for quarantine regulations to promote the quickest and safest transit of people across frontiers. At Montreal the Council passed a resolution endorsing revision of two international sanitary conventions—an action designed to facilitate disease control after liberation.

Under consideration are laboratory units of many kinds and supplies for completely equipped hospitals of 40 beds and 200 beds. A special UNRRA emergency unit contains all essential supplies for the medical and health needs of 100,000 persons for a period of one month, and units are in preparation to care for a population group of a million people for a period of three months.

Preparations are being made for supplying qualified professional services which may be called upon either for relief work in the field, or for assistance in the reestablishment of basic health services.

Displaced Persons



The exact number of persons who have been uprooted by the war is not known, but it is estimated that approximately 9,000,000 persons of United Nations origin are displaced in Germany alone. This figure does not include prisoners of war in Germany. In the countries of France, Belgium, Denmark, Luxembourg, Netherlands and Norway there are upwards of 1,000,000 persons who belong to other nationalities, and in these same countries approximately 2,500,000 persons are displaced within their own countries. The total number displaced throughout Europe outside their own national territory was estimated at about 12,000,000 in the summer of 1944.

Displacement of these persons is due to a variety of causes, but for most of them the causes were enemy inspired. Numbered among this class of war victims are forced laborers in Axis countries, civilian prisoners, war fugitives, and concentration camp internees.

These persons will have to be aided if they are to be returned to their homelands; this involves their registration and identification, and provisions for food, clothing, medical care and other welfare services. UNRRA plans to organize and develop some of these services within the refugee groups themselves.

Among the thousands of Yugoslav and Greek refugees now in camps in the Middle East many women and girls have been trained as nurses so that they may be of help when they return home. Since 1 May, 1944, UNRRA has been administering six such camps, and another reserve camp has been organized at Philippeville, Algeria, in North Africa. The Middle East camps, with a total population of approximately 40,000, at present house mostly women and children. UNRRA camps and hospitals in southern Italy hold 8,500.

All the problems of relief services and repatriation programs are being closely examined, and widespread plans for coping with them are being formulated in cooperation with the military authorities and member governments. It is planned that shelter, food, clothing, health, and welfare services will be provided for displaced persons during both the military period and the period following until such time as their repatriation can be effected.

UNRRA does not expect to do what the governments themselves can do for these unfortunate victims of the war, but it does stand ready upon invitation of the military authorities to assist during the period of military control, working in aid of the military and the member

governments of UNRRA upon their invitation. Nations that can pay for the services and supplies will be expected to do so.

A Multilateral Agreement, covering the main points of services and care during the waiting period before repatriation is effected, has been drafted and is now before the respective European United Nations governments for ratification.

In the Far East, Chinese authorities concerned with China's stupendous problem of displaced persons—estimated to number as many as 40,000,000—are approaching it from many angles, most of them closely connected with UNRRA over-all operations contemplated for that area. Since Free China is in an exceptional situation in that areas never occupied by the enemy have become places of refuge for millions, a special approach is indicated.

Agricultural Rehabilitation



The problems of agricultural production and fishing industries must be grappled with as speedily as possible after liberation. This will require thousands of tons of seed, fertilizers and pesticides as well as agricultural and fishing equipment. The governments of the occupied countries of Europe have already indicated the probable needs of their farmers and fishermen for the period immediately following liberation. Tentative production goals for crops, livestock, and fisheries during the first year following liberation are being established in cooperation with representatives of occupied countries and will further shape estimates of requirements.

As soon as the military situation permits, stock will be taken of what is on hand in each country to carry out the agricultural production program; of what additional help in the way of seed, fertilizers, feed and equipment is needed, and of what is necessary to process, preserve, and distribute the food locally available. In anticipation of such requirements, stockpiles of essential supplies for food producers are now being assembled. Emphasis is laid on practical help to enable them to do the best they can with such tools and supplies as they have on hand. When requested by the government of a liberated country, assistance will be given in planning and carrying out a definite program for agricultural rehabilitation.

Industrial Rehabilitation



UNRRA's objective in industrial rehabilitation is to aid liberated areas in the resumption of production and the restoration of services essential for relief. Emphasis is placed upon supplying the means of rehabilitation, that is, repair parts and materials to restore facilities damaged to a degree

requiring the assistance of UNRAA, as defined in Council resolutions. In this connection it will be noted that the present program differs markedly from that followed after the last war when finished goods poured into Europe in 1919 and 1920, absorbing a large part of the Continent's foreign exchange assets.

Industries and services essential to relief operations include transportation, water supply, electric power facilities and the industries supplying fuel and textiles, shoes, soap, and medical supplies.

In addition, repairing and replacement of equipment parts may be provided for such capital goods industries as are needed to rehabilitate essential production and services: machine tool manufacture, railroad rolling stock, steel and other metal production, and certain chemical industries.

Relief period priority in rehabilitation of essential shelter will be given to hospitals, schools and habitations for homeless persons, particularly for workers engaged in essential public services and in relief industries, as well as for workers in agriculture.

Welfare



Under any broad program of relief and rehabilitation there are always likely to be large numbers of persons whose needs are not met by the system of general distribution already in existence. Certain classes of persons (such as sick, disabled or unemployed persons and families having no breadwinner), frequently lack the resources necessary to secure from the general distribution system the necessities of life. Still other groups, though able to claim their proportional share of food, clothing, and other necessities, need further services to help meet their special needs. Typical of these groups are homeless and orphaned children, pregnant women and nursing mothers, aged or handicapped persons, and families broken up by the war. Among the last named are many young persons, particularly women and girls deported to enemy and occupied countries for forced labor, who will need special help if they are to become self-sustaining.

In meeting its responsibilities toward these categories of persons in need of special help UNRRA has a number of fundamental responsibilities.

Welfare services, for which the Administration's assistance may be required by member governments, include: provision of food, clothing and household supplies through means other than normal channels of distribution; provision of emergency shelter for those who are without homes; child care services for orphaned, homeless or other children in need of special provision; welfare services in temporary communities such as refugee camps, temporary hostels and

shelters occupational activities, including training and retraining (for handicapped workers, persons unable to resume their normal occupations and for young persons who, because of the war, have never known normal work experience), and employment in the production of relief supplies or in the performance of essential services; services to welfare institutions such as homes for the aged and homes for children. The reconstitution of local self-help resources is another important UNRRA objective.

Planning of welfare services is done on a country-by-country basis. To facilitate this planning specific information about countries in which UNRRA may be called upon to operate is being collected from all possible sources. UNRRA also keeps in close touch with representatives of its member governments so that services which it may be asked to render may be closely integrated into the welfare programs member governments are themselves planning to put into operation in liberated areas.

UNRRA will assist governments and authorities to organize services needed to preserve health and social well-being. Foreign voluntary relief agencies may be called upon to help organize such relief, welfare and health services in periods of emergency and particularly during the early stages of a relief operation. They will, however, be expected to be concerned primarily with relief and welfare services supplementary to the basic services provided by governments and UNRRA. Already UNRRA has enlisted the cooperation of a large number of foreign voluntary relief organizations for service in areas of UNRRA operations, and several hundred representatives of these organizations are in the field working under the direction of UNRRA.

An additional responsibility of UNRRA is to encourage to the greatest extent possible the re-establishment of indigenous voluntary organizations in liberated areas. (The principles of cooperation between UNRRA and voluntary relief organizations not indigenous to areas of UNRRA operations are given in the Report of the Director General to the Second Session of the Council, pp. 121-124.)

HOW NEEDS ARE MET

As an organization to service the needs of liberated peoples, UNRRA acts as a clearing house to determine needs; to present to the appropriate allocating authorities over-all requirements for all the liberated areas; to assure the opening of channels from the source of supplies to the liberated countries without foreign exchange resources; and lastly, to coordinate relief requests of all liberated countries as they are in competition for limited items of supply.

As regards the coordinating functions of UNRRA in respect to

governments able to pay for relief supplies, such governments are advised that before they submit supply requests to the Combined Boards, they submit their proposals to the Director General for comment.

The Director General, taking into consideration the over-all situation, may disapprove a particular request in its entirety, or approve certain portions of it; or he may approve the request with the understanding that the requesting government withdraw its application if the items are needed in other liberated areas.

During the military period, UNRRA observers, working in liaison with the military, may survey the actual needs of a liberated area at first hand and on that basis submit estimates of requirements. Thus, all estimates of a country's requirements made before a country's liberation are subject to revision after liberation occurs and may be further particularized before civilian authorities assume control.

Procedure in Determining Needs

The problem of determining needs is attacked in cooperation with the member governments. The first step is to set a standard of relief and rehabilitation supplies in respect to food and other basic essentials, which is to be met for people in all liberated lands. This process has been going forward through the Council's Committee for Europe during the months since the establishment of UNRRA. Similar work has been undertaken more recently by the Committee for the Far East.

After the standard of relief and rehabilitation supplies in each major line of commodities has been established, the next step is to determine what the local resources of the country are in each category.

The third step is to determine by how much, if any, local resources fall short of the standard. The difference constitutes the need of the country for imported relief and rehabilitation goods and raw materials.

The figures thus arrived at in advance of liberation are constantly revised in the light of new information, particularly after liberation occurs and a survey can be made of conditions within the liberated areas.

Once the goal of agreed standards of relief and rehabilitation is achieved in a country able to pay for them, the claims of countries where corresponding standards have not yet been reached have priority. This principle assures an equitable distribution among all liberated areas and illustrates the coordinating function of UNRRA in assessing the merits of competing claims for available supplies.

NEEDS IN LIBERATED AREAS ARE FOR SUPPLIES and SERVICES



FOOD



CLOTHING
TEXTILES
TRANSPORT, ETC.



HEALTH

MEDICAL SERVICE
AND SUPPLIES



WELFARE



DISPLACED
PERSONS



AGRICULTURAL
REHABILITATION



INDUSTRIAL
REHABILITATION

If liberated countries are unable to provide them from their own resources these needs
are met by UNRRA serving as an agency through which member nations provide

CONTRIBUTIONS IN THE FORM OF

RELIEF SUPPLIES



and FOREIGN EXCHANGE



to purchase supplies
and services

TRANSPORTATION



and STORAGE FACILITIES



EXPERT PERSONNEL

such as
doctors
nurses
welfare
workers
transport
experts
camp
managers,
etc.

UNRRA and the Combined Boards

Preliminary estimates of requirements for liberated areas during both military and civilian periods are presented by various claimant groups to the Combined Boards—the Combined Food Board, Combined Raw Materials Board, Combined Production and Resources Board, and Combined Shipping Adjustment Board. These estimates form the basis of requests for allocation of supplies from this authority. The Boards recommend allocations of goods which are in short world supply among the various claimant groups for liberated areas: namely, the military, lend-lease and mutual aid, UNRRA, and Allied governments with foreign exchange assets.

As a rule, the Combined Boards also indicate where such supplies may be obtained in the world market. The amount of commodities which will be available to meet agreed requirements will depend on available stockpiles, the extent to which the Combined Boards allocate from total world supplies those necessary for relief, and the cooperation of the governments of supplying countries.

An essential commitment of the United Nations through UNRRA is to secure among liberated areas a fair distribution of goods that are in short supply. In this connection, the member governments are to keep the Administration fully informed of their programs of intended purchases, and the Director General may present to the Combined Boards such recommendations or objections as he may deem necessary to obtain a fair distribution as between liberated territories and territories yet to be liberated.

UNRRA has established claims on the stream of world production which the Combined Boards allocate—claims on crops to be harvested and goods to be made. The arrangements concluded assure that supplies will be drawn at the appropriate time from the current stream of production and from the stocks that have been accumulated for war purposes.

Procurement of Supplies



Supplying countries have been urged to transmit to the Administration their proposals regarding the types of supplies which they can produce for liberated areas, and in a number of cases they have done so. Procurement already has been begun in several countries. In most instances it is being carried on by the government procurement agencies of the supplying countries against requests submitted by UNRRA.

Requests to supply are filed by UNRRA in the United States with the Foreign Economic Administration (FEA); in Canada, with the Canadian Mutual Aid Board; and in Brazil they are to be directed to a

IMPORT RELIEF AND REHABILITATION NEEDS ARE MET BY

MILITARY	LIBERATED COUNTRIES	UNRRA	OTHER SOURCES
during period of military control with supplies acquired by Allied military authorities	having foreign exchange assets with supplies for which they pay	with funds and supplies contributed by member governments*	voluntary agencies** private contributors neutral non-member governments with money, supplies, services

*To provide liberated member governments lacking necessary foreign exchange with supplies and services they could not otherwise acquire.

**Voluntary agencies work in cooperation with UNRRA in areas where UNRRA is operating, in accordance with agreement between UNRRA and the agencies.

HOW UNRRA ASSEMBLES SUPPLIES

UNRRA receives from liberated countries estimates of their relief supply needs.

On the basis of these estimates UNRRA presents over-all estimates of total supply requirements for relief and rehabilitation to

THE COMBINED BOARDS

which are concerned with world stocks of commodities in short supply and grant allocations to claimant groups including military, Lend Lease, self-financing liberated countries and UNRRA for relief and rehabilitation supplies.

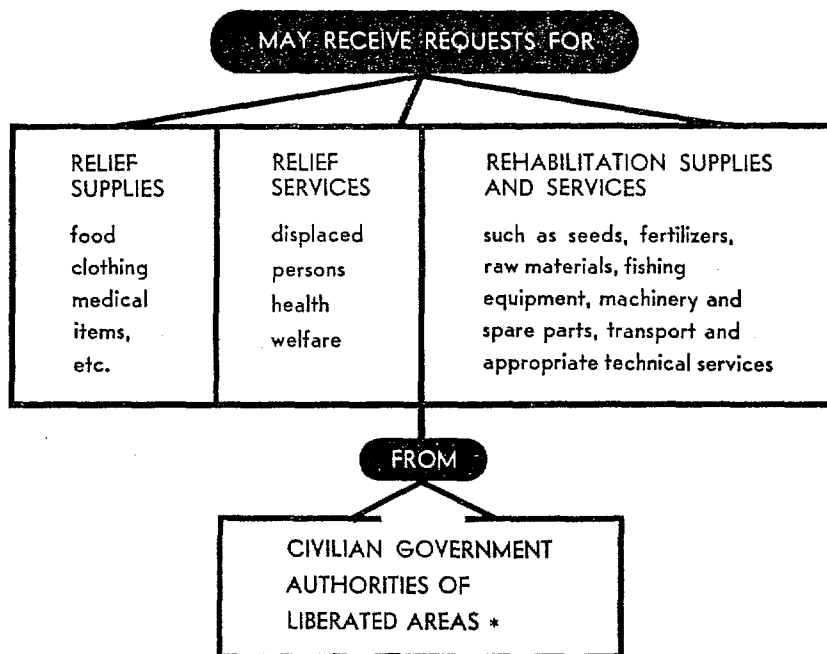
Supplies allocated to UNRRA are procured through

PROCUREMENT AGENCIES
OF SUPPLYING COUNTRIES
such as Foreign Economic
Administration in the U. S.

Supplies procured by UNRRA will be shipped in space allocated by appropriate intergovernmental agencies.

44 MEMBER GOVERNMENTS

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION



*During military period in countries unable to pay for supplies UNRRA personnel in liaison with military authorities survey actual needs at first hand and on that basis submit estimates of requirements.

These Requests Are Met Through

UNRRA

by Supplies Secured from

UNINVADED COUNTRIES AND FROM
SOME LIBERATED COUNTRIES

DISTRIBUTION OF RELIEF SUPPLIES

is carried out in liberated areas by local or national authorities pursuant to UNRRA principle of equitable distribution to all classes regardless of race, religion or politics. Proceeds of sales of supplies by member governments of liberated areas will become available to UNRRA in local currencies for further relief and rehabilitation work.

three-man commission set up for that purpose. The procedure varies in other supply countries.

An effort has been made to gear UNRRA procurement into the machinery of procurement for war purposes so that in some fields, particularly textiles, UNRRA will draw on productive capacity as needs for the military period are satisfied.

It is also contemplated that when called upon to meet relief and rehabilitation needs, UNRRA will draw upon stockpiles being maintained for general war purposes. In the event of such transfers to UNRRA, appropriate financial adjustments will be made between UNRRA and the governments which provide the supplies.

Payment for Supplies



The Allied military authorities are responsible for the procurement of relief supplies, based on standards designed to prevent disease and unrest among the civilian population, for distribution during the military relief period assumed, for planning purposes, to be of six months duration.

When the Army relinquishes control of an Allied area, a civilian government will take over. If this government has foreign exchange resources with which to buy in the markets of the world, it will cooperate with UNRRA in obtaining the allocation of relief supplies, including food, from world supplies now under the allocation control of the Combined Boards. Governments that have ample foreign exchange resources will bear part or all of the responsibility for financing procurement of relief supplies for their areas when they take over civilian control.

Allied countries that have no foreign exchanges resources may request UNRRA to provide supplies for the period following that of military responsibility. These supplies will be made available out of total UNRRA resources contributed by supplying countries.

When a member government considers that it is not in a position to pay for supplies and services, it submits a statement of its financial situation to an appropriate subcommittee of the Council's Committee on Supplies, the function of which is to advise regarding that country's ability to meet its relief and rehabilitation costs in suitable means of foreign exchange. In the case of the Greek Government, for example, such a subcommittee was established, and it advised the Director General that Greece should be given relief and rehabilitation assistance for a limited period without payment in foreign exchange, subject to further examination of Greece's foreign exchange at a later date.

The Council at its first session recommended that governments not

in a position to pay make available to the Administration, in whole or in part, the local currency proceeds realized from the sale of supplies furnished by the Administration.

Distribution of Supplies



Among the guiding principles governing the distribution of supplies, the Council at Atlantic City resolved that: wherever the Administration conducted relief and rehabilitation operations, its resources in supplies and services should be dispensed on the basis of the relative needs of the population in the area, and without discrimination because of race, creed, or political belief; that these resources at no time should be used as a political weapon; that distribution should take place under effective rationing and price controls; and that the maximum practicable use should be made of the normal agencies of distribution.

A majority of countries, from information at present available, anticipate that they will themselves be able to undertake the distribution within their territories of supplies made available by, or with the assistance of, UNRRA. In these countries, after liberation, there is expected to be an effective system of distributing agencies in existence—commercial, governmental, cooperative, and charitable. In consonance with one of UNRRA's basic principles—helping people to help themselves—most of the relief job, especially the distribution of supplies, will be done by the liberated nations themselves.

Distribution through the available channels in each country on an equitable basis to all classes will be the responsibility of the respective national authorities; also, it will be their responsibility to see that those able to pay buy through normal distributing agencies, and others without resources are provided relief free. UNRRA's responsibility is to work with and assist these authorities in attaining the desired results.

Where the normal machinery of distribution may have broken down, it will be the object of UNRRA to help restore it. Similarly, with regard to services for health, displaced persons, industrial and agricultural rehabilitation, and welfare, the policy of UNRRA will be to work through the normal national and local organizations, and where such services have been greatly impaired, to cooperate with the recognized authorities in restoring them.

PROGRESS OF UNRRA

The close of the First Session of the Council at Atlantic City showed UNRRA as a blueprint of future operations. The execution of that program through the establishment of a staff and personnel proceeded as rapidly as possible under certain recognized handicaps, one of which

was the selection of qualified persons from many governments and national sources to carry on UNRRA's work. In the broadest sense, the program contemplated initiation of an international civil service.

Following the First Session of UNRRA Council

Early in 1944 the Headquarters staff, at Washington, D. C., was set up in substantially its present form, and by the end of April the European Regional Office in London was functioning. As of 15 September, the UNRRA staff and personnel located at the Headquarters Office, the European Regional Office, and in Cairo, Chungking, and elsewhere numbered in excess of 1,500. The expansion of the staff since the spring of 1944 was largely due to increased recruitment for the Balkan Mission and the Philippeville and Middle East camps, and to establishment of a personnel reserve for eventual assignment to European operations. Nationals of 24 of the member governments were represented on the staff.

The training of personnel for overseas service is an important aspect of UNRRA's preparatory activity. The Training Branch of the Division of Personnel and Training is in general charge of this work. Training activities consist of in-service training at Headquarters, preparation of overseas personnel for field service, drafting of plans for training in the field, and the provision of technical assistance in connection with training nationals of member governments for relief and rehabilitation work.

The UNRRA Training Center was established on the campus of the University of Maryland on 1 May, 1944, for the benefit of overseas personnel recruited in North America. The Center offers an intensive program lasting typically six weeks, followed by a supplementary advanced program for those able to remain for a longer period. The first major program, largely completed by the end of September, was designed to prepare personnel for service in the Balkans. It consisted of intensive work in language (Serbo-Croatian and Greek), regional study, UNRRA organization and policy, policies and procedures in the field, and other subject matter. A small faculty, assisted by UNRRA staff members from Headquarters and by visiting experts, has offered the instruction. The members enrolled have included both UNRRA employees and the members of voluntary agencies cooperating with UNRRA. Since July 1944, the average enrollment has been 125.

The first program was followed by a new program for the European Field Reserve, organized along the same general lines with an increased emphasis on field planning and field operation. A special program of orientation was developed for 35 Chinese technical experts, selected by their Government to prepare themselves for work in rehabilitation in China by studying modern techniques in the fields of

medicine, flood control, agriculture and welfare. Additional training for service in the Far East will be developed later.

A program has also been inaugurated at Cairo for the Balkan staff being mobilized in that region. Training activities have been conducted on a more limited scale in England for the staff recruited there. In the United Kingdom some of the voluntary organizations providing personnel for service abroad have their own training schools or classes. For the Headquarters staff there is an in-service training program consisting of special orientation conferences, lectures, luncheons, meetings, film showings, and other informational projects.

Although by autumn, 1944, UNRRA was not operating in any liberated areas, the Administration was engaged in a multitude of activities preparatory to carrying its policies and programs into effect as soon as the military situation permitted.

Swift and extensive advances by Allied forces on every front during the past summer not only liberated large areas of United Nations territory and toppled the Nazi system of alliances in the north and south of Europe, they made the question of relief and rehabilitation one of great urgency.

The need to accelerate UNRRA's program and adapt it to changing conditions—many of which were not foreseen when the UNRRA Council held its first session at Atlantic City in November, 1943—dominated the proceedings of the second session of the Council at Montreal, September 16-26.

As regards matters of policy that only the Council has authority to settle, it was evident to the delegates that a number of resolutions passed at the first session would have to be specifically defined in their application to current and future problems while further resolutions would be required to extend the relief program to cover new situations.

One of these, for example, had to do with the desperate plight of Italy, an ex-enemy country. Under the original Agreement, UNRRA operations were confined to liberated United Nations territory. But the gravity of the Italian situation and urgent pleas for UNRRA assistance indicated the need to modify the Council's previous policy.

While the work of the second session of the Council, thrashed out in preliminary meetings of important committees, dealt with a great variety of subjects, in general these fall into four major groups, represented in the resolutions passed by the Council.

The resolutions cover (1) matters of internal procedure and operations; (2) those having to do with health aspects of the UNRRA program; (3) resolutions defining the scope of operations with respect to displaced persons, and (4) resolutions extending UNRRA operations beyond the territorial limits previously authorized by the Council.

Second Session of the Council

The Second Session was convened by Director General Herbert H. Lehman at the Windsor Hotel, Montreal, on 16 September.

L. B. Pearson, Canadian Minister to the United States, was elected Chairman; Christian Valensi, chief of the delegation for the Provisional Government of the French Republic, first vice chairman; Cyro de Freitas Valle, Brazilian Ambassador to Canada, second vice chairman; and V. S. Hurban, Czechoslovakian Ambassador to the United States, third vice chairman.

Credentialed observers represented the Inter-governmental Committee on Refugees; the International Labour Organization; League of Nations Technical Organizations (Health Research Unit; Economic, Financial and Transit Department); and United Nations Interim Commission on Food and Agriculture. Henrik de Kauffman, Envoy Extraordinary and Minister Plenipotentiary of Denmark to the United States, was invited to attend in a personal capacity.

Since the Second Session determined UNRRA policy toward problems now confronting the Administration and those it will encounter in the near future, the resolutions passed by the Council forecast UNRRA administrative actions. The tenor of comments and discussions that took place on the floor during plenary meetings of the Council pointed to the urgency of the situation and the need for determined action on the part of UNRRA member governments and the Administration.

The statements of representatives of the Combined Chiefs of Staff were illuminating. General Macready discussed the progress of over-all military planning for civilian relief and General Edgerton outlined difficult problems connected with civilian affairs encountered by the military in Italy. The representatives of the military stressed the desire and determination of the Allied armed forces to place the problems of civilian relief in the hands of civilian national governments and UNRRA at the earliest possible moment, dispelling the impression that the military were reluctant to relinquish relief control.

In conservative appraisals of world stocks of relief supplies and rehabilitation equipment, the representatives of the Combined Boards expressed optimism as regards certain categories, but tightness in the availability of others was anticipated.

The Report of the Director General to the Second Session of the Council summarized the manifold activities of the Administration from the Atlantic City session in November, 1943, to September 15, 1944.

In the Report the magnitude of UNRRA's supply program, initiated or in process of determination, was indicated by the itemized allocations transmitted by the Combined Boards up to September 15.

An analysis of the supply list shows fully as many items of the type that will "help people to help themselves" as items needed for immediate consumption.

Among the resolutions passed by the Council, one approved an annual budget of \$11,500,000 covering administrative expenses for the calendar year 1945, submitted by the Director General, and fixed the percentage of the \$7,500,000 of new funds required over and above the 1944 unexpended balance to be paid by each member Government; the percentage of the U.S.S.R. was reduced from the previous 15 percent to 10 percent and 5 percent was left unallocated.

Among procedural resolutions, one adopted an official seal of the Administration. Another authorized the Central Committee to admit Denmark as a member Government "if the urgency of the situation requires a consideration of the application before the next session of the Council." A third waives the requirement of the agreement for a second Council Session in 1944.

The resolution concerned with the health work of UNRRA, passed by the Council, related to modification of the International Sanitary Convention for Aerial Navigation (1933).

Modification of the earlier Conventions was recognized by UNRRA health authorities as a necessary step in safeguarding Europe from the dangers of epidemics and contagious diseases—a threat inherent in conditions either deliberately produced under Nazi policy of weakening non-German peoples or resulting from the general effects of the war. The previous Conventions were not designed to meet the present situation involving millions of displaced and seriously enfeebled individuals. Further, it was felt that modifications should be adopted to ensure that the Conventions be fully in accord with advances in the field of epidemic and disease control.

Health aspects of the UNRRA program also were important in connection with Council determinations in regard to handling displaced persons. To further control of epidemics, the Council approved operations in enemy and ex-enemy areas for the care and repatriation of displaced persons, including persons who have been obliged to leave their country or place of origin or former residence by action of the enemy because of race, religion or activities in behalf of the United Nations.

The largest class of displaced persons coming under this provision would be United Nations nationals now in Germany. The number of these has been estimated at approximately 8,000,000, excluding prisoners of war actually in camps.

Other resolutions defining the scope of operations with respect to displaced persons authorized operations for the care and repatriation of (a) displaced persons of other than United Nations nationality

or stateless persons found in liberated territory; (b) displaced persons in territory never occupied by the enemy; and (c) removal or repatriation of persons of enemy or ex-enemy nationality who have been intruded into United Nations territory. The Standing Technical Committee on Displaced Persons recommended that the Administration prepare a statement on the categories of displaced persons with whom the Administration is authorized to deal, and authorized the appointment of an ad hoc subcommittee to report on the problems of displaced persons in the Western Hemisphere.

In regard to the repatriation or removal of persons of enemy or ex-enemy nationals intruded into United Nations territory, it was pointed out in committee discussions that such persons included colonists who had been settled in occupied countries under the Nazi colonization program, as well as a considerable number of petty officials and others who might be unable to escape to Germany as Allied forces enveloped areas where they were stationed.

The removal of this category of people would be undertaken by the Administration only in the event of request by a government or recognized authority of a liberated area where the situation prevailed, and all expenses connected with such possible operations would be paid for or be ultimately recoverable from the enemy or ex-enemy country concerned.

The territorial limits of UNRRA operations were somewhat expanded through a resolution authorizing a \$50,000,000 limited program of aid to mothers and children and displaced persons in Italy, and of medical and sanitary supplies for that country. The resolution stated that the operations in Italy should not constitute a precedent for operations in other enemy or ex-enemy territory.

A resolution authorizing aid to the citizens of the Dodecanese Islands recognized the fact that these people were of Greek origin but Italian nationality.

Another resolution, authorizing aid to areas important to the military program of the United Nations and threatened by famine or disease, was contingent in its application upon agreement by the civil or military government or authority exercising administration in the area concerned.

The Council approved the recommendations of the bases of supply for liberated areas formulated by the Committee of the Council for Europe, which had transmitted without recommendation a proposal for establishing priorities in the provision of relief. The Council considered the proposal and adopted a resolution recommending that "special weight and urgency shall be given to the needs of those countries in which the extent of devastation and of sufferings of the people in a part or the whole of their respective areas is greater and

has resulted from hostilities and occupation by the enemy and active resistance in the struggle against the enemy."

Finally, the Council adopted a resolution pointing out that the need for rapid rehabilitation of production and trade in liberated lands will not be dealt with in its entirety by the UNRRA program, and drawing the attention of the member governments to "the importance and the urgency of the need to provide means whereby the problems of rehabilitation may be jointly considered and through the cooperation of the nations successfully resolved."

All resolutions were passed unanimously.

UNRRA Missions

A number of missions have been dispatched by the Administration to different countries for a variety of purposes; others are in process of being assembled, and still others will be assembled and sent in the future.

In general, UNRRA missions are of two kinds: the special or observers' mission, which is of a temporary character with a limited objective; and the country mission, which operates to carry out UNRRA's responsibilities for relief and rehabilitation in a particular country.

Missions of the first order have included exploratory missions to Brazil, China, the Latin American Republics and others. Their function usually is to determine the supply and service requirements of a liberated country or to explore supply sources of a supplying country. On occasion, they may be charged with other responsibilities.

An example of the second category of missions is the Greek Mission, members of which entered Greece shortly after the landing of British troops. For the time that the military forces control the civil affairs, the UNRRA officials assist them on relief, serving in the chain of military command. Later, the mission works with the Greek Government.

The country mission is headed by a Chief of Mission who acts in liaison with the corresponding officer of the military command but administers the work and controls the activities of the mission personnel. Country missions, however, are not all identical in the scope of their operations or the make-up of their personnel. In some countries they may be of a technical advisory character, concerned with only a few phases of the relief program, such as health, welfare, and displaced persons, while in other countries, particularly those without foreign exchange assets, they will have to perform a great variety of functions and may actually operate.

A mission to Australia and New Zealand, headed by Mr. Lithgow Osborne, at the time an UNRRA Deputy Director General and later nominated to be United States Ambassador to the Norwegian Government in exile in London, had among its objectives, among other matters, to recruit personnel, to study the supply situation, discuss finance with the Governments of Australia and New Zealand, and discuss with the Southwest Pacific Theater Command plans for relief in liberated areas of that region.

A technical mission under Mr. Laurence Duggan, Assistant Diplomatic Adviser, left Washington on 5 September to discuss the UNRRA program and Brazil's participation in it. The mission met with cordial response and cooperation by Brazilian authorities.

The Government of Brazil signed an agreement with the Administration setting up adequate procurement machinery through establishment of a Mixed Commission, composed of representatives of UNRRA and Brazil. The Commission will administer Brazil's contribution of \$30,000,000 to UNRRA and will make arrangements for procuring Brazilian products that will form part of the contribution.

The plan of handling UNRRA procurement in a supplying member country by a Mixed Commission has forcibly impressed the governments of other Latin American member governments and they have been working out similar agreements with the Administration.

The UNRRA mission to its member countries in Latin America, headed by Dr. Eduardo Santos, Deputy Director General for liaison with the American Republics, left Washington in October. Mr. Duggan served as Deputy Chief of the mission. The mission was preceded by Dr. Manuel Perez Guerrero of Venezuela, who made advance program arrangements for the numerous stops during the trip through the 19 member Republics.

The general response to the mission and to UNRRA's program was highly favorable. Considerable quantities of relief supplies, both raw and finished products, have been earmarked by the governments visited as part of their contributions to UNRRA, and other supply possibilities are under consideration.

An Observers' Mission to Italy, after two months of close cooperation with officials of the Allied Control Commission and Italian authorities concerned with the displaced persons problem, returned to report its findings. Following the Council's resolution in respect to aid for Italy, UNRAA technical personnel was dispatched to Rome in October.

Requests for allocations of supplementary food for Italian children and expectant and nursing mothers and for other items falling within the scope of UNRRA's program for Italy were initiated by the Administration with the expectation that shipments would be made as soon

as cargo space arrangements could be completed with the military authorities.

An UNRRA mission to Poland was requested by Polish authorities in October and another mission, at the request of the Czechoslovakian Government, was being made ready to be sent to Czechoslovakia when the military situation permitted.

The delegation to Poland, composed of technical experts in various fields, was headed by John P. Gregg, whose extensive experience in relief work in Poland and the Baltic States after the last war and subsequent service with the U. S. State Department and the War Production Board qualified him for his post with UNRRA.

Acting on a request from the Ethiopian Government for an UNRRA survey mission, the Administration agreed to send a group of specialists, headed by Dr. Alfred Frechette, to that country to develop plans for aiding children made homeless by the war and agricultural workers displaced as a result of enemy action. The mission will also study public health and welfare problems in Ethiopia and agricultural and industrial rehabilitation.

UNRRA in the Balkans

The successful Allied campaign in the Balkans in the fall of 1944 liberated areas desperately in need of outside relief. Particularly was this the case in Greece, where every extremity of hardship under enemy occupation had been endured.

Arrangements had been concluded between UNRRA and Allied military authorities in this theater some time before British forces landed in the southern peninsula. Early in October reports were received from the Balkan Mission headquarters at Cairo, indicating that UNRRA personnel, acting as agents of the military in accordance with the agreement, had begun operations in the liberated areas of Greece as advisers or assistants to military affairs officers.

By that time, also, preparations were under way looking toward the period when the military no longer would have relief responsibilities in the country. The Greek Government, in conformity with the terms of Resolution 14, had been found not to have foreign exchange resources suitable for meeting relief and rehabilitation expenses. It was contemplated, therefore, that at the appropriate time UNRRA would provide assistance to Greek authorities.

UNRRA in Western and Northern Europe

Director General Lehman, who went to London about the middle of November, stated that the Governments of Belgium, the Netherlands, Luxembourg, France, and Norway had asked for UNRRA's services in

handling displaced persons and in some other matters. Before the end of the month, these missions were being staffed and some members had left for the Continent to work with the military and the national governments.

While the financing of relief and the procurement of supplies for the countries having foreign exchange resources does not enter into UNRRA's program, the Administration performs an essential service in coordinating their supply requests with those of other liberated countries, thus equalizing the respective shares available from world stocks of scarce commodities and equipment. The "bases of requirements," submitted by the countries of Europe which have been liberated and are awaiting liberation, are in process of constant survey by the Administration and this process will continue as long as supplies are limited.

UNRRA in the Far East

As in the European theater, import requirements for relief and rehabilitation have been submitted to UNRRA by a number of member governments and appropriate national authorities in the Far East: Netherlands East Indies, Burma, Malaya, British Borneo, Hong Kong, French Indo-China, and the Philippines. In most instances, financing and procurement of supplies will be the responsibility of the governments concerned.

The immediate function of the new China Area Office at Chungking will be to negotiate a basic agreement with the Chinese Government covering UNRRA's cooperation in planning China's relief and rehabilitation operations to which UNRRA will give material assistance.

The technical subcommittees on Health and on Welfare for the Far East have held meetings preliminary to the session of the Committee of the Council for the Far East at Sydney, Australia, in February 1945.

Estimates of medical supplies requirements have been received from the governments or national authorities of China, Netherlands East Indies, Philippines, French Indo-China, and from Britain for Burma, Malaya, Borneo and Hongkong. Medical supplies experts of the Far Eastern countries have been consulted by the Administration's health officers with a view to drawing up uniform and interchangeable medical units suitable for varying Far Eastern conditions.

Following the Chinese Government's suggestion that machinery for epidemic control in the Far East be established, the Administration has been studying plans for a limited Far Eastern epidemiological service to which both the Chungking and Sydney offices would be able to contribute reports on epidemic conditions wherever they occur in the Far East.

RECOMMENDED READING

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- . *UNRRA, sample of world organization*. Foreign Affairs. Vol. 22, No. 3. Apr., 1944.
- Lake, Eleanor Hard. *Sharing—an art for adults*. Junior League Magazine. Dec., 1944.
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- . *Re-making a war-torn world*. Click. Nov., 1944.
- . *First fundamental for a free world: relief for the liberated*. Free World. August, 1944.
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- . *Food for Europe after victory*. No. 29. Jan., 1944. (Pamphlet, 25c).
- . *UNRRA: gateway to recovery*. Nos. 30-31. Feb., 1944. (Pamphlets, 50c).
- . *Europe's uprooted people: the relocation of displaced population*. No. 36. September, 1944. (Pamphlet, 25c).
- . *Relief for Europe*. No. 17. December, 1942.
- Roosevelt, Franklin D. *Another link in the chain: address delivered to relief conference, November 9, 1943*. Vital Speeches. Vol. 10. Dec., 1943.
- Sayre, Francis B. *Binding up the wounds of war*. Annals of the Am. Ac. of Political and Social Science. July, 1944.
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- *Relief and rehabilitation in China*. Far Eastern Survey, American Council of the Inst. of Pacific Relations. Oct., 1944.
- Stillwell, James A. *Supplies for liberated areas*. Dept. of State Bulletin. May, 1944.
- United Nations Information Office. *Helping the people to help themselves*. New York. (Booklet. 10c).
- *Education for victory*. Oct. 3, 1944. (Reprints available free).
- United Nations Relief and Rehabilitation Administration. *Report of the director general to the second session of the council*. Sept., 1944.
- *Supplementary report of the director general to the second session of the council*. Sept., 1944.
- *Resolutions on policy. Second session of the council*. Sept., 1944.
- *Index to selected documents of the first session of the council, Atlantic City, N. J.*
- U. S. Gov. Printing Office, *Selected documents*. First session of the council of the UNRRA. Atlantic City, 1943. (35c).
- Williams, Chester S. *Miracle of the fish*. Free World. Dec., 1944.
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- Woodward, Ellen S. *America's part in rehabilitating a war-sick world*. Dun's Review. April, 1944.
- *UNRRA—a democratic plan for international relief*. Social Sec. Bull. Nov., 1944.
- Zoff, Otto. *They shall inherit the earth*. New York. 1944.

FILMS ON UNRRA SUBJECTS

(16 mm. sound films for use at UNRRA discussions)

1. *In the Wake of the Armies: UNRRA*. 15 min. Shows how 44 Nations organized UNRRA; problems they will meet in carrying out relief and rehabilitation (prod. by National Film Board of Canada). For staff prints write: Public Information, Non-Theatrical Division, UNRRA, 1344 Conn. Ave., Washington, D. C. For public prints: Bureau of Motion Pictures, Office of War Information, 14th and Pennsylvania Avenue, Washington, D. C.
2. *Food, Weapon of Conquest*. 15 min. How Nazis used starvation as weapon. Food problems United Nations will have to solve (prod. by National Film Board of Canada). Public prints: National Film Board, 84 E. Randolph St., Chicago, Ill.; 620 Fifth Ave., New York, N. Y.; 1771 N St., N. W., Washington, D. C.
3. *Naples Is a Battlefield*. 15 min. Steps required to bring liberated city back to life; emphasizes relief and rehabilitation problems UNRRA faces (prod. by British Army Film Unit). Write to local British Consulate, or to Film Officer, British Information Services, 1336 New York Ave., N. W., Washington, D. C.; 360 N. Michigan Avenue, Chicago, Ill.; 30 Rockefeller Plaza, New York, N. Y.; 260 California St., San Francisco, Calif.
4. *Here Is China*. 25 min. Unique character of China's vast relief and rehabilitation needs (United China Relief). Write Bureau of Motion Pictures, Non-Theatrical Division, OWI, Washington, D. C.
5. *Children in Refuge*. 12 min. Polish children who have escaped Nazis shown in camps in Iran, Palestine, Africa, Scotland. Write PIC Films, Inc., 745 Fifth Ave., New York, N. Y.
6. *Children at War*. 10 min. Special problems which child war victims present for welfare and relief. Write Brandon Films, 1600 Broadway, New York, N. Y.

APPENDIX
Outline of Headquarters Staff Organization

Director General

Advisers:

- General Counsel
- Diplomatic Adviser
- Financial Adviser
- Director of Public Information

Senior Deputy Director General

Deputy Director General in Charge of the Secretariat

- Committee Division
- Reports
- Library
- Historical Records

Deputy Director General for Regional Liaison

Deputy Director General for Liaison with the American Republics

Deputy Director General, Bureau of Finance and Administration

- Office of the Treasurer
 - Division of Accounts
 - Division of Internal Audit
 - Budget Division
 - Division of Finance
- Division of Administrative Services
- Division of Administrative Analysis
- Division of Personnel and Training (includes Training Center)

Deputy Director General, Bureau of Areas

- Central and Eastern European Division
- Northern and Western European Division
- Southern European Division
- Far East Division
- Staff Services Division
- Areas Coordination Division
- Camps Division
- Distribution Division

Deputy Director General, Bureau of Supply

Staff Branches

- Procurement Coordination
- Requirements and Allocations Coordination
- Contributed Supplies
- Ocean Shipping
- Statistical Records and Reports

Commodity (Line) Divisions

- Food
- Clothing, Textiles, and Footwear
- Medical and Sanitation Supplies
- Agricultural Rehabilitation
- Industrial Rehabilitation

Director, Health Division

- Epidemic Control Section
- Nursing Services Section

Headquarters Staff Organization (Continued)

Medical Services and Supply Section

Sanitation Services Section

Nutrition Section

Field Operations and Medical Recruiting Section

Director, Welfare Division

Studies Branch

Director, Displaced Persons Division

The Secretariat

Acting in a secretarial capacity to the Council, the Secretariat provides secretaries, and assists in the preparation of agenda and other documents of the committees. It distributes Council documents to various member governments, interprets Council resolutions, and has custody of all Council records and documents. The Secretariat also assists the Director General in drafting periodic reports to the Council, assembles data for use by UNRRA's historian and operates the reference library, among its other functions.

The Regional Office for Europe

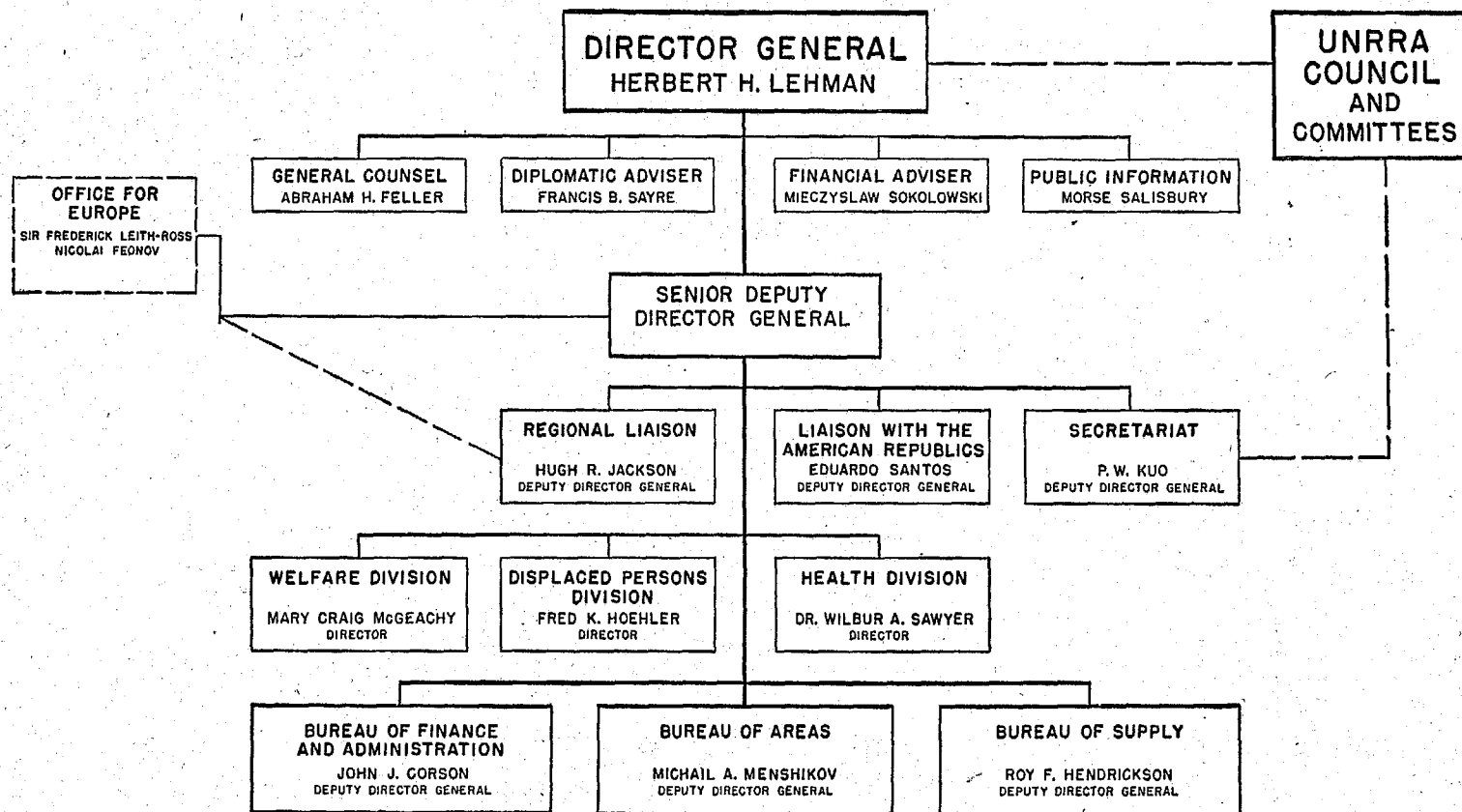
The Regional Office for Europe is subject to determination of policies made by the Headquarters Office and to general and specific instructions from the Director General.

ERO, as the office in London is commonly termed, collects and appraises information on economic developments and trends in Europe of concern to the Administration's operations and activities in that region. It maintains liaison with European member governments, with military authorities, and with intergovernmental or non-governmental organizations within the region; assembles and makes recommendations as to relief and rehabilitation requirements for liberated and to-be-liberated areas of Europe and conducts other operations appropriate to its strategic situation close to areas that have suffered from enemy occupation and warfare.

The functions of ERO are currently performed by three departments—Administration, Supply, and Services and Areas—each headed by a Deputy Director General.

Mats of the five full-page charts contained in this publication may be obtained in the United States from Public Information, United Nations Relief and Rehabilitation Administration, 1344 Connecticut Avenue, Washington, D. C., or in Canada from the Canadian Wartime Information Board, New Post Office Building, Ottawa, Canada.

UNRRA HEADQUARTERS ORGANIZATION



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SELECTED READING LIST ON UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION



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the government of the United States of America.**

Materials Issued by Official Sources

By *United Nations Relief and Rehabilitation Administration, 1344 Connecticut Avenue, N. W., Washington 25, D. C. (Free)*

Index to Selected documents of the first session of the Council, Atlantic City, New Jersey, 1943.

Report of the Director General to the second session of the Council, September 1944. Washington, D. C., 1944. (Council II, Document 1) 139 p.
Report covers the period to 17 July 1944.

Supplementary report of the Director General to the second session of the Council, from 17 July through 15 September 1944. 14 p. 4 tables.

UNRRA: Organization, aims and progress. Washington, D. C. [December 1944] 36 p.
A comprehensive pamphlet with 5 charts.

By *United Nations Information Office, 610 Fifth Avenue, New York 20, N. Y.*

Helping the people to help themselves: The story of the United Nations Relief and Rehabilitation Administration. [1944] 15 p. 10¢

By *U. S. Government Printing Office, Washington 25, D. C.*

First session of the Council of the United Nations Relief and Rehabilitation Administration. Selected documents. Atlantic City, New Jersey, November 10-December 1, 1943. [1944] vi, 215 p. 35¢

U. S. President. First report to Congress on United States participation in operations of UNRRA, under the Act of March 28, 1944. As of September 30, 1944. 43 p. tables, diagrs. 10¢

Covers the expenditures and operations of UNRRA together with a concise survey of the problems awaiting solution. Includes the more important official documents giving a legal basis to UNRRA.

General Description of UNRRA Organization and Problems

Canadian Institute of International Affairs. *The Nations have declared: Documents issued by the United Nations*, with comments by Lorna Savage. Toronto, Canadian Institute of International Affairs, 230 Bloor Street West, 1944. 27 p. 15¢
Includes the text of the Agreement constituting UNRRA.

Claxton, Brooke and others. *World relief and rehabilitation*. Chicago, 6 February 1944. (University of Chicago Round Table, no. 307) 28 p.

Radio discussion of the urgent needs of the people caught in the upheaval of war, of the functions of UNRRA, its mechanism and financing, of food supplies, reallocation of displaced persons and related problems. With factual footnotes and a brief reading list. Theodore Schultz and Walter W. Wilcox are the other members of the panel.

Claxton, Brooke. *UNRRA—and public opinion*. *Free World*, v. 8, no. 6, December 1944, p. 548-550.

Suggestions as to how the people of Canada and the U. S. could be made to back fully UNRRA's effort at international cooperation through appropriate publicity for UNRRA conferences.

Dykstra, Waling. *Cooperatives and international relief*. News for Farmer Cooperatives, published by U. S. Dept. of Agriculture, Farm Credit Administration, Kansas City, Mo., May 1944, p. 5 & 21.

An account of some of the conclusions reached by the Conference of the Committee on International Reconstruction of the Cooperative League of the United States held in Washington in January 1944. The part to be played by the existing European cooperative organizations in the administration of relief.

Fay, Sidney B. UNRRA. *Current History*, v. 7, no. 35, July 1944, p. 8-12.

Traces the evolution of UNRRA from earlier relief and postwar planning bodies. Organizational set-up of UNRRA. Tasks of UNRRA as compared with those of the Combined Boards. Functions of UNRRA's Committees.

Food for Freedom, Inc. *What the United Nations relief agreement means to you*. Food for Freedom, Inc., 1707 H Street, N. W., Washington 6, D. C. 5¢

Twenty questions about the UNRRA Agreement with analysis and explanations by William Allan Neilson and Raymond Gram Swing.

Glover, Catherine. *Seed people*. Survey Graphic, v. 32, no. 10, October 1943, p. 398-400 & 410.

Stresses the important role of healthy refugees in the restoration of their nations after the war. Work of various organizations, especially the International Migration Service, in returning these people to their countries.

Hendrickson, Roy F. *Lasting peace vs. another armistice*. Business News Service, 386 Fourth Avenue, New York 16, N. Y., 1944. Folder of 8 p. 5¢

Reprint of an article which appeared in the business and professional magazines that are members of BNS. Holds that UNRRA's policies have been based soundly on the idea that the most effective way to help a despoiled nation is to show it how it should help itself.

Hendrickson, Roy F. *Meeting the challenge of liberation*. Nutrition News, published by National Dairy Council, Chicago, v. 7, no. 4, April 1944, p. 13.

Stresses food requirements based on nutrition standards in UNRRA's program with particular reference to the need for dairy products.

Howard, Donald S. *UNRRA: A new venture in international relief and welfare services*. Social Service Review, v. 18, no. 1, March 1944, p. 1-11.

Briefly traces the origin of UNRRA and the work of the Leith-Ross Committee. Analyzes the purpose, exact scope and practical functioning of UNRRA as expressed in the Resolutions adopted at the first session of the Council. By an official of the Russell Sage Foundation now serving with the Welfare Section of UNRRA.

Howard, Donald S. *UNRRA goes into action*. Compass, published by American Association of Social Workers, 130 East 22 Street, New York 16, N. Y. v. 26, no. 1, November, 1944.

Mainly an account of the decisions reached by the UNRRA Council during its second session at Montreal, in the field of supply, repatriation of displaced persons and welfare policies. Conveniently summarizes the present organization of UNRRA.

Jessup, Philip C. *First session of the Council, 1943, Atlantic City*. American Journal of International Law, v. 38, no. 1, January 1944, p. 101-106.

A clear and informative account of the first Council meeting, the committees set up, their functions and their relative importance for policy making. Has ample footnotes referring to UNRRA official documents.

Jessup, Philip C. *UNRRA, another step towards world order*. Postwar World, published by Commission on the Basis of a Just and Durable Peace, Federal Council of the Churches of Christ of America, 297 Fourth Avenue, New York 16, N. Y. v. 1, no. 2, February 15, 1944.

Sees in the way UNRRA functions a process of democratization in international affairs, which is a happy augury. Praises the cooperative attitude of UNRRA toward the International Labor Office, the League of Nations, the Interim Commission on Food and Agriculture and other representatives of international bodies.

Jessup, Philip C. *UNRRA, sample of world organization*. Foreign Affairs, v. 22, no. 3, April 1944, p. 362-373.

A review of past attempts at political, non-political and military organization on an international scale, from the 17th century to World War II, with special attention to UNRRA, and comment on its significance for the future.

Lake, Eleanor H. *Sharing—An art for adults*. Junior League Magazine, December 1944, p. 7 & 14.

An account of what UNRRA is to do, written in a sprightly style for the average reader, with emphasis on the human aspects of the task.

Lehman, Herbert H. *First fundamental for a free world: Relief for the liberated*. Free World, v. 8, no. 2, August 1944, p. 107-110.

Stresses the objectives which UNRRA has set for itself and explains its aims and scope.

Lehman, Herbert H. *Half a billion hungry people*. New York Times Magazine, January 30, 1944, p. 3 & 30-31.

The director of UNRRA describes the urgent needs of the occupied countries and outlines the great task of relieving the war-torn millions of human beings.

Lehman, Herbert H. *Remaking a war-torn world*. Click, November 1944.

A photographic story.

Lehman, Herbert H., *UNRRA on the march*. Survey Graphic, v. 33, no. 11, November 1944, p. 437-440 & 470-471. Illus.

A progress report of UNRRA preparations for relief, mainly based on the discussions and decisions of the second Council meeting at Montreal, September 1944.

Miller, Edward G., Jr. *The second session of the Council of UNRRA*. U. S. Dept. of State Bulletin, v. 11, no. 279, October 29, 1944, p. 501-508 & 524.

A frank stock-taking of what UNRRA has accomplished to date together with a refutation of various criticisms frequently raised. Summarizes the high lights of the Director General's second report and examines the relationship between the U. S. Government and this international organization.

National Planning Association. *UNRRA: Gateway to recovery*. National Planning Association, 800 21st Street N. W., Washington 6, D. C., February 1944 (Planning Pamphlets, nos. 30-31) 50¢

Explains comprehensively the organization and operation of UNRRA, emphasizing "the need for joint planning with regard to large requirements and limited supplies. The United Nations have taken a first step by creating UNRRA and machinery for an ordered movement from war to peace. Even so, according to this report, UNRRA has many obstacles to surmount and problems to solve. . . ."

National Planning Association. *Relief for Europe*. National Planning Association, 800 21st Street N. W., Washington 6, D. C., December 1942. (Planning Pamphlet no. 17) 25¢

Chapter II, headed "The situation we face" surveys such problems as the lack of consumer goods, health and medical supplies, clothing, housing, the breakdown of the means of production, population, transportation, industrial, agricultural and financial problems. It affords an excellent bird's eye view of the needs in Europe, but is not quite up to date.

Roosevelt, Franklin D. *Another link in the chain; address delivered to Relief conference, November 9, 1943*. Vital Speeches, v. 10, no. 5, December 15, 1943, p. 130-131.

The President cites the preamble of the UNRRA Agreement, points out the magnitude of the needs in occupied countries and hails the relief plan as truly democratic.

Sayre, Francis B. *Binding up the wounds of war*. Annals of the American Academy of Political and Social Science, v. 234, July 1944, p. 28-35.

Brief survey of the problems facing UNRRA, its origin, scope, present status, outline of the task, the financial problem and the principle of help, by the diplomatic adviser to UNRRA.

Sayre, Francis B. *Help for those who help themselves*. Rotarian, v. 64, no. 3, March 1944, p. 26-28.

A popular report on the Atlantic City Conference and the program adopted by the delegates.

Sayre, Francis B. *The United Nations Relief and Rehabilitation Administration*. U. S. Dept. of State Bulletin, v. 9, no. 234, December 18, 1943, p. 423-429.

Describes the tasks of UNRRA, the difficulties to be faced and points out the immediate and long-range benefits to be derived from this international relief action.

Schroeder, Rilla. *UNRRA holds promise for secure peace*. Democratic Digest, published by Women's Division, Democratic National Committee, Washington, D. C. v. 20, no. 12, December 1943, p. 7 & 18.

A woman observer briefly reports on the Atlantic City Conference and urges popular support of UNRRA on the ground that the cost to this country will equal what we are now spending for only five days of war.

Simons, Savilla Millis. *UNRRA on the threshold of action*. Social Service Review, v. 18, no. 4, December 1944.

A discussion of major decisions made by the Council at its Second Session, especially in regard to eligibility for aid and standards of assistance.

Materials Issued by Official Sources

By United Nations Relief and Rehabilitation Administration, 1344 Connecticut Avenue, N. W., Washington 25, D. C. (Free)

Index to Selected documents of the first session of the Council, Atlantic City, New Jersey, 1943.

Report of the Director General to the second session of the Council, September 1944. Washington, D. C., 1944. (Council II, Document 1) 139 p.
Report covers the period to 17 July 1944.

Supplementary report of the Director General to the second session of the Council, from 17 July through 15 September 1944. 14 p. 4 tables.

UNRRA: Organization, aims and progress. Washington, D. C. [December 1944] 36 p.

A comprehensive pamphlet with 5 charts.

By United Nations Information Office, 610 Fifth Avenue, New York 20, N. Y.

Helping the people to help themselves: The story of the United Nations Relief and Rehabilitation Administration. [1944] 15 p. 10¢

By U. S. Government Printing Office, Washington 25, D. C.

First session of the Council of the United Nations Relief and Rehabilitation Administration. Selected documents. Atlantic City, New Jersey, November 10-December 1, 1943. [1944] vi, 215 p. 35¢

U. S. President. First report to Congress on United States participation in operations of UNRRA, under the Act of March 28, 1944. As of September 30, 1944. 43 p. tables, diagrs. 10¢

Covers the expenditures and operations of UNRRA together with a concise survey of the problems awaiting solution. Includes the more important official documents giving a legal basis to UNRRA.

General Description of UNRRA Organization and Problems

Canadian Institute of International Affairs. *The Nations have declared: Documents issued by the United Nations*, with comments by Lorna Savage. Toronto, Canadian Institute of International Affairs, 230 Bloor Street West, 1944. 27 p. 15¢
Includes the text of the Agreement constituting UNRRA.

Claxton, Brooke and others. *World relief and rehabilitation*. Chicago, 6 February 1944. (University of Chicago Round Table, no. 307) 28 p.

Radio discussion of the urgent needs of the people caught in the upheaval of war, of the functions of UNRRA, its mechanism and financing, of food supplies, reallocation of displaced persons and related problems. With factual footnotes and a brief reading list. Theodore Schultz and Walter W. Wilcox are the other members of the panel.

Claxton, Brooke. *UNRRA—and public opinion*. Free World, v. 8, no. 6, December 1944, p. 548-550.

Suggestions as to how the people of Canada and the U. S. could be made to back fully UNRRA's effort at international cooperation through appropriate publicity for UNRRA conferences.

Displaced Persons

Hadsel, Winifred N. *Can Europe's refugees find new homes?* New York, Foreign Policy Association, August 1, 1943 (Foreign Policy Reports, v. 19, no. 10)

Well documented study of efforts made to date to solve the problem of the millions of uprooted people, with further suggestions as to how the United States might contribute to the solution.

National Planning Association. *Europe's uprooted people: The relocation of displaced population.* National Planning Association, 800 21st Street N.W., Washington 6, D. C. (Planning Pamphlet, no. 36) September 1944. 25¢

Examines the causes, character and extent of dislocation, analyzes the role to be played by UNRRA, the Intergovernmental Committee on Refugees and other cooperating agencies, mentions the economic, political and juridical questions involved and proposes specific and general measures for the solution of this problem.

Economic Aspects

Commission to Study the Organization of Peace. *The economic organization of welfare. Fourth Report. Part II. The Commission, 8 West 40 Street, New York 18, N. Y. November 1943. 40 p.*

The needs to be met in the field of monetary stabilization, freer trade, commodity price stabilization and economic development; the beginnings of post-war organization either through newly established bodies or through already existing organizations and the structure of international cooperation.

Staley, Eugene. *Economic aspects of relief and rehabilitation.* Vital Speeches, v. 9, no. 23, September 15, 1943, p. 730-734.

Presents a plan whereby the short supplies available for relief may be most efficiently used. Stresses the importance of rehabilitation plans as opposed to straight relief measures in restoring economy of occupied countries.

Staley, Eugene. *Foreign relief as an economic investment.* New York University Institute on Postwar Reconstruction, 32 Washington Place, New York 3, N. Y. Series 2, no. 12, January 5, 1944. 16 p. 30¢

Outlines the reasons why the contributing nations in supporting UNRRA are guided not only by compelling reasons of a humanitarian, military and political character but also by economic considerations. Holds that the work of UNRRA will be a first step in the direction of post-war economic progress.

Williams, Chester. *Miracle of the fish: A story showing how the United Nations distribute relief to rehabilitate the world.* Free World, v. 8, no. 6, December 1944. p. 551-554.

Shows, in the form of a story about Canadian fish, how UNRRA arranges to get a surplus of something from one place to another place where there is a great shortage, thereby contributing to the well-being of the original donors, of those who transport the surplus commodity from one place to another and finally of those who ultimately benefit from the UNRRA relief supplies.

Far East

Dennett, Raymond. *UNRRA and the Far East.* Far Eastern Survey, v. 13, no. 7, April 5, 1944, p. 59-62.

Points out some of the difficulties which UNRRA will find are peculiar to relief in the Far East. Gives composition and functions of the Far Eastern Committee of UNRRA.

Staley, Eugene. *Relief and rehabilitation in China.* Far Eastern Survey, v. 13, no. 20, October 4, 1944, p. 183-185.

A member of the UNRRA Mission of Experts for China, recently returned from a three months' sojourn to survey the needs of that country for UNRRA assistance, briefly outlines what are the specific problems of China to be met by UNRRA.

Health

Boudreau, Frank G., M.D. *Public health and nutrition in the period of transition.* The Transitional period: Second report and papers presented to the Commission. New York, Commission to Study the Organization of Peace, April 1942, p. 170-178.

Discusses at length epidemic diseases which will have to be fought after hostilities cease. Stresses the need for technically trained personnel and mentions problems of malnutrition, hunger and famine.

Crabtree, James A. *Health problems in occupied countries.* U. S. Dept. of State Bulletin, v. 9, no. 221, September 18, 1943, p. 160-184.

An address outlining briefly conditions of starvation, epidemics, the problem of maternity and infancy in the occupied countries. Plans which have been made to solve these problems are briefly reviewed.

Crabtree, James A. *The immediate world task in public health.* American Journal of Public Health and The Nation's Health, v. 35, no. 2, February 1945.

A speech made October 4, 1944. Outlines UNRRA's role as an agency for restoring health to those civilians who have become diseased or physically impaired as a result of the war. How the world conflict has affected public health and public health services, especially in occupied countries.

The expanding horizons of public health. American Journal of Public Health and The Nation's Health, v. 34, no. 1, January 1944, p. 64-66.

A brief note praising the statements made and the personnel selected for the public health program of UNRRA during the first session of the Council at Atlantic City.

International Labour Office. *Health of children in occupied Europe.* Montreal, I.L.O., 1943. 36 p. 25¢

Gives a survey of shortages, food quality, dietary standards and deficiencies in Europe under occupation. The effects, both physical and psychological, on European peoples, and more particularly, the children.

Public health features of the United Nations Relief and Rehabilitation Administration. American Journal of Public Health and The Nation's Health, v. 34, no. 1, January 1944, p. 94-96.

A condensation of reports relating mainly to health which have come out of the UNRRA meeting at Atlantic City.

Winslow, C.-E. A. *International organization for health.* New York 18, Commission to Study the Organization of Peace. 1944. 32 p. 10¢

The problems and organization of international collaboration in health matters.

Supplies

Bennett, M. K. *Food for postwar Europe: How much and what?* Food Research Institute, Stanford University, California, March 1944. 100 p. (War-Peace Pamphlets, no. 5) 50¢

Attempts an estimate of the quantities of food and feed which will have to be shipped into Europe in the year following the cessation of hostilities. Pictures the food situation of Greater Europe before the war and traces the changes which have occurred under the impact of war.

Bonnell, Allen T. *Food for the free.* Social Action, v. 10, no. 4, April 15, 1944. Published by Council for Social Action of the Congregational Christian Churches, 289 Fourth Avenue, New York 10, N. Y.

An expert on agricultural economics reports on the food needs of Europe; the program of UNRRA for meeting those needs; how America can prepare now to aid in providing food for the hungry. With brief bibliography.

Drug requirements of UNRRA to absorb military surpluses. Oil, Paint and Drug Reporter, v. 146, no. 5, July 31, 1944, p. 3 & 48.

Believes that UNRRA will make use of surplus drugs and of the health services of the military forces whenever possible, depending on the volume of such supplies, the trend of the war and needs of individual areas.

Fowler, Bertram. *Food: a weapon for victory.* Boston, Little Brown and Company, 1942. 185 p. \$1.50.

Written before UNRRA came into existence, the book deals with the problem of food relief to starving nations at the end of hostilities. Argues that the United Nations should organize a master plan to carry out this relief and describes such a plan in detail. Some of its features have since been incorporated in the UNRRA plan. Stresses the propaganda value of such relief plans.

Hendrickson, Roy F. *Food "crisis."* New York, Doubleday Doran, 1943. 274 p.

All the pertinent data on food production in the U. S. in wartime, useful in connection with relief programs for overseas, since this country is bound to become the granary for war-depleted regions.

Hendrickson, Roy F. *Europe's food—and UNRRA's job: Vast needs, broad plans; a survey of facts and hopes.* Foreign Commerce Weekly, v. 17, no. 7, November 11, 1944, p. 3-5 & 45-46.

Surveys the depleted food conditions in various European countries and traces the relief program in the field of nutrition, clothing and agricultural rehabilitation as adopted by the UNRRA Council during its Montreal session.

National Planning Association. *Food for Europe after victory.* National Planning Association, 800 21st Street N.W., Washington 6, D. C. (Planning Pamphlet no. 29) January 1944. 25¢

"Is designed to give intelligent Americans some hard facts and straight thinking on the complex problems involved in mass starvation caused by history's most devastating war."

National Planning Association. *Clothing and shelter for European relief.* National Planning Association, 800 21st Street N.W., Washington 6, D. C. (Planning Pamphlet no. 34) May 1944. 25¢

Based on the awareness that a freed Europe must have clothes and shoes, homes and fuel, as well as food and medicines, the pamphlet analyzes in quantitative terms the amounts of various commodities that the United States can and should send to Europe in its first year of peace. The last chapter—administration of relief—deals more specifically with UNRRA.

Stilwell, James A. *Supplies for liberated areas.* U. S. Dept. of State Bulletin, v. 10, no. 256, May 20, 1944, p. 469-477.

Relates the accomplishments of British and American relief agencies prior to the formation of UNRRA. How UNRRA came into being. Relief activities of U. S. Government agencies, their spheres of authority.

3-D

The

International

Labour

Organisation

What it is

How it works

What it does

A brief introduction to a democratic international institution which has been working for 25 years for better conditions for working men, women and children.



What the I.L.O. is

The International Labour Organisation is an official (international) association of States, financed by Governments but democratically controlled by representatives of employers' and workers' organisations as well as of Governments.

Its Purpose

Its purpose is to promote social justice in all the countries of the world and thereby to help to secure permanent peace and well-being.

How the I.L.O. Began

After the last world war, organised workers demanded that they, who had suffered so much from the war, should gain something of permanent value to them out of the Peace Conference. The I.L.O. was therefore set up as an organisation which would concern itself specially with conditions of employment and standards of living of working men, women and children throughout the world.

How the I.L.O. Works

The machinery of the Organisation consists of: *The International Labour Office; The Governing Body of the Office; The International Labour Conference.*

The Office

The International Labour Office acts as the secretariat of the whole Organisation, a world centre for information, research and advice, and a publishing house. The Government, and the employers' and workers' organisations in any country seeking a solution for a social problem can find out from the Office what other countries have done to deal with the same problem and can make use of comparative analyses by experts of the results of various methods adopted in different countries. Governments can even obtain the technical assistance of experts in drafting or amending their legislation and setting up or remodelling their labour and social administration. This service is open to all countries and has been used by countries as diverse as China, Egypt, the United Kingdom, Canada and Venezuela (to name only a few).

The staff of the Office come from some forty countries and they act as international servants, independent of the Government of the country to which they belong and impartially at the service of all countries.

The Office publishes a monthly *International Labour Review*, a *Legislative Series* giving texts and translations of important labour and social legislation in all countries, a *Year Book of Labour Statistics*, and many periodicals and special studies dealing with particular subjects. Nearly all of these are published in two languages and some of them in three (English, French and Spanish).

The Governing Body

The Governing Body exercises general supervision over the work of the Office and frames its budget, appoints the Director of the Office, and fixes the agenda of the Conference (so far as it is not fixed by the Conference itself). It is composed of 16 Government representatives and 16 representatives of employers' and workers' organisations (divided equally between workers and employers), and includes members drawn from every continent.

The International Labour Conference

The Conference is a world parliament for the consideration of labour and social questions. Each national delegation to the annual meetings comprises four delegates, two representing the Government, one representing organised employers, and one representing organised workers; each of these three sections speaks and votes independently of the others, so that all points of view find free expression.

Besides providing a meeting place and platform for the exchange of views and information between delegates having a responsible concern for labour and social questions, the Conference acts as a kind of advisory parliament, which formulates international minimum standards to which national legislation and administration should conform. These are drawn up after thorough fact-finding and enquiry by the Office and discussion in the Conference, and as a two thirds majority of the Conference is required for their adoption they embody the general agreement of informed world opinion on the subjects they deal with. The decisions of the Conference are formulated in a special kind of international treaty called a *Convention* or in

a *Recommendation* (which is somewhat less formal than a *Convention*).

These *Conventions* and *Recommendations* do not automatically become binding when they have been adopted by the Conference; the I.L.O. does not dictate to any Government or people. But Governments are obliged to submit them to their national legislatures. If a country decides to accept a *Convention*, it is bound to apply it and its Government must submit every year a report showing exactly what measures it has taken to give effect to the *Convention*.

International Labour Conventions and Recommendations

In the twenty years before the war the Conference held twenty-five sessions and adopted 67 *Conventions* and 66 *Recommendations*. The *Conventions* have secured nearly nine hundred formal ratifications by Governments. The subjects dealt with covered a very wide range and included:

- Hours of Work
- Holidays with Pay
- Regulation of Conditions of Work of Women
- Protection of Child Workers
- Prevention and Compensation of Industrial Accidents
- Insurance against Unemployment, Sickness, Old Age and Death
- Apprenticeship and Training for Employment
- Colonial Labour Problems
- Living and Working Conditions of Seamen at Sea and Ashore.

The I.L.O. and the War

The outbreak of the war dealt a severe blow to the I.L.O., but could not kill it. Because the problems with which the I.L.O. deals are even more acute in wartime than in peacetime, because the I.L.O. had by general consent proved really useful, and because it was broad-based on the organisations of those who carry on the work of the world, everybody was determined that the I.L.O. must continue not only in being but actively at work. So the essential staff was held together and is now being expanded again, the collection and publication of information and the giving of assistance to Governments have been con-

tinued, and new fields of work have been opened up. The regular annual sessions of the Conference had at first to be suspended, but a special Conference, at which 34 countries were represented, was held in New York in October 1941, and the regular series of Conferences has now been resumed.

The I.L.O. and the Peace

The New York Conference declared unanimously that the I.L.O. should be called upon to play an effective part in the reconstruction of the world after the war and for that purpose should be represented at the Peace Conference and be associated with the planning and carrying out of measures of reconstruction both nationally and internationally. President Roosevelt, for the United States, Mr. Eden and Mr. Bevin for the United Kingdom, and leading statesmen of many other Governments have all paid tribute to the value of the work already done by the I.L.O., to the merits of its special system of associating workers and employers with Governments in the settlement of social problems, and to the unique contribution it can make towards building a new and better world in the "Century of the Common Man".

So, in 1944, the I.L.O. celebrated its twenty-fifth year of useful work by resuming the regular annual sessions of its Conference. The 26th Session of the Conference met at Philadelphia in April and May 1944, and was attended by 132 delegates, with 228 advisers, from 41 countries, under the chairmanship of Walter Nash, Deputy Prime Minister of New Zealand. It devoted itself to the problems of the peace settlement, the transition from war to peace, and the laying of the foundations of a world order of full employment and prosperity after the war. The Conference began by adopting a restatement of the aims and purposes of the I.L.O. itself, in the form of a "Declaration of Philadelphia", which President Roosevelt has described as "a landmark in world thinking". The Declaration reasserts certain fundamental principles. One is that "Poverty anywhere constitutes a danger to prosperity everywhere". Another is that "All human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity". It goes on then to outline a ten-point programme of action to give effect to these principles.

beginning with full employment and the raising of standards of living. The Conference also adopted resolutions concerning social provisions in the peace settlement and on economic policies for the attainment of social objectives. It set out in three Recommendations proposals for dealing with the problems of orderly and speedy transfer of workers from the armed forces and war work to productive employment for the purposes of peace. In three other Recommendations are set out guiding principles for social security and medical care and suggested methods of giving effect to them. In a seventh Recommendation it made a substantial beginning with the framing of a policy to ensure that the millions of inhabitants of colonies and other dependent territories shall enjoy their rightful share of the benefits of world social and economic progress.

The I.L.O. and the People

This is in brief what the I.L.O. has done and is doing. But the I.L.O. is a democratic institution, and democratic institutions work properly only if they are watched, supported, encouraged and stimulated by the people. Every member of a trade union, an employers' association, a farmers' union, a co-operative society, a political party—every conscientious citizen should know what the I.L.O. is doing. He and she can do so by reading I.L.O. publications. A list of some of the more popular of these, and of the addresses from which they can be obtained, is given below.

Some I.L.O. PUBLICATIONS

PERIODICALS

International Labour Review (*monthly*)

Price per number: 50 cents; 2s.

Annual subscription: \$5; 21s.

Legislative Series (*quarterly*)

Any text can be purchased separately, at prices ranging upwards from 2 cents or 1d.

Annual subscription: \$5; 20s.

Industrial Safety Survey (*quarterly*)

Illustrated. Price per number: 50 cents; 2s.

Annual subscription: \$1.50; 7s. 6d.

Year Book of Labour Statistics

Price: *paper*, \$2; 8s.; *cloth*, \$3; 10s. 6d.

SOME OTHER PUBLICATIONS

The Health of Children in Occupied Europe

November 1943. 37 pp. Price: 25 cents; 1s.
(40 per cent. discount on 5 or more copies.)

Man-Power Mobilisation for Peace

December 1943. 78 pp. Price: 25 cents; 1s.
(40 per cent. discount on 5 or more copies.)

Co-operative Organisations and Post-War Relief

January 1944. 173 pp. Price: \$1; 4s.

World Economic Development: Effects on Advanced Industrial Countries

by Eugene STALEY

April 1944. v + 218 pp. Price: *paper*, \$1.25; 5s.
boards, \$1.75; 7s.

British Joint Production Machinery

March 1944. v + 273 pp. Price: \$1.25; 5s.

The T.V.A. (*Tennessee Valley Authority*): Lessons for International Application

by Herman FINER

July 1944. viii + 289 pp. Price: *paper*, \$1.50; 6s.
boards, \$2; 8s.

The I.L.O. at Work

An illustrated bulletin issued at irregular intervals to keep the public informed of the I.L.O.'s activities.
Free of charge.

The Declaration of Philadelphia

In pocket folder form or small poster size.
Free of charge.

All I.L.O. publications, free literature, specimen copies of periodicals, and a catalogue of recent publications, giving details of prices and subscriptions, may be obtained from the following addresses:

THE INTERNATIONAL LABOUR OFFICE,
3480 University Street, Montreal, Canada;

THE INTERNATIONAL LABOUR OFFICE,
Geneva, Switzerland;

from the following Branch Offices:

China: Mr. Hai-fong CHENG, P.O. Box 264, East Szechuan Post Office, Chungking.

Great Britain: Mr. Clifton ROBBINS, 38 Parliament Street, London, S.W. 1.

India: Mr. P. P. PILLAI, International Labour Office (Indian Branch), New Delhi.

United States: Mrs. Elizabeth ROWE, 734 Jackson Place, Washington, 6, D.C.

or from the following agents:

Australia: Messrs. H. A. GODDARD Pty. Ltd., 255a George Street, Sydney.

Canada: League of Nations Society, 124 Wellington Street, Ottawa.

Great Britain: Geo. ALLEN & UNWIN Ltd., Ruskin House, 40 Museum Street, London, W.C. 1 (*International Labour Review*); P. S. KING & STAPLES Ltd., 14 Great Smith Street, Westminster, London, S.W. 1 (*Studies and Reports* and *Year Book of Labour Statistics*).

Ireland: EASON & SON Ltd., 79-82 Middle Abbey Street, Dublin.

3-C

INTERNATIONAL LABOUR OFFICE

THE DECLARATION OF PHILADELPHIA

The 26th Session of the International Labour Conference, which met at Philadelphia, U.S.A., in April-May 1944, was attended by delegations representing Governments, workers and employers from 41 States Members of the International Labour Organisation.

The Declaration which is printed below was unanimously adopted by the Conference.

DECLARATION CONCERNING THE AIMS AND PURPOSES OF THE INTERNATIONAL LABOUR ORGANISATION

The General Conference of the International Labour Organisation, meeting in its Twenty-sixth Session in Philadelphia, hereby adopts, this tenth day of May in the year nineteen hundred and forty-four, the present Declaration of the aims and purposes of the International Labour Organisation and of the principles which should inspire the policy of its Members.

I

The Conference reaffirms the fundamental principles on which the Organisation is based and, in particular, that:

- (a) labour is not a commodity;
- (b) freedom of expression and of association are essential to sustained progress;
- (c) poverty anywhere constitutes a danger to prosperity everywhere;
- (d) the war against want requires to be carried on with unrelenting vigour within each nation, and by continuous and concerted international effort in which the representatives of workers and employers, enjoying equal status with those of Governments, join with them in free discussion and democratic decision with a view to the promotion of the common welfare.

II

Believing that experience has fully demonstrated the truth of the statement in the Constitution of the International Labour Organisation that lasting peace can be established only if it is based on social justice, the Conference affirms that:

(a) all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity;

(b) the attainment of the conditions in which this shall be possible must constitute the central aim of national and international policy;

(c) all national and international policies and measures, in particular those of an economic and financial character, should be judged in this light and accepted only in so far as they may be held to promote and not to hinder the achievement of this fundamental objective;

(d) it is a responsibility of the International Labour Organisation to examine and consider all international economic and financial policies and measures in the light of this fundamental objective;

(e) in discharging the tasks entrusted to it the International Labour Organisation, having considered all relevant economic and financial factors, may include in its decisions and recommendations any provisions which it considers appropriate.

III

The Conference recognises the solemn obligation of the International Labour Organisation to further among the nations of the world programmes which will achieve:

(a) full employment and the raising of standards of living;

(b) the employment of workers in the occupations in which they can have the satisfaction of giving the fullest measure of their skill and attainments and make their greatest contribution to the common well-being;

(c) the provision, as a means to the attainment of this end and under adequate guarantees for all concerned, of facilities for training and the transfer of labour, including migration for employment and settlement;

(d) 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;

(e) the effective recognition of the right of collective bargaining, the co-operation of management and labour in the continuous improvement of productive efficiency, and the collaboration of workers and employers in the preparation and application of social and economic measures;

(f) the extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care;

(g) adequate protection for the life and health of workers in all occupations;

(h) provision for child welfare and maternity protection;

(i) the provision of adequate nutrition, housing and facilities for recreation and culture;

(j) the assurance of equality of educational and vocational opportunity.

IV

Confident that the fuller and broader utilisation of the world's productive resources necessary for the achievement of the objectives set forth in this Declaration can be secured by effective international and national action, including measures to expand production and consumption, to avoid severe economic fluctuations, to promote the economic and social advancement of the less developed regions of the world, to assure greater stability in world prices of primary products, and to promote a high and steady volume of international trade, the Conference pledges the full co-operation of the International Labour Organisation with such international bodies as may be entrusted with a share of the responsibility for this great task and for the promotion of the health, education and well-being of all peoples.

V

The Conference affirms that the principles set forth in this Declaration are fully applicable to all peoples everywhere and that, while the manner of their application must be determined with due regard to the stage

of social and economic development reached by each people, their progressive application to peoples who are still dependent, as well as to those who have already achieved self-government, is a matter of concern to the whole civilised world.

Mr. E. J. Phelan, Acting Director of the International Labour Office, addressing the Conference on 10 May 1944, said:

This Twenty-sixth Session of the International Labour Conference has just adopted a solemn Declaration of the aims and purposes of the International Labour Organisation. It has taken a historic decision at a momentous period in the history of the Organisation and of the world, the full significance of which it is perhaps difficult for any of us to measure at this time. We can, however, measure that significance, at all events in part, if we look back at the beginnings of this Organisation and at its work during the twenty-five years of its existence. This Declaration is the crown and confirmation of the efforts of those who drew up the Constitution twenty-five years ago. I like to believe that not all of those who voted this Declaration this morning were physically present in this hall. I believe that there voted with you in spirit Samuel Compers and George Barnes, Vandervelde and Arthur Fontaine, Benes and Mahaim and Sokal and Shotwell; that Jules Carlier, who so long and ably led the Employers' group, was voting with Sir John Forbes Watson and his colleagues; and that the hand of Léon Jouhaux was lifted among those of the Workers' group. I believe, too, that Albert Thomas was watching with profound satisfaction, and I know that his two successors, Harold Butler and John Winant, will warmly welcome the decision taken. I like to think, indeed, that all those who have devoted themselves to the cause for which this Organisation stands, those who have been leaders in previous conferences and in meetings of the Governing Body were with you in spirit today as you solemnly rededicated this Organisation to the great purpose of securing for men and women everywhere those conditions of freedom and dignity, of economic security and equal opportunity which are essential for the robust life of democratic peoples.

Perhaps, almost certainly, no one here would have worded the Declaration in exactly the terms in which it stands. But that detracts nothing from our unanimity and in no way weakens the result.

Let me recall to you, as it is fitting I should in this city of Philadelphia, one of the rare speeches of Benjamin Franklin on a not dissimilar occasion. He was the first American—he was a man of considerable repute in this community when George Washington and other great figures of the beginning of American independence were still boys or babes in arms—the first American who had a vision of what this great country might become and of how the torch of liberty, lit on this continent, would light the path of men throughout the world as they struggled upwards to a higher destiny. But though he was the first American, his wisdom belongs to the world, and we may well invoke it now in this international gathering. He participated in this city in the drawing up of the Constitution of the United States. Three proposals to which he attached the greatest importance were not accepted, and yet at the end of the deliberations, he summed up the results in these words:

I agree to this Constitution with all its faults, if they are such. When you assemble a number of men to have the advantage of their joint wisdom, you inevitably assemble with those men all their prejudices, their passions, their errors of opinion, their local interest and their selfish views. From such an assembly can a perfect production be expected? It therefore astonishes me, Sir, to find the system approaching so near to perfection as it does. . . . Thus I consent, Sir, to this Constitution because I expect no better and because I am not sure that it is not the best.

Believing in the democratic process, we may well agree with Benjamin Franklin that we have achieved the best result. It is, indeed, a result which goes far beyond indicating some general principles on which this Organisation is to work. It sets a North Star by which national and international authorities may steer their course with greater certainty than heretofore towards the promotion of the common welfare of mankind; and it sets the common welfare of mankind as the destination which must be reached whatever economic storms may be encountered or whatever reefs must be avoided.

President Roosevelt, at the White House on 17 May 1944, addressing the delegates who had attended the Conference, said:

It is a great pleasure to have you with us here in the White House again. As I pointed out to you when we last met—two and a half years ago—taking part in a Conference of the International Labour Organisation is not a new experience for me. I take pride in the fact that I was permitted to play a part in the first Conference of the Organisation that was held here in Washington in 1919.

Those were indeed trying days when last we met in 1941. The fate of the free peoples of the entire world hung in the balance. Yet with the courage and foresight that have always characterised the International Labour Organisation, you, as representatives of Governments, workers and employers, had the boldness to come together from all parts of the world to formulate plans for reconstruction.

You have been meeting in Philadelphia where, one hundred sixty-eight years ago, the Fathers of this Republic affirmed certain truths to be self-evident. They declared that among other things all men are endowed by their Creator with certain inalienable rights, among them life, liberty, and the pursuit of happiness. In these words is expressed the abiding purpose of all peoples imbued with the ideals of freedom and democracy.

The Declaration which you have formulated in Philadelphia may well acquire a similar significance. In it you have reaffirmed principles which are the essential bulwarks of any permanent peace. With the expanding use of machinery and the revolution in transportation, it is well that the world should recognise the fundamental principle of your Declaration: "Poverty anywhere constitutes a danger to prosperity everywhere". This principle is a guide to all of our international economic deliberations.

You have affirmed the right of all human beings to material well-being and spiritual development under conditions of freedom and dignity and under conditions of economic security and opportunity. The attainment of those conditions must constitute a central aim of national and international policy. Indeed, the worthiness and success of international policies will be measured in the future by the extent to which they promote the achievement of this end.

Your Declaration sums up the aspirations of an epoch which has known two world wars. I confidently

believe that future generations will look back upon it as a landmark in world thinking. I am glad to have this opportunity of endorsing its specific terms on behalf of the United States. I trust, also, that within a short time its specific terms will be wholeheartedly endorsed by all of the United Nations.

As I look over the report of your work, I see that you have, for the first time in history, set out in a form which could be adopted as a treaty by the nations, a particular series of social objectives. I note that among other things they include full employment, wages and working conditions calculated to ensure a just share of the fruits of progress to all, the extension of social security, the recognition of the right of collective bargaining, provision for child welfare and the assurance of adequate educational and vocational opportunities. It will be your responsibility to promote these objectives through your own Organisation and through such international agencies as may be created.

With great wisdom you have realised that these social objectives cannot be attained and supported without a high level of useful economic activity. You have recommended a series of economic policies and undertakings designed to bring about a material economy which will make it possible to maintain them.

You have also wisely provided for the further development and reorganisation of the International Labour Organisation itself so that it may be broadened and strengthened for carrying out these social objectives, and at the same time integrated on a co-operative basis with whatever new international agency or agencies are created by the United Nations. This forms an admirable pattern for formulating certain aspects of the peace. I want to assure you that this Government will do everything in its power to see that the provisions for the attainment of these social and labour objectives shall be included.

The people of the occupied countries are in deep suffering. Their representatives have agreed upon the social objectives and economic policies you have set forth. I trust that this marks the beginning of a new and better day, a period of hope for material comfort, for security and for spiritual and personal development, for all those groups now suffering so sorely under the heel of the oppressor. The United Nations will be determined that all the oppressed of the earth shall be included in these social objectives.

I want to offer my congratulations to those of you who have participated in this Conference. You have my gratitude for the programme of mutual helpfulness

which you have laid out—a programme which, I am sure, will inspire all of those in our generation who want to build and maintain a just peace.



Further copies of this folder, and copies of the Declaration printed on a single sheet, suitable for display, may be obtained free of charge on application to:

The International Labour Office
3480 University Street, Montreal, Canada,
or from the following Branch Offices:

China: Mr. HAI-FONG CHENG, P.O. 264, East Szechuan
Post Office, Chungking.

Great Britain: Mr. CLIFTON ROBBINS, 38 Parlia-
ment Street, London, S.W.1.

India: Mr. P. P. PILLAI, International Labour Office,
(Indian Branch), New Delhi.

United States: Mrs. ELIZABETH ROWE, 734 Jackson
Place, Washington, 6, D.C.

4-I
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INTRODUCTION

This guide is a first survey of United Nations and Inter-Allied Agencies. In its preparation certain difficulties were met partly arising out of limitations imposed by wartime security regulations and partly arising out of limitations of communications between the responsible agency in New York and the agencies themselves, some overseas, about which the accounts were being written. It was felt, however, that the following brief outlines, based on material available and checked as carefully as possible under present conditions, might be useful as provisional drafts, to be corrected and amended as additional information becomes available.

The Guide is not exhaustive. It is limited to agencies having been set up as a direct outcome of the war beginning with the German attack on Poland, September 1, 1939. Certain Allied bodies, concerned more particularly with the European phase of the war, were omitted because of the almost complete secrecy surrounding their activities.

It is planned to issue from time to time additional sheets which are either to be added in their alphabetical place or should replace existing sheets.

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ALLIED ADVISORY COUNCIL FOR ITALY

Rome

Members: Great Britain
United States
USSR
France
Greece
Yugoslavia

Representative: Sir Noel Charles (Rank of Ambassador)
Alexander C. Kirk (Rank of Ambassador)
General Sousloparov
Couve de Murville
Georges Exintaris
Milos Smiljanic

CREATION AND AUTHORITY:

The Allied Advisory Council for Italy was established in conjunction with the Allied Control Commission for Italy pursuant to an agreement reached at the tripartite Moscow Conference in October, 1943. It was announced in Moscow on November 1, 1943 that the existing Mediterranean Commission consisting of representatives of the U.S., the USSR, Great Britain and the French Committee of National Liberation was being revised to become an "advisory council for matters relating to Italy" with provision made for adding the representatives of Greece and Yugoslavia. The formation of the Allied Mediterranean Commission had been announced by Mr. Churchill in the House of Commons on September 21, 1943 and its original purpose had been to survey Mediterranean problems.

PURPOSE:

The Council was established to advise the Allied Commander-in-Chief on non-military matters and hence to give general political advice to AMG/ACC (now AMG/AC).

ACTIVITIES:

The headquarters of the Council were first established in Algiers, where the opening meeting was held on November 30, 1943. They were transferred to Italy in April 1944. The 24th meeting of the Council was held in Rome on November 3, 1944.

The Council deals with day-to-day questions other than military preparations, and makes recommendations designed to coordinate Allied policy with regard to Italy to the Governments concerned and to the Supreme Allied Commander in the Mediterranean. The members have deputies to act for them in their absence, and take the chair in rotation.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Hansard, H. O. C. Sept. 21, 1943, col. 99; March 22, 1944, col. 830-831
Keesing's Contemporary Archives, 1943, p. 6009, 6014, 6044, 6085, 6124, 6213, 6362
Economist, v. 145, no. 5225, Oct. 16, 1943, p. 515 and 526; no. 5228, Nov. 6, 1943, p. 609
Italy's struggle for recovery - an Allied dilemma, by C. Grove Haines. Foreign Policy Report, v. 20, no. 18, Dec. 1, 1944.
London Times, Nov. 11, 1943; April 10, 1944
New York Times, Oct. 2; Nov. 2, 1943; April 5, 1944

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ALLIED COMMISSION FOR ITALY

Rome

Members: Great Britain *Chief Representative:* Supreme Allied Commander, Mediterranean, Field Marshall Sir Harold Alexander, President. He has delegated his functions to the acting President, the Rt. Hon. Harold Macmillan

United States Commodore Ellery Stone, U.S.N.R., Chief Commissioner

CREATION AND AUTHORITY:

The Allied armistice with Italy provided for a Control Commission to regulate and execute the terms of the armistice under the direction of the Supreme Allied Commander. Consequently, on November 10, 1943, General Eisenhower announced the creation of the Allied Control Commission for Italy which would replace the Allied military mission of General Mason McFarlane appointed to the Badoglio Government at the time of the Armistice. Originally, Allied Military Government (AMG) and the Commission were separate entities. When the Commission was reorganized in January, 1944 the headquarters and general staffs of the two organizations were combined and made identical and they became known as AMG/ACC (now AMG/AC). The Commission established itself in Rome on July 15, 1944, at the time the Italian government returned to the capital. On September 26, 1944 Prime Minister Churchill and President Roosevelt jointly announced that an increasing measure of control would be gradually handed over to the Italian administration subject to that administration proving that it could maintain law and order and the regular administration of justice. To mark this change the *Allied Control Commission* was re-named the *Allied Commission*.

PURPOSE:

The Allied Control Commission was originally set up to carry out the terms of the Armistice and align Italian economy in complete support of the United Nations' fight against Germany. After it became the Allied Commission its chief purpose was to act in a supervisory capacity with its relationship to the Italian government being one of guidance rather than one of direct administration as in the case of AMG.

ACTIVITIES:

The personnel of the Control Commission is roughly 50 percent American and 50 percent British, the only exceptions being a Soviet and a French representative on the Commission attached to the staff of the Chief Commissioner.

While AMG functions in territory in forward areas behind the Allied lines, the Commission functions in that territory more removed from the front line which is being restored to Italian administration. The Commission is divided into four sections, headed by vice presidents of the Commission and six independent subcommissions as follows: Political, Economic, Administrative, Regional Control and Military Government Sections; Navy, Army, Air, War Material, Telecommunication, Prisoners of War and Displaced Persons Subcommissions. The Administrative and the Economic Sections are further divided into subcommissions as follows: *Administrative:* Interior, Public Safety, Public Health, Legal, Education, Property Control, Monuments and Fine Arts; *Economic:* Industry and Commerce, Labor, War Factories, Agriculture, Food, Public Works and Mines, Finance, Internal Transportation.

Allied Commission for Italy (2)

ACTIVITIES: (Cont'd.)

The personnel was originally entirely military except for members of the Political Section and a limited number of experts in the Economic Section. At present, however, the policy is to assign civilian experts of both nationalities to the Commission to provide for the time when the Allied Military Authorities may wish to transfer the functions of the Commission to civilian agencies of the Allied governments.

REPORTS AND PUBLICATIONS:

Memorandum on the present economic conditions in Italy, prepared by Brig.Gen.Wm.O'Dwyer, Vice President in charge of the Economic Section, Allied Commission for Italy. War Dept. Press Release. Nov.3,1944

REFERENCES:

Dept. of State Bulletin,v.11,no.267, Aug.6,1944,p.137-138; no.274,Oct.1,1944,p.338
Keesing's Contemporary Archives,1944,p.7034
Bulletin of International News,v.21,no.18, Sept.2,1944, p.718
Italy's struggle for recovery - an Allied dilemma, by C. Grove Haines. Foreign Policy Report,v. 20,no.18, Dec.1,1944
London Times, Nov. 9 and 11,1943
New York Times,Nov.10,1943; Feb.26,1945.

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ALLIED SUPPLY COUNCIL

Century Building
125 Swanston Street, Melbourne, Australia

Members: Australia

Chief Representative: Senator Wm. Ashley, Chairman.
Minister of Supply and S
Shipping

United States

Representative of U. S. Govern-
ment, Vice-Chairman

CREATION AND AUTHORITY:

The Allied Supply Council was set up in January 1942 when the Australian Government invited a U. S. Government representative to its Supply Council.

PURPOSE:

The Council was established to serve as a focal point and a clearing house in matters pertaining to the present and potential availability of supplies of all sorts from Australian sources.

ACTIVITIES:

The Allied Supply Council is primarily a coordinating and advisory body. Its functions are the following: 1) To coordinate information with respect to the Commonwealth's productive capacity obtained from governmental and civilian agencies and from the Commander-in-Chief; 2) To receive the statements of needs of the forces in Australia as submitted to the Prime Minister and the Commander-in-Chief; 3) To ascertain the minimum essential requirements for maintenance of the civilian population; 4) To confer with the appropriate authorities as to the extent to which it may be necessary to modify or adjust the production program so as to increase Australia's productive capacity or to conserve overseas shipping space; 5) To advise regarding modifications or revisions in specifications or estimates of requirements whenever supply or production conditions render that necessary; 6) To maintain a continuing review of production programs and progress so as to advise the Prime Minister or the Commander-in-Chief; 7) To submit recommendations to the Prime Minister for Cabinet decisions, regulations and orders and to make suggestions to Commonwealth departments; and 8) To supply the Prime Minister and Commander-in-Chief with whatever information they require regarding the availability of production and supplies.

The Executive staff of the Allied Supply Council is the *Allied Supply Standing Committee* which has a permanent chairman and is comprised of executive officers of the Aircraft Production, Customs, Munitions, Supply, and War Organization of Industry Departments.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Australian Official Shortwave News, May 5, 1942
U. S. Dept. of State Bulletin, v. 8, no. 186, Jan. 16, 1943, p. 66

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ALLIED WORKS COUNCIL

271 Collins Street, Melbourne, Australia

Members: Australia

Chief Representatives: Prime Minister Curtin
Senator J.S. Collings,
Minister of Interior
Appointed by General MacArthur

United States

CREATION AND AUTHORITY:

On February 17, 1942 the Cabinet of the Government of Australia decided to form the Allied Works Council to provide the special machinery for implementation of the decisions of the Administrative Planning Council. The National Security (Allied Works) regulations no. 88 made formal establishment of the Council on February 26, 1942. On November 5, 1942 the Works and Services Branch of the Department of the Interior and the Council were merged. The combined organization, responsible to the Minister of the Interior, retained the name Allied Works Council.

PURPOSE:

The Council was founded originally to carry out the works required by the American forces in Australia. After the amalgamation of the Works and Services Branch of the Department of the Interior with the Council, the combined organization became responsible for carrying out the whole of the works required by the Commonwealth Government and the American authorities in Australia.

ACTIVITIES:

The works carried out by the Council are executed in an order of priority laid down by the Chiefs of Staff Committee, to which recommendations are made by the Works Priorities Subcommittee.

The Council functions through a series of directorates which individually control the matters (pertaining to personnel, finances, mechanical equipment and materials supply, works (engineering, architecture, air services and administration). These operate in turn through the Deputy-Directors General of Allied Works for New South Wales, Queensland and Northern Territory, and the Works Directors for Victoria, South Australia, and the Australian Capital Territory, and the Works Registrar, Tasmania. Superimposed upon this decentralized structure is the Administrative Branch of the Council, which initiates and coordinates works. The organization as a whole then functions under the control exercised by the Director-General of Allied Works and the Assistant Director-General of Allied Works.

The *Mechanical Equipment and Materials Supply Directorate* was set up on March 24, 1942 "to procure, allocate and control the plant, equipment, and material necessary for the execution of the Allied Works Council's vast construction program".

On April 14, 1942 the Council established the *Civil Construction Corps* under the National Security Regulations to solve the manpower problem involved in carrying out the works program. There are three broad classes of personnel enrolled in the Corps - volunteers, those who were already working on an Allied Works project when they were enrolled, and those called up and "directed to serve".

Allied Works Council (2)

ACTIVITIES: (Cont'd)

Projects carried out by the Allied Works Council include the building of the graving dock at Sidney, maritime works, lighter construction and ship repairs, and the construction of gun emplacements, airdromes, roads, oil installations, hospitals, camps, munitions plants, stores and warehouses and food dehydration plants.

REPORTS AND PUBLICATIONS:

Report on the Activities of the Allied Works Council for the period February 26, 1942 - June 30, 1943. Published by authority of the minister for the Interior, Senator the Hon. J.S. Collings. Melbourne, Australia, 1943.

REFERENCES:

Report listed above.

Australian News and Information Bureau, New York. Fact Bulletin, no. 17, February, 1944.

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ANGLO-AMERICAN CARIBBEAN COMMISSION

Otis Building, 810 Eighteenth Street, N.W. Washington, D.C.

Members: Great Britain
United States

Chief Representative: Sir John Macpherson, Co-Chairman
Charles W. Taussig, Co-Chairman

CREATION AND AUTHORITY:

The creation of the Anglo-American Caribbean Commission was announced in a communiqué issued on March 9, 1942 in London and Washington following an exchange of notes between the British and U. S. Governments. It functions as a joint international body and consists of two Sections of three members each, appointed by their respective Governments. The U.S. Section which opened its offices on August 1, 1942, reports directly to the President and is an integral part of the State Department. The British Section was formed in October, 1942 and is closely affiliated with the Colonial Office, London, and the Development and Welfare Organization in the West Indies. The two sections moved into joint offices in Washington on January 1, 1943.

PURPOSE:

The Anglo-American Caribbean Commission was set up to co-ordinate research and encourage social and economic cooperation between Britain and the U.S. in the West Indies and the Caribbean islands and to advise the appropriate British and U.S. agencies responsible for administrative action.

ACTIVITIES:

The Commission's inaugural meeting was held in Trinidad on March 26, 1942, and its first report issued on January 9, 1944. Members of the Commission concern themselves with immediate and long-range matters pertaining to labor, agriculture, housing, health, education, social welfare, finance, economics and related subjects. Notable among the Commission's achievements were the organization of the West Indian Schooner Pool in 1942 and in 1943 the transfer of agricultural workers from Jamaica and the Bahamas to the U.S., a measure which helped the Caribbean unemployment situation and at the same time alleviated a labor shortage in certain sections of the U.S.

A standing *West Indian Conference* was established in January, 1944 to discuss and formulate plans for cooperation. It held its first session in Barbados in March 1944, attended by delegates from all British and U.S. dependencies. The program it adopted included proposals to increase local food production and improve nutrition, to relieve unemployment and to develop industries.

Caribbean Research Council

Countries represented: Great Britain, Netherlands, United States

CREATION AND AUTHORITY:

The formation of the Caribbean Research Council was announced at a meeting of the Caribbean Commission in August, 1943. At the 6th meeting of the Commission held in Washington in March, 1945, the Council, which had been operating under a Provisional Committee, was established on a permanent basis with headquarters and a permanent Central Secretariat in the Caribbean area. With a membership of not more than fifteen nor less than seven, the Council under new organization is composed of at least one representative of the five Research Committees its new organization is composed of at least one representative of the five Research Committees into which it is divided.

Anglo-American Caribbean Commission (2)

ACTIVITIES (Cont'd)

Caribbean Research Council (Cont'd)

PURPOSE:

The objectives of the Council are: 1) to suggest to the Commission what recommendations it should make to the Governments concerned for further research for the benefit of the peoples of the Caribbean; 2) to survey the needs of the area; 3) to determine what research and research facilities exist in the area, and how research can be facilitated; 4) to arrange for prompt dissemination of the results of research; 5) to recommend to the Commission the holding of meetings of scientific, specialist and extension workers.

ACTIVITIES:

The Council which is made up of scientific and technical persons works through Research Committees on: 1) Agriculture, Nutrition, Fisheries and Forestry; 2) Public Health and Medicine; 3) Industrial Technology; 4) Building and Engineering Technology; 5) Social Sciences. The chairmen of these committees are: Dr. E. C. Chardon (Agriculture, Nutrition, Fisheries and Forestry); Dr. Pablo Morales Otero (Public Health and Medicine); Mr. J. E. Heesterman (Industrial Technology); Mr. P. Martin Cooper (Building and Engineering Technology). A Panel on the Social Sciences has been nominated from which sub-committees will be formed.

The Research Committee on Public Health and Medicine suggested to the Commission that a Congress of Medicine should be held to consider, among other things, the formation of a Caribbean Association of Public Health and Medicine. The Commission at its March 1945 meeting recommended that such a Congress should take place, the date and agenda to be announced later.

REPORTS AND PUBLICATIONS:

Report of the Anglo-American Caribbean Commission to the Governments of the United States and Great Britain for the years 1942-1943. Washington, 1943.

The Caribbean Islands and the war; a record of progress in facing stern realities. Washington, Govt. Print. Off., 1943. (Dept. of State Publication 2023) Prepared by the U.S. Section of the Anglo-American Caribbean Commission.

Report of the West Indian Conference. Washington, April 1944.

Gt. Brit. *Colonial Office*. Report of the West Indian Conference, held in Barbados 21st - 30th March, 1944. London, H. M. Stationery Office, 1944. (Colonial no. 187)

REFERENCES:

Reports listed above.

The Anglo-American Caribbean Commission, address by Charles W. Taussig, Dept. of State Bulletin, v. 11, no. 276, Oct. 8, 1944, p. 377-379

Anglo-American Caribbean Commission - pattern for colonial cooperation, by Olive Holmes, Foreign Policy Reports, v. 20, no. 19, Dec. 15, 1944

West Indies year book, 1944.

Dept. of State Release no. 262, March 23, 1945.

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CENTRAL AND EASTERN EUROPEAN PLANNING BOARD

11 West 42 Street, New York 18, N.Y.

Members: 1942-1944: Czechoslovakia, Greece, Poland, Yugoslavia
1944: Czechoslovakia, Poland

Secretary-General: Feliks Gross

CREATION AND AUTHORITY:

On November 5, 1941, the delegations of Czechoslovakia, Greece, Poland and Yugoslavia to the International Labor Conference in New York passed a resolution in which they declared the intention of these states to cooperate closely in the struggle for freedom and in preparing post-war reconstruction. In furtherance to this resolution the four delegations established on January 7, 1942, the Central and Eastern European Planning Board.

PURPOSE:

The Board was established to enable the member Governments to cooperate in preparing for the post-war reconstruction of Central and Eastern Europe.

ACTIVITIES:

The Board did research on economic, social and educational problems and held several institutes on educational reconstruction.

REPORTS AND PUBLICATIONS:

Documents and Reports, 1-7. May 28, 1942 - April 1943

Pamphlet Series, nos. 1-7. 1943

Survey of Central and Eastern Europe. Monthly. May 1942 - July/August 1943.

Editor: N. Mirkovich

REFERENCES:

Inter-Allied Review, v.2, no.3, March 15, 1942, p.42-43

Research and Postwar Planning. Survey of Agencies, v.1. New York, United Nations Information Office, 1942.

Also Supplementary Reports to the above, no.1, June 1943, and 8, May 1944.

Free World, v.4, no.1, October 1942, p.79-82

Educational reconstruction in Central and Eastern Europe. New Europe, v.3, no.4, April 1943.

Democratic postwar reconstruction in Central Eastern Europe. Antioch Reconstruction Series, no.1. Yellow Springs, Ohio, Antioch College, 1943.

Peace planning for Central and Eastern Europe, by Feliks Gross. Reprint from the Annals of the American Academy of Political and Social Science, March 1944.

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COMBINED ALUMINUM AND MAGNESIUM COMMITTEE

Social Security Building, Washington 25, D.C.

Members: United States
Canada
Great Britain

Representative: P.D. Wilson, Chairman
George C. Batemen
Sir Richard Fairey

Active Secretary: Dorothy Cruger

CREATION AND AUTHORITY:

The Combined Aluminum and Magnesium Committee was established on March 21, 1943 by the Combined Raw Materials Board and the Combined Production and Resources Board.

PURPOSE:

It was set up to coordinate the activities of the three member countries in respect to aluminum and magnesium.

ACTIVITIES:

The Committee reports periodically to the Combined Raw Materials Board and the Combined Production and Resources Board.

It appointed a technical sub-committee to prepare detailed estimates of 1943 and 1944 production and requirements of the three countries.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

OWI Release, March 22, 1943.

Keessing's Contemporary Archives, 1943, p.5806 B.

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COMBINED CHIEFS OF STAFF COMMITTEE

Combined Chiefs of Staff Building, 19th St. & Constitution Ave., N.W., Washington 25, D.C.

Members: Great Britain Field Marshall Sir Henry Maitland Wilson, Admiral Sir Percy Noble, Lt. Gen. G.N. Macready, Air Marshall Sir William L. Welsh

United States Admiral Wm. D. Leahy, General George C. Marshall, Admiral Ernest J. King, General Henry H. Arnold.

CREATION AND AUTHORITY:

The establishment of the Combined Chiefs of Staff Committee was announced by Mr. Churchill in the House of Commons on January 27, 1942 and by the U.S. War Department on February 6, 1942.

PURPOSE:

The Committee works to ensure complete coordination of the war effort of the United States and Great Britain, including the production and distribution of war supplies, and to provide for full British and American collaboration with the United Nations associated in the prosecution of the war.

ACTIVITIES:

The Combined Chiefs of Staff Committee functions as a unit directly under the President of the U.S. and the Prime Minister of Great Britain. The vital strategy of the war wherever the U.S. and Great Britain are involved is determined by the Committee. If a proposed operation is to involve only U.S. forces, it is handled by the Joint United States Chiefs of Staff. If it is to affect United States and British Forces, it is handled by the Combined Chiefs of Staff. If it is to necessitate cooperation with the forces of other United Nations, representatives of these nations participate in the studies and decisions.

Proposed military operations usually are submitted first to the Combined Staff Planners who, after an analysis of proposals, present a plan considered feasible to the Combined Chiefs of Staff Committee. The Committee then considers the operation from an over-all viewpoint and submits its conclusion to the President of the U.S. and the British Prime Minister for approval. If the combined recommendation is approved by the heads of the two governments, it is executed in accordance with directives of the Combined Chiefs of Staff.

Besides the *Combined Staff Planners* and the *Combined Administrative Committee*, which studies and submits recommendations on administrative matters, the following committees are still active:

The Combined Intelligence Committee: responsible for the collection and dissemination of military information for the use of the Combined Chiefs of Staff and the Combined Staff Planners.

The Combined Communications Board: The Board takes appropriate action in connection with the coordination of methods, procedures, operations, and other matters directly related to communications.

The Combined Military Transportation Committee: The Committee is authorized to advise the Staff Planners on transportation problems.

Combined Chiefs of Staff Committee (2)

ACTIVITIES: (Cont'd)

The *Combined Meteorological Committee*: The Committee takes such action as is necessary to co-ordinate basic methods and procedures, operations, equipment and all other meteorological matters of combined application.

The *Combined Civil Affairs Committee*: The committee recommends general policies for civil affairs in occupied territories.

The *Munitions Assignment Board* set up by the Combined Chiefs of Staff acts in an advisory capacity to the Combined Chiefs of Staff on all supply matters and is responsible for the allocation of all finished war material.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

U.S. Government Manual, Summer 1944
Hansard. H.o.C. Jan. 27, 1942. col. 611-612

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COMBINED COPPER COMMITTEE

Social Security Building, Washington 25, D.C.

Members: United States

Canada

Great Britain

Representatives: Edward Browning, Jr., *Chairman*

Michael Schwarz

J.A.H. Paterson

K.H.J. Clarke

A. McDougall

Douglas Campbell

Secretary: Peter M. Rouzitsky

CREATION AND AUTHORITY:

The creation by the U.S., Great Britain and Canada of the Combined Copper Committee was announced in London and Washington on February 10, 1943. The Committee was established by joint action of the Combined Production and Resources Board and the Combined Raw Materials Board following a preliminary survey by staffs of the two Boards of the copper situation in the three countries.

PURPOSE:

The Committee was set up to evaluate the combined copper supply and requirements position of the United States, Great Britain and Canada, and to recommend the ways by which the copper resources and copper fabricating capacities of the three nations could be utilized to the best advantage in war production.

ACTIVITIES:

The Committee has given particular attention to the matters of supply, stocks and requirements for copper, and also to the problems arising from the substitution of steel for copper in ammunition.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Great Britain, *Ministry of Production*, Industrial Information Division. Release 24. Feb. 10, 1943

Keessing's Contemporary Archives, 1943 p. 5610 F.

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COMBINED FOOD BOARD

South Building, Dept. of Agriculture, 14th & Independence Ave., S. W. Washington, 25, D. C.

Members:	Canada Great Britain United States	Chief Representative:	J. G. Gardiner Maurice I. Hutton Marvin Jones
Chairman:	Claude R. Wickard	Secretary:	Arthur T. Thompson

CREATION AND AUTHORITY:

The creation of the Combined Food Board was authorized by President Roosevelt and Prime Minister Churchill jointly on June 9, 1942. Canada was admitted to full membership on October 29, 1943.

PURPOSE:

The Combined Food Board was set up to plan and expedite the utilization of the food resources of the United Nations.

ACTIVITIES:

The Board considers, investigates and formulates plans relating to the supply, production, transportation, disposal, allocation, or distribution, in or to any part of the world, of foods, agricultural materials from which foods are derived, and equipment and non-food materials ancillary to the production of such foods and agricultural raw materials. It does not assume authority for operating responsibility or for implementing its recommendations by member governments.

The Board's principal instrument in London is the London Food Council which is responsible for putting before the Board a complete program of supplies and requirements for the British Empire (except Canada) and in some cases for other countries in the Eastern Hemisphere. In the case of Canada, the work of the Board is integrated with that of the *Inter-departmental Committee on Food Requirements in Ottawa*.

Three standing committees on general questions were established by the Board to carry on its work dealing respectively with area questions, commodity questions and statistics and surveys. Standing committees on special commodities deal with: Beans and peas, cereals, citric and tartaric acid, coffee, cocoa and spices, dairy and poultry products, essential oils, fats and oils, feeds, fishery products, fruits and vegetables, meat and meat products, rice, seeds, sugar, tobacco and vitamins. Committees have been set up in London on tea, and British agricultural production. In addition there are two joint commodity committees, one on fertilizers (with the *Combined Raw Materials Board*) and one on Agricultural and food machinery (with the *Combined Production and Resources Board*), Representatives of other United Nations are members of certain of the commodity committees.

A special joint committee was set up by the Board in May, 1943 to consider and compare prewar, present and prospective food consumption levels in the United States and the United Kingdom. The Committee has issued two reports.

Combined Food Board (2)

ACTIVITIES: (Cont'd.)

Measures concerned with the feeding of civilians in liberated areas are also considered by the Board.

On January 19, 1945, the President of the U. S. and the Prime Ministers of Great Britain and Canada announced their decision to maintain the Combined Food Board until the end of the Japanese war.

REPORTS AND PUBLICATIONS:

Food consumption levels in the United States; Canada and the United Kingdom. Report of a Special Joint Committee set up by the Combined Food Board. Issued by U. S. Dept. of Agriculture, War Food Administration. Washington, D. C. Govt. Print. Office, April 1944. Pub. in Canada by the King's Printer, in the United Kingdom by H. M. Stationery Office.

-- Second report. December 1944.

REFERENCES:

White House Press Release, June 9, 1942

Dept. of State Bulletin, v.8, no.186, Jan. 28, 1945, p.119-121.

OWI Press Releases, Aug. 21; Sept. 19 and 28; Nov. 16; Dec. 3, 1942

U.S. Government Manual, Summer, 1944

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COMBINED PRODUCTION AND RESOURCES BOARD

Social Security Building, Washington 25, D.C.

<i>Members:</i> Canada	<i>Chief Representative:</i> C. D. Howe, Minister of Munitions and Supply
Great Britain	Oliver Lyttelton, Minister of Production
	Sir Henry Self, British Representative in Washington
United States	J. A. Krug, Chairman, War Production Board

Departments and Organizations represented on the Board: The Combined Chiefs of Staff, U.S. Navy and War Departments, British Admiralty Delegation, British Army Staff

Secretaries: Stanley L. Phraner (U.S.)
P. Hayward (Gt. Brit.)

London Committee:

<i>Members:</i> Great Britain	Oliver Lyttelton
United States	Harry Hawkins (pro tem)

CREATION AND AUTHORITY:

The creation of the Combined Production and Resources Board was announced by the U.S. President and the British Prime Minister on June 9, 1942. On November 10, 1942, by agreement between the U.S. President, the British and Canadian Prime Ministers, the Board was expanded to include a Canadian member.

PURPOSE:

The Board was set up a) to combine production programs of the U.S., Great Britain and Canada into a single integrated program, adjusted to the strategic requirements of the war as indicated to the Board by the Combined Chiefs of Staff, and to all relevant production factors; b) to assure the continuous adjustment of the combined production program to meet changing military requirements.

ACTIVITIES:

The Combined Production and Resources Board takes into account the need for maximum utilization of the productive resources available to the United States, the British Commonwealth of Nations and the United Nations, the need to reduce demands on shipping to a minimum, and the essential needs of the civilian population. It operates primarily through existing agencies and was intended to provide a focal point at which effective decisions could be taken in the production field, and from which could be initiated combined action between the appropriate national, or other combined agencies. The decisions of the Board take the form of instructions and recommendations to other Combined Boards and national agencies. These are carried out less by virtue of the authority of the Board as such than by the authority of the members of the Board as heads of central production agencies in their own countries.

Combined Production and Resources Board (2)

ACTIVITIES: (Cont'd.)

The Board operates from Washington, and there is also a *London Committee* which was set up to deal with those aspects of its work which are most conveniently handled in London. Standing committees have been established in Washington to deal with specific supplies, such as engines, machine tools, medical supplies, public utilities, textiles, tires and tubes, transportation equipment and trucks. Certain committees have been set up in London, for example there is a London Coal Committee and an Anglo-American Conservation Committee. Where there is no committee in London corresponding to that in Washington, the work is carried out by informal meetings. Coordination of British Commonwealth requirements of non-munitions is first effected through the *Commonwealth Supply Council in London*.

The following combined committees have been created in Washington to carry on the work of the Board: Combined Agricultural and Food Machinery, joint with the Combined Food Board; Combined Aluminum and Magnesium (q.v.); Combined Coal Committee; Combined Conservation Committee; Combined Copper Committee (q.v.); Combined Footwear, Leather and Hides Committee; Combined India Area Committee and Combined Steel Committee (q.v.) all joint with the Combined Raw Materials Board. Under the Combined Coal Committee is the Coal Mining Machinery Sub-Committee, and under the Combined Footwear, Leather and Hides Committee, the Boot and Shoe, and the Hides and Leather Sub-Committee.

Upon recommendation of the Combined Production and Resources Board, the Combined Chiefs of Staff approved the setting up of the Combined Shipbuilding Committee with representatives of the U.S. Navy and War Departments, Maritime Commission and War Production Board, the British Admiralty, the Canadian Navy and Department of Munitions and Supply.

During the first year of its existence, the Board was largely occupied with emergency problems arising out of serious shortages in munitions production. The operations of the Board are constantly being varied to meet changing conditions and although deficits are still a problem, they are not so large or so prevalent as formerly. Consequently the attention of the Board is being increasingly directed to: a) the tight position in textiles, coal, tires and tubes and a few other supplies; b) the prospect of substantial relief requirements in European liberated territories; c) the possible increase of non-war output, specifically reconversion timing after the defeat of Germany.

Both the Combined Production and Resources Board and the Combined Raw Materials Board submitted reports to UNRRA at the Montreal Conference in September 1944. The Board had already received from the military authorities programs of their relief requirements from N.W. Europe, Italy and the Balkans for the period of military responsibility.

The Combined Production and Resources Board has established a Central Section to coordinate relief questions and to maintain contact with the national agencies concerned with supply and procurement in the U.S., Great Britain and Canada.

In December 1943, the Board formed its Public Utilities Committee to assemble all pertinent facts and to recommend to the Board such action as may be advisable concerning requirements, supplies, and production of equipment to re-establish electric, gas and water services in liberated and conquered areas. In January 1944, the Board formed its Textile Committee to work in cooperation with the competent authorities in each of the United Nations, to survey wartime and relief requirements and relate them to productive capacity. In August 1944, the Board set up its Transportation Equipment Committee to survey the rail, port and inland waterway transportation needs in liberated areas during the relief period. This Committee cooperates closely with national military and civilian agencies dealing with requirement and procurement of transporta-

Combined Production and Resources Board (3)

ACTIVITIES: (Cont'd.)

tion equipment in their respective countries and receives and considers reports from the various Allied countries and from UNRRA.

On January 19, 1945, the U.S. President and the Prime Ministers of Great Britain and Canada announced their decision to maintain the Combined Production and Resources Board until the end of the Japanese War.

REPORTS AND PUBLICATIONS:

Report of the work of the CPRB, issued by Mr. Donald Nelson, Mr. Oliver Lyttelton and Mr. C. D. Howe at the conclusion of the Board's second year of operation. Washington, Govt. Print. Off., August 1944.

Report to U.S., Canadian and United Kingdom members of the Council of the UNRRA. Montreal, Canada, September 19, 1944 (Council II, Document 73, PR(44)14)

Combined Production and Resources Board. Organizational directory as of February 1, 1945. Washington, D.C., Social Security Building, 1945.

REFERENCES:

U.S. Government Manual, Summer 1944

OWI Releases, June 9; July 5; July 24; Aug. 9; Nov. 4, 10, 11, 16, 1942

Dept. of State Bulletin, v. 6, no. 155, June 13, 1942, p. 535; v. 8, no. 186, Jan. 16, 1943, p. 67-68; v. 10, no. 241, Feb. 5, 1944, p. 158; v. 12, no. 292, Jan. 28, 1945, p. 119-121

Foreign Commerce Weekly, v. 18, no. 1, Dec. 30, 1944, p. 39

Foreign Policy Report, v. 18, no. 8, July 1, 1942, p. 94-107

Business Week, Jan. 29, 1944, p. 55-80

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COMBINED RAW MATERIALS BOARD

Social Security Building, Fourth St. & Independence Avenue, S.W. Washington, D.C.

Members: Great Britain
United States

Chief representatives: Sir Henry Self
William L. Batt

CREATION AND AUTHORITY:

The setting up of the Combined Raw Materials Board was announced by the U.S. President and the British Prime Minister on January 26, 1942.

PURPOSE:

The Combined Raw Materials Board was established with the following objectives: 1) to plan the best and speediest development, expansion and use of the raw material resources under the jurisdiction or control of the two Governments, and to make the recommendations necessary to execute such plans; such recommendations shall be carried out by all parts of the respective Governments; 2) In collaboration with other of the United Nations, to work toward the best utilization of their raw material resources, and, in collaboration with the interested nation or nations, formulate plans and recommendations for the development, expansion, purchase or other effective use of their raw materials.

ACTIVITIES:

The Board exercises its authority through recommendations to the departments and agencies of the U.S. and British Governments already responsible for the supply and distribution of raw materials within their fields. The Board reviews the supply and requirements position of the United Nations for the major critical and essential raw materials, adjusts the day-to-day raw materials problems which have been referred to it by the U.S., Great Britain or others of the United Nations, or initiated by the Board itself, and coordinates the views of the U.S. and Great Britain on the raw materials aspects of negotiations with third Powers.

Standing machinery for maintaining regular contact with the various agencies concerned with the supply and control of raw materials is provided through the *Advisory Operating Committee* of the Board. This Committee serves as a central clearing house and represents the departments and agencies which will actually do the work. It secures advance discussions and agreement about all the detailed problems likely to arise before the Board makes formal recommendations. In this way it has been possible to solve a great proportion of day-to-day problems by agreeing informally on a combined course of action, without recourse to formal recommendation by the Board. The Chairman is Mr. E. Browning, Jr., and the secretary, Mr. Keith Johnson.

A *Combined Exports Markets Committee*, consisting of representatives of approximately the same agencies as are represented on the Board's Operating Committee with the addition of the British Board of Trade, was set up under the auspices of the Combined Raw Materials Board with Mr. H.C. Sykes acting as chairman. The function of this Committee was to watch over the export programs of the two countries for certain scarce materials to ensure that the requirements of the exporting countries are as far as possible met, but on a carefully controlled assessment of essential needs comparable to that obtaining in the U.S. and Great Britain. On this basis the Committee agreed upon joint export programs in the light of other factors involved - shipping, labor, political and financial considerations, maintenance of normal channels of trade, etc. The Committee is no longer in existence.

Combined Raw Materials Board (2)

ACTIVITIES: (Cont'd.)

The Board has set up Committees in Washington to deal with the following: rubber (joint with the Office of Rubber Director); fertilizers (joint with the Combined Food Board); steel; copper; aluminum and magnesium; conservation; coal; footwear, leather and hides (all joint with the Combined Production and Resources Board).

Canada's interests are represented on the Board by the U.S. member, but the coordination of British Empire (other than Canadian) requirements is handled through the Commonwealth Supply Council in London.

Toward the end of 1943 the Board, in common with the other Combined Boards widened its function to include responsibility for making such allocations as might be necessary to meet the raw materials requirements, both civilian and military, in liberated territories.

The improving supply position of some raw materials brought before the Board a new range of problems, in assessing the extent to which conservation measures could be relaxed or production cut back. For some materials it was possible to reduce the extent of the Board's activities, but an over-all review of the supply and requirements position is maintained.

On January 19, 1945, the U.S. President and the Prime Ministers of Great Britain and Canada announced their decision to maintain the Board until the end of the war with Japan.

REPORTS AND PUBLICATIONS:

Report on the work of the Combined Raw Materials Board to January 26, 1943. Issued by Ministry of Production. London, H.M. Stationery Office, 1943.

Second annual report on the work of the Combined Raw Materials Board to January 26, 1944. Issued by Ministry of Production. London, H.M. Stationery Office, 1944.

First annual report concerning the work of the Board during its first year of operation, ended January 26, 1943. Washington, Govt. Print. Off., 1943.

Second annual report concerning the work of the Board during its second year of operation ended January 27, 1944. Washington, Govt. Print. Off., 1944.

REFERENCES:

Reports listed above.

OWI Releases, Feb. 12; March 27; September 13. and 27; Oct. 4 and 28; Dec. 27, 1942.

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COMBINED RUBBER COMMITTEE

New Municipal Building, Washington, D.C.

Members: Great Britain
United States

Representatives: Douglas Campbell (Exec. Secretary)
R. A. Gordon
James F. Clarke

CREATION AND AUTHORITY:

The Combined Rubber Committee was created on February 16, 1943 by the Combined Raw Materials Board and works jointly with the Office of Rubber Director. It was authorized to obtain, assemble and coordinate information on requirements and supplies of crude and synthetic rubber.

PURPOSE:

The object of the Combined Rubber Committee is to assure the most economical use of available supplies under a distribution system based on needs and production programs.

ACTIVITIES:

The Combined Rubber Committee advises the Combined Raw Materials Board on suggested allocations between the United Nations.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

OWI Release. March 22, 1943
Keesing's Contemporary Archives, 1943, p. 5806 B

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COMBINED SHIPPING ADJUSTMENT BOARDS

Department of Commerce Building
Washington 25, D.C.

Ministry of War Transport
Berkely Square, London W.1

Members: Great Britain London Board *Chief Representatives:* Lord Leathers
Thomas C. Blaisdell (U.S.)
United States Washington Board Admiral Emory S. Land
W.O. Hart (Great Britain)

CREATION AND AUTHORITY:

The Combined Shipping Adjustment Boards were set up by a joint decision of the British Prime Minister and the President of the U.S. and their creation announced on January 26, 1942.

PURPOSE:

The purpose of the Boards is to pool the shipping resources of the U.S. and Great Britain "in order to adjust and concert in one harmonious policy" the work of the British Ministry of War Transport and the U.S. War Shipping Administration.

ACTIVITIES:

The work of the Boards affords a remarkable example of efficient world-wide planning and international cooperation. They coordinate the activities of the U.S. and British agencies concerned with shipping according to a common plan, but each administration remains responsible for the movement of all shipping under its control. The Boards establish the principles pursuant to which programs for the use of available tonnage are to be prepared; integrate the programs prepared by the U.S. War Shipping Administration and the British Ministry of War Transport for the areas for which they are respectively responsible; make transfers of tonnage when necessary between the pools of tonnage administered by the Ministry of War Transport and the War Shipping Administration; provide a medium for the constant interchange of statistical and other information; advise the other Combined Boards and bodies, and the U.S. and British services and supply departments as to the tonnage which is available and the competing demands upon it, and suggest ways and means whereby they can assist in its most effective employment; and confer with representatives of the Governments of the other United Nations from time to time as may be necessary to attain common purposes and provide for the most effective utilization of their joint shipping resources in the war effort.

The Board controls the distribution not only of the British and American fleets but the chartered fleets of others of the United Nations, particularly those of the Netherlands and Norway. The Boards have made a major contribution to the outwitting of the U-Boat campaign by assuring the fullest and most efficient use of all the ships at the disposal of the United Nations independently of which nation they may belong to.

The London Board has sponsored the establishment of the Shipping Space Economies Committee and the Programs Fulfillment (Returns) Committee both of which report to it.

The Boards have sent out a Combined Mission to study port problems in certain areas, chiefly within the Indian Ocean.

Combined Shipping Adjustment Boards (2)

ACTIVITIES: (Cont'd.)

The *Combined Shipbuilding Committee* was established by the Boards in the early part of 1943.

The Committee provided an agency for the exchange of technical information and has facilitated the standardization and rationalization of the shipbuilding programs of the U.S., Great Britain and Canada. The *Combined Tankers Committee* set up in 1942 continues to act as an agency for the exchange of information on tanker capacity and utilization.

REPORTS AND PUBLICATIONS:

None have been published

REFERENCES:

U. S. Government Manual, Summer, 1944

Keesing's Contemporary Archives, 1942, p.5001 A

Reports to executives: Economic High Command. Business Week, Jan. 29, 1944, p.55-80

British Export Gazette, January 1945.

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COMBINED STEEL COMMITTEE

Social Security Building, Washington 25, D.C.

<i>Members:</i>	Canada	<i>Representatives:</i>	James Morrow
	Great Britain		D. S. Wood
	United States		A. McDougall
			Douglas Campbell
			Hiland G. Batcheller, Chairman
			R. Collin-Smith
			W. A. Janssen
			L. H. Cristen
			Charles E. Gamper
	<i>Secretary:</i> Robert Mayer		
	(Inactive)		

CREATION AND AUTHORITY:

The creation of the Combined Steel Committee by the Combined Resources and Production Board and the Combined Raw Materials Board was announced in London and Washington on December 15, 1942. The establishment of the Committee followed a visit made by an American steel mission to Great Britain under the auspices of the Combined Production and Resources Board.

PURPOSE:

The object of the Committee is to recommend ways and means of increasing steel output and obtaining the most efficient possible use of steel in the war production programs of the U. S., Great Britain and Canada.

ACTIVITIES:

The steel production and munitions-making facilities of the three countries represented were considered by the Combined Steel Committee "as though they were one single unit to the end that the maximum impact of weapons of war can be brought against the enemy".

Instructions given to the Committee were: 1) to obtain, assemble and coordinate information on iron ore and scrap, iron and steel production, and requirements of iron and steel of the United Nations in such form as will enable the supply and requirements position to be kept continuously under review by both Boards; 2) to consider and make recommendations on the means of increasing production and improving the efficiency of the use of steel and distribution facilities in the United Nations including facilitating the exchange of technical information, information on trade practices and on measure of conservation and limitation of use; 3) to consider and make recommendations on unified systems of definitions and terminology; 4) to undertake such special inquiries as may be directed by either Board; 5) to recommend as necessary any action which should be taken by either Board to adjust supplies and requirements to one another.

Three sub-committees dealing with definitions, supply and requirements, and technical processes were set up by the Committee.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Keesing's Contemporary Archives, 1942, P.5517 A
OWI Release. December 15, 1942

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CONFERENCE OF ALLIED MINISTERS OF EDUCATION

3 Hanover Street,
London, W.1

Members: Belgium, Czechoslovakia, France, Great Britain, Greece, Luxembourg, Netherlands, Norway, Poland, Yugoslavia.

Observers: Australia, Canada, China, India, New Zealand, South Africa, Union of Soviet Socialist Republics, United States.

Chairman: Rt. Hon. R.A. Butler (British Minister of Education)

CREATION AND AUTHORITY:

The Conference of Allied Ministers of Education was first called together in October 1942 at the invitation of the British Council which is the agency of the British Government responsible for cultural relations with other countries.

PURPOSE:

The Conference was set up to exchange views on educational questions affecting the Allied countries of Europe, and Great Britain both during the war and in the postwar period, and to assess what help would be needed to restore the educational systems of the occupied countries. It became apparent that the problems being discussed extended beyond Europe, and affected the United Nations, as a whole, and the United States, the USSR, the British Dominions and India therefore participated by sending observers.

ACTIVITIES:

The Conference has held regular bi-monthly meetings, the 16th meeting being held on March 7, 1945. The work of the Conference has been focused on practical problems of educational rehabilitation and consists primarily of making plans for securing materials which will make it possible for the liberated European countries to reopen their schools and universities. The Conference has not given consideration to the question of control and reform of education in enemy countries, nor has it been disposed to attempt any control of education in the participating countries. Seven Commissions have been set up by the Conference to carry on its work:

Commission on Cultural Conventions. Chairman: M. Jules Hoste (Belgium). The Commission, appointed on January 19, 1943, drafted a Model Cultural Convention and submitted a report which was adopted at the May, 1943 meeting of the Conference. The report was circulated for the information of the governments concerned.

Commission on Books and Periodicals. Chairman: Prof. Ernest Barker (Great Britain). This commission was appointed in January 1943 to plan the supply of British books and periodicals for the occupied countries after the war. It also encourages the production of certain books, especially in the field of history for general educational use by the member nations. An Inter-Allied Book Centre (3-5 Salisbury Square, London, E.C.4) for housing accumulated stocks of the books and periodicals collected for use after the war was opened in London in September, 1944. The director of the Centre is Mr. B.M. Headicar. The Centre has a capacity of 1,400,000 volumes and was formed with the help of the Library Association, other interested bodies and the Commission.

Conference of Allied Ministers of Education (2)

ACTIVITIES: (Cont'd)

Commission on Scientific and Laboratory Equipment. Chairman: Dr. E.F. Armstrong (Great Britain). The Commission was set up on July 27, 1943, and is obtaining information and making estimates of the scientific and laboratory equipment which will be needed in trade and craft schools, in technical and professional colleges, and in research institutions.

Commission on Broadcasting, Films and Similar Aids. Chairman: Dr. Juraj Slavik (Czechoslovakia). This Commission, appointed July 27, 1943, has undertaken to prepare the frame work for an increased use of radio and motion pictures and other aural and visual aids in the schools of post-war Europe.

Commission on Basic Scholastic Equipment, Chairman: Dr. Alf Sommerfelt (Norway). The Commission has defined a minimum standard unit for estimating the need of such supplies as pens, pencils, slates, paper, textbooks, etc. and has considered various ways by which this need can be met.

Commission on the Protection and Restitution of Cultural Material. Chairman: Prof. Paul Vaucher (France). The Commission is concerned with the problem of recovering and restoring to their rightful owners objects of art and archives looted by the Axis from European museums, art galleries, and archives.

At this meeting on March 7, 1945, the Conference was informed that a new commission has been formed "to collect information from liberated countries and elsewhere about educational needs of and work being done for children and young people requiring special educational treatment; to make necessary contacts with other bodies engaged in similar activities and make recommendations to the Conference as to how information can best be made available and assistance given if desired by the Allied governments".

The Commissions are only a part of the machinery of the Conference; they make exploratory studies and recommend action. Decisions on action and policy are made by two higher units: the Conference body itself and the *Inter-Allied Bureau* which is the executive branch of the Conference and which was created in October, 1943. It meets bi-weekly under the chairmanship of M. Jules Hoste, and its purpose is to take practical action to put into effect the recommendations of the Commissions.

An important function of the Conference of Allied Ministers of Education is to act as a clearing house for the work on educational reconstruction which is being carried on in Great Britain by various unofficial organizations and groups of experts, both British and international, which are studying the subject. The Conference has also been of assistance in problems such as the education of child refugees from occupied Europe, the provision of facilities for Allied nationals to study at British universities and the organization of special courses of training for Allied nationals who intend to return to their own countries as soon as they are liberated, either as teachers or as relief workers, etc.

For a considerable period members and observers of the Conference have been interested in the founding of a permanent United Nations Organization for Educational and Cultural Reconstruction. A tentative draft constitution for such an organization was prepared in April, 1944 and has been submitted to the 44 United and Associated Nations - including the U.S. - for study and comment. After it has been approved by as many as 20 countries the draft constitution will be considered in the light of the amendments proposed by the agreeing nations and a final form agreed upon for submittal to the different governments for official action. At the January 1945 meeting of the Conference 17 nations submitted comments on the tentative Draft Constitution. At the meeting on March 7th, it was stated that there was a possibility that the proposals for a final constitution of the new organization might be announced at the next meeting.

Conference of Allied Ministers of Education (3)

REPORTS AND PUBLICATIONS:

Inter-Allied Book Centre. London, 1944. 4 p.

REFERENCES:

Conference of Allied Ministers of Education, by Ralph E. Turner and Hope Sewell French. Dept. of State Bulletin, v. 11, no. 282, Nov. 19, 1944, p. 602-605.

Reprinted as Dept. of State Publication 2221, Conference Series 59.

Hansard, H.o.C., v. 406, no. 14, Dec. 21, 1944, col. 85.

New York Times, Dec. 3, 1944.

International cultural cooperation: I. United Nations Educational Organization, by Dr. Juraj Slavik. The Spirit of Czechoslovakia, v. 5, no. 4 (January 1945?)

Keesing's Contemporary Archives, 1943, p. 6036 A; 1944, p. 6450 B.

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EASTERN GROUP SUPPLY COUNCIL

Simla, India

Members: Australia, Great Britain, Netherlands East Indies, New Zealand, South Africa.

Chairman: J.F. Harrison (Great Britain)

CREATION AND AUTHORITY:

The Eastern Group Supply Council was set up in January 1941, following the recommendations of the Delhi Conference in October 1940 which was attended by the delegates of all British nations and dependencies east of Suez. After a review of the situation in the Far East, it was agreed in 1943 that the Council should continue as a "shadow body" until the reoccupation of the Far East, and that a small Ministry of Supply Mission should take over the ordinary work of the Council, and in close conjunction with the Central Provision Office, should fulfill the allocation functions previously carried out by the Council.

PURPOSE:

The purpose of the Eastern Group Supply Council was to ensure that the fullest possible use was made of the Eastern Group's countries' resources - except for food, oil and gasoline - in meeting the requirements of military theaters in that zone.

ACTIVITIES:

The Delhi Conference created two permanent organizations, one military and one civil. The Army body is the *Central Provision Office* established in March 1941, and the civil body, the *Eastern Group Supply Council*. The Central Provision Office had to see to the requirements of all military stores, except food, oil and gasoline, throughout the Eastern area, and the Eastern Group Supply Council was set up to meet these demands as far as possible from available resources in the countries within the Group area.

The Council collected information about the actual and potential productive capacities of the countries under its control and arranged for new production through the supply departments of these countries. Moreover, it made recommendations with regard to materials needed for the local manufacture of military equipment and helped formulate decisions as to which materials should be allocated to which country or territory. Unlike the Middle East Supply Centre, the Council devoted its attention primarily to military materials. In connection with those needs which could not be met locally, the Council made appropriate arrangements with agencies in other areas.

Loss of territories in the Far East and the repercussion of the Japanese war on Australia and New Zealand, whose own requirements greatly reduced the contribution that they could make to meet the needs of theaters elsewhere in the Group, had a restrictive effect upon the Supply Council's activities, and furthermore, the knowledge and experience of Group countries' capacities which had been gained since the Council's inception made it unnecessary to continue the somewhat elaborate system of allocation whereby orders to meet requirements were assigned to Group countries.

The Central Provision Office under Ministry of Supply Mission guidance now allocates demands.

Eastern Group Supply Council (2)

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Planning; PEP Broadsheet, no. 195, Oct. 27, 1942, p. 10-11

Keesing's Contemporary Archives, 1941, p. 4424; 4889; 1943, p. 5807

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EMERGENCY ADVISORY COMMITTEE FOR POLITICAL DEFENSE

Calle de la Convencion 1400, Montevideo, Uruguay.

Members:	Brazil	Pedro G. Monteiro	United States	Carl B. Spaeth
	Chile	Alfredo R. Mac-Iver	Uruguay	Alberto Guani
	Mexico	Mariano A. del Castillo	Venezuela	Eduardo A. Lameda
	Peru	Ricardo B. Aizcorbe		

Chairman: Alberto Guani

CREATION AND AUTHORITY:

The Ministers of Foreign Affairs of the American Republics, at their third meeting, held in Rio de Janeiro in January 1942, provided (in Resolution XVII) that "the Governing Board of the Pan American Union shall elect prior to March 1, 1942, a committee of seven members to be known as 'The Emergency Advisory Committee for Political Defense.'"

PURPOSE:

The Committee was created to study, coordinate, and suggest measures to combat the political warfare of the Axis.

ACTIVITIES:

Although it has only seven members, the Committee represents and acts on behalf of, the twenty-one American republics. It is the first inter-American body of limited membership to represent the entire community.

It held its first session at its permanent headquarters in Montevideo on April 15, 1942, and has been in almost continuous session since then.

By June 1943, it had submitted 21 programs of action to the governments. These programs were the result of studies and reports by subcommittees, and of information furnished by liaison officers in each of the capital cities. The programs took into account the legislative and administrative machinery of each country. They added to this machinery the urgent suggestions and plans of action made necessary by the Axis attacks.

The programs gave specific information and advice on the following points: The control of dangerous aliens; Regulating entrance and exit, and preventing the secret crossing of borders; Protecting vital information; Forestalling acts of sabotage and espionage; Preventing the spread of Axis propaganda. The programs did not take the form of draft laws or decrees. They did provide, in detail, the basis for such laws.

The Committee then began its follow-up work of learning how the plans applied and what use was being made of them. A series of visits was made by members of the Committee to its liaison officers and to the local committees established to help them. These visits were informal, and resulted in exhaustive discussions of local problems. The material gathered was later presented in confidential memoranda to the governments concerned.

When the Government of Bolivia was overthrown in December 1943, the Committee at once adopted a resolution providing that "for the duration of the war the American republics agree not to

Emergency Advisory Committee For Political Defense (2)

ACTIVITIES: (Cont'd.)

accord recognition to any new government established by force, prior to full exchange of information...among themselves..." The governments promptly accepted this resolution. A few days later, the Committee proposed a second resolution, providing that the usual diplomatic channels be used for the necessary consultation; and this too was accepted. That procedure, advised by the Committee, was used later in the cases of Argentina, Ecuador, El Salvador, and Guatemala.

In the winter of 1942-43, the Committee published substantiated proof of the existence of a Nazi spy network operating from headquarters in Chile and Argentina, naming the agents, the role of the diplomats, and the system of communications they used.

The Emergency Advisory Committee for Political Defense is a blue-print for organizations which may well continue the peace-time defense of the Western Hemisphere.

REPORTS AND PUBLICATIONS:

First and Second Annual Reports. 1942/43, 1943/44

REFERENCES:

Documents on American foreign relations, ed. by Leland M. Goodrich and Marie G. Carroll.

1942-1943. World Peace Foundation, Boston, 1944.

Inter-American affairs; annual survey, ed. by A.P. Whitaker. 1942, 1943 Columbia University Press, New York, 1943, 1944

Bulletin of the Pan American Union, v.77, no. 10, October 1943, p. 551-555

American Journal of International Law, v.38, no. 2, April 1944, p. 218-241

Dept. of State Bulletin, v.12, no. 289, Jan. 7, 1945; no. 290, Jan. 14, 1945.

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EUROPEAN ADVISORY COMMISSION

Lancaster House, London, S.W.1

Members: France
United Kingdom
USSR
United States

Representative: Rene Massigli
Sir William Strang
Feodor Gusev
John G. Winant

CREATION AND AUTHORITY:

The creation of the European Advisory Commission was announced in an Anglo-Soviet-American Communiqué November 1, 1943 after the Moscow Conference of the Foreign Secretaries of the three Powers from October 19 to 30, 1943.

PURPOSE:

The European Advisory Commission was set up to ensure the closest cooperation between the three Governments in the examination of European questions arising as the war develops. For this purpose the Commission studies these questions and makes joint recommendations to the three Governments.

ACTIVITIES:

The Commission's sessions are held in secret, and only the broad outlines of its decisions are published from time to time, lest their plans be distorted by enemy propaganda. The first meeting was held in London on December 15, 1943, and between then and March 29, 1944, another five had been held.

The Commission's task is threefold: to settle actual armistice terms for Germany, to arrange for the subsequent military occupation of Germany and to plan in general the long-term post-war treatment of Germany. On the latter, proposals have been submitted by the smaller Allied countries and the Commission will reconcile divergent proposals and integrate them into the final plan.

On November 11, 1944, the Provisional Government of France was invited to become a full and permanent member of the Commission.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Dept. of State Bulletin, v.9, no.228, Nov. 6, 1943, p. 308
Hansard, H.O.C., March 20; March 29, 1944; Feb. 14, 1945
Christian Science Monitor, May 11, 1944

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INFORMAL INTER-ALLIED COMMITTEE ON THE FUTURE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE

London

Members: Great Britain

Belgium
Canada
Czechoslovakia
France

Greece
Luxembourg
Netherlands
New Zealand
Norway
Poland

Yugoslavia, while not a member, asked to be kept informed of its work and has received all minutes.

Representative: Sir William Maikin, Chairman
G.G. Fitzmaurice, Secretary
Georges Kaeckenbeeck
D. M. Johnson
Frantisek Havlicek
René Cassin
A. Gros
C. Stavropoulos
Georges Schommer
E. Star-Busmann
R.M. Campbell
Erik Colban
Bohdan Winiarski

CREATION AND AUTHORITY:

Early in 1943 the British Government suggested the formation of a committee of experts in the service of certain Allied Governments temporarily domiciled in London to consider the question of the Permanent Court of International Justice, the experts acting purely in their personal capacity and not in the name of their Governments.

PURPOSE:

The object of the Committee was to produce a report on the future of the Permanent Court of International Justice or an International Court in some form, its future organization and working. The report was to be of assistance to the United Nations, but not binding on the Governments represented on the Committee.

ACTIVITIES:

The Committee first met on May 20, 1943, and after 18 further meetings published its report. The report recommended that the Statute of the Court be retained as the general structure of the future Court; that a new international agreement on the Court be concluded; that the existing connection between the Court and the League of Nations be discontinued and be not replaced by an organic connection with any new International Organization. It also defined the qualifications and nationality, the number, the period of appointment and the calling in of supplementary Judges to the Court and made recommendations on the method of nominating Judges, on the calling of advisory opinions and on procedure. Finally, the report recommended that the Court's finances should be placed on a self-contained basis.

REPORTS AND PUBLICATIONS:

Report of the Informal Inter-Allied Committee on the future of the Permanent Court of International Justice, 10th February, 1944. London, H.M. Stationery Office, 1944. (Cmd. 6531) Miscellaneous no.2 (1944)

REFERENCES:

Hansard, H.O.C. June 14 and July 7, 1944.

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INTER-ALLIED COMMITTEE OF EXPERTS ON ACTS OF DISPOSSESSION

London

Parties to the Declaration, January 5, 1943: Australia, Belgium, Canada, China, Czechoslovakia, French National Committee, Great Britain, Greece, India, Luxembourg, the Netherlands, New Zealand, Norway, Poland, South Africa, Union of Soviet Socialist Republics, United States, Yugoslavia.

CREATION AND AUTHORITY:

On January 5, 1943 the Inter-Allied Declaration against Acts of Dispossession Committed in Territories under Enemy Occupation or Control was made by the above countries. Following the Declaration, a committee of experts was established by the Governments concerned.

PURPOSE:

The Committee of experts was set up to consider: 1) the nature and scope of the legislation of the Governments of the occupied territories, and 2) the methods of dispossession in the occupied countries.

ACTIVITIES:

The Declaration of January 5, 1943 covers not merely pseudo-legal transfers but also looting or plunder or possibly even certain forms of requisitioning. The full range of its application remains to be worked out in the light of what is ultimately discovered to have taken place.

The Committee studied existing legislation of the Allied Countries concerned for the purpose of invalidating "transfers of, or dealings with, property, rights and interests of any description whatsoever which are or have been situated in the territories under the occupation or control, direct or indirect, of the Governments with which [the Allied countries] are at war, or which belong, or have belonged, to persons (including juridical persons) resident in such territories". The Committee was also asked to receive and collect information upon methods of dispossession adopted by enemy Governments and their adherents.

The Committee met a number of times and completed by July 5, 1943 a confidential interim report on point 1) of its terms of reference. Regarding point 2) a confidential list of subjects was drawn up and reports requested.

When the final report had been received from the committee of experts, the whole question was to be reviewed by the Governments making the Declaration, and other Governments of the United Nations were to be informed of the results of the inquiry.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Inter-Allied declaration against acts of dispossession committed in territories under enemy occupation or control... London, January 5, 1943. London, H.M. Stationery Office, 1943 (Cmd. 6418) Miscellaneous no. 1 (1943)
Hansard, H.O.C., April 7, 1943; July 1, 1943
Keesing's Contemporary Archives, 1943, p. 5543 and 5892
Dept. of State Bulletin. v. 8, no. 184, Jan. 9, 1943, p. 21

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INTER-ALLIED COMMITTEE ON POSTWAR REQUIREMENTS

Chairman: Sir Frederick Leith-Ross

Members (1943): Representatives from Belgium, Czechoslovakia, Great Britain, Greece, Luxembourg, the Netherlands, Norway, Poland, United States, Yugoslavia
Representatives of the High Commissioners for Australia, Canada, New Zealand, South Africa
The High Commissioner for India, and a representative of the French National Committee.

CREATION AND AUTHORITY:

The Inter-Allied Committee on Postwar Requirements was set up following the 6-point resolution adopted by representatives of the Allied Governments meeting at St. James's Palace, London, September 24, 1941.

PURPOSE:

The Committee was established to assemble information and formulate plans to secure food, raw materials and other articles of necessity for the postwar needs of countries liberated from the Nazis.

ACTIVITIES:

In accordance with the last point of the Resolution, the *Allied Postwar Requirements Bureau* (Chairman: Sir Frederick Leith-Ross) was set up by the British Government to act as secretariat to the Inter-Allied Committee on Postwar Requirements. It was composed of British personnel, assisted by Allied experts and reported its findings to the Committee for action. Until March 4, 1942, the Bureau was under the joint direction of the British Minister Without Portfolio and the Minister of Economic Warfare; after that date it was placed under the President of the Board of Trade.

The major task of the Committee was to assemble information, discuss, coordinate and plan appropriate action in connection with the estimates of the United Nations as to their postwar requirements.

Technical advisory committees were appointed in the following fields: agriculture, medical aid, nutrition, and inland transportation.

The *Technical Advisory Committee on Agriculture* was organized on December 19, 1941 with Sir John Russell as chairman. It produced several detailed reports on the probable postwar seed and livestock requirements of the occupied Allied countries of Europe. It studied the problems of agricultural production and labor. In 1942 the Committee initiated a special course for representatives of the Allied nations at the Cambridge School for Agriculture.

The *Technical Advisory Committee on Medical Supplies and Services* was created in November, 1942 with Dr. Melville Mackenzie as chairman and was composed of medical officers representing different countries. It drew up a basic list of drugs in terms of the quantities

Inter-Allied Committee on Postwar Requirements (2)

ACTIVITIES: (Cont'd)

required for each 100,000 persons. Sub-committees of experts were assigned to the following: drug and hospital requirements, laboratory equipment, tuberculosis, maternity and child welfare, malaria, typhus fever, typhoid fever, dysentery, cholera and diphtheria. The Committee made estimates on the medical requirements of Europe in connection with general medical practice, surgical and specialized hospitals, laboratories, the control of epidemics, maternity and child welfare, tuberculosis, ophthalmic work, radiology, and dentistry. Its estimates were prepared under different priorities in order to conform to the probable pattern of post-war relief. Along with the preparation of estimates the Committee investigated and planned the administrative steps required for the general reconstruction of the medical, public health and hospital services in the occupied countries and the control of typhus, malaria and other diseases which might exist in epidemic form.

The *Technical Advisory Committee on Nutrition* with E.F. Penrose as chairman, began its work in November, 1942. The major task of the Committee was to make recommendations as to the food which should be supplied to the liberated countries of Europe during the emergency period immediately following Allied victory. The Committee considered the special needs of each country and the peculiar circumstances affecting each. It also considered the requirements of a general nutritional level and worked out an emergency basic diet by means of which this level could be attained with the foodstuffs most likely to be available. The Committee also examined from the nutritional standpoint the estimates and priorities of food supplies likely to be needed and the priorities therein assigned.

The *Technical Advisory Committee on Inland Transport* was also set up in November 1942 with E.R. Hondelink as chairman. The chief function of this Committee was to advise on steps that would have to be taken in order to restore coastal vessels, canal boats, docks, harbors, inland waterways, highways, railroads, plane service, etc. and to estimate what facilities and equipment would be required.

In November 1943, with the establishment of UNRRA, the Committee and the Bureau ceased to exist. Most of their records were later transferred to the European Regional Office of UNRRA, while a certain number of officials became members of the UNRRA Council or were appointed on the staff of the European Regional Office. Sir Frederick Leith-Ross became Deputy Director-General for Administration of the European Regional Office.

The Technical Advisory Committee on Inland Transport, however, is continuing its activities as an independent body with a membership made up of representatives of Belgium, Czechoslovakia, France, Great Britain, Greece, Luxembourg, the Netherlands, Norway, Poland, the United States and Yugoslavia. Its address is: Berkeley Square House, Berkeley Square, London, W.1. The Committee has attached to it a small Secretariat provided by the British Foreign Office. The first meeting of the Committee as an independent body was held on November 18, 1944 and it has met regularly since that time.

REPORTS AND PUBLICATIONS:

Report to Allied Governments, June, 1943. Allied Postwar Requirements Bureau, Inter-Allied Committee on Postwar Requirements. 18 p. Mimeo. Presented to the Council of the United Nations Relief and Rehabilitation Administration, November 12, 1943.

Inter-Allied Committee on Postwar Requirements (3)

REFERENCES:

- Inter-Allied meeting held in London at St. James's Palace on September 24, 1941. Report of proceedings. London, H.M. Stationery Office, 1941. (Cmd. 6315) Miscellaneous no. 3 (1941)
- Gt. Brit. *Ministry of Information*. International reconstruction: Postwar relief and rehabilitation. [London] March 8, 1943.
- Surveys of research work. Reconstruction research conducted in Britain by the European Allies. Agenda, v.1, no.3, July 1942, p. 258-259.
- British reconstruction agencies. Planning, PEP broadsheet, no. 186, April 7, 1942, p.6.
- London Times, March 17, 1943.
- New York Times, March 20, 1943.

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INTER-AMERICAN DEFENSE BOARD

Federal Reserve Building, Washington, D.C.

Members: The 21 American Republics

Chairman: Lt. Gen. Stanley D. Embick

Secretary-General: Col. Lawrence Higgins

CREATION AND AUTHORITY:

The Inter-American Defense Board was established in accordance with Resolution XXXIX at the meeting of Ministers of Foreign Affairs at Rio de Janeiro, in January 1942.

PURPOSE:

The Board was set up to study and recommend to the Governments of the American Republics, measures necessary for the defense of the Western Hemisphere.

ACTIVITIES:

The Defense Board is composed of military and naval officers from all the American Republics, together with technical advisers and a permanent secretariat. It held its first meeting on March 30, 1942, and in the following 12 months it held 27 plenary meetings. During that period the Board transmitted 12 resolutions to the Governments of the American Republics. The subject most frequently discussed in them was that of air defense.

The Board undertook projects of a special nature, such as promoting the manufacture and delivery of U.S. Army training films in Spanish and Portuguese editions. At the invitation of the Mexican Government, a training film mission was sent to that country.

The main subjects of consideration by the Board are the coordination of defenses, war supplies for the American nations, supervision of communications, and protection of shipping. Its decisions and actions in these matters are not made public. Among the publications of the Board, however, is a Resolution and Report by its Committee on Inter-American Transportation. This record brought to light the deficiencies of the system, and made recommendations for its improvement.

The Governing Board of the Pan-American Union has recommended that the Inter-American Defense Board be continued after the war, on the assumption that some time will elapse before international stability is assured.

REPORTS AND PUBLICATIONS:

Brief summary of the first year's activities of the board by Col. Lawrence Higgins, Secretary General of the Board.

The Inter-American Defense Board; a summary of the Resolutions and background of the Board. English ed., July 1944; Spanish ed., Nov. 1, 1944.

REFERENCES:

U. S. Government Manual, Summer, 1944

Inter-American Affairs 1942; an annual survey, ed. by A. P. Whitaker, Columbia University Press, 1943

Foreign Commerce Weekly, v. 18, no. 5, Jan. 27, 1945, p. 10-11, 13 & 42

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INTER-AMERICAN FINANCIAL AND ECONOMIC ADVISORY COMMITTEE

Pan American Union, 17th and Constitution Avenue, Washington, D.C.

Members: The 21 American Republics - members of the Pan American Union

Chairman: Nelson A. Rockefeller (United States)

Vice-Chairman: Hector David Castro (El Salvador)

CREATION AND AUTHORITY:

The Committee was established in accordance with a resolution adopted at the First Meeting of Ministers of Foreign Affairs of the American Republics, held at Panama, September and October, 1939 which stated that an Inter-American Financial and Economic Advisory Committee be created. The Committee was installed at the Pan American Union on November 15, 1939. The Second Meeting of Ministers of Foreign Affairs of the American Republics held in Havana, Cuba, July, 1940, enlarged the functions of the Committee, and the Third Meeting held in Rio de Janeiro in January, 1942, assigned specific additional tasks to it.

PURPOSE:

The Committee was originally set up to consider means of establishing a close cooperation between the American Republics in order that they might protect their economic and financial structure, maintain their fiscal equilibrium, safeguard the stability of their currencies, promote and expand their industries, intensify their agriculture and develop their commerce.

ACTIVITIES:

The Committee has met at regular intervals and undertaken a wide range of studies.

In November and December, 1940 it convoked the *Inter-American Maritime Conference* in Washington and in 1942 a second large international meeting, namely, the *Inter-American Conference on Systems of Economic and Financial Control*, Washington, June 30, to July 10. On April 5, 1944 it drafted a program for an *Inter-American Technical Conference* which was approved by the Board of the Pan American Union on October 4, 1944. The Conference is to be held on June 15, 1945, and will take up the following subjects: Basic economic objectives (improved conditions of living, equality of opportunity in access to markets, etc., and creation of an international economic organization), Adjustments from war to peace, Production and consumption, Finance and investment, International trade, and Transportation, telecommunications and tourist travel.

Accomplishments of the Committee up to December, 1942 included among others: the drafting of the convention, charter, and bylaws of the Inter-American Bank; studies resulting in the Inter-American Coffee Agreement; study and action to carry out the resolutions of the Inter-American Maritime Conference; special studies of topics related to cotton, cocoa, financing of the Pan American Highway, and the relief distribution of surplus commodities; a recommendation approved by the American Republics that legislation and systems of control be adopted regulating all exports and imports in each country; and the formulation of recommendations concerning tariffs designed to assure the promotion of international trade.

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INTER-AMERICAN JURIDICAL COMMITTEE

Comissão Juridica Interamericana, Rua Debret, 79, 100, Rio de Janeiro, Brazil

<i>Members:</i> Argentina	Luis Podestà Costa or Eduardo Labougle
Brazil	Francisco Campos, Chairman
Chile	Félix Nieto del Río
Costa Rica	Manuel Jiménez
Mexico	Antonio Gómez Robledo
United States	Charles G. Fenwick
Venezuela	Carlos Eduardo Stolk
<i>Secretary-General:</i>	Mauro Bellegarde Marcondes

CREATION AND AUTHORITY:

The Inter-American Juridical Committee was organized originally as the Inter-American Neutrality Committee on November 1, 1939 by the Governing Board of the Pan American Union pursuant to a recommendation of the First Meeting of the American Ministers of Foreign Affairs held in Panama, September 23 to October 3, 1939. At the third meeting of Ministers of Foreign Affairs of the American Republics held on January 15, 1942 in Rio de Janeiro, it was resolved to continue the Committee under the name of Inter-American Juridical Committee.

PURPOSE:

The Inter-American Juridical Committee has as its objects to make recommendations on 1) judicial problems arising out of the present war; 2) postwar problems; 3) the development and coordination of the work of the codification of international law; and 4) the coordination of the resolutions of consultative meetings of Foreign Ministers.

ACTIVITIES:

The Committee considers both theoretical and practical problems, technical issues of law, questions of organization and administration, and recommendations involving "political judgment and moral idealism". The members are jurists especially appointed by their respective governments, and have no other duties than those pertaining to the Committee.

During the period before Pearl Harbor the Inter-American Neutrality Committee formulated recommendations on questions of neutrality which furnished the basis of many laws, decrees and regulations issued by the American governments on these questions. The Committee had also drafted and submitted to the American governments a preliminary project of convention dealing with "the juridical effects of the Security Zone and the measures of international cooperation which the American States are ready to adopt to obtain respect for the said Zone", and was working on a draft convention on neutrality when world developments made it necessary for the Committee to postpone the project.

The opening session of the Inter-American Juridical Committee was held on March 10, 1942 and from that time on it has been in regular session.

The first project which the Juridical Committee undertook was the formulation of a draft declaration entitled "Reaffirmation of Fundamental Principles of International Law". This was completed and transmitted to the Pan American Union in June, 1942.

Inter-American Financial And Economic Advisory Committee (2)

ACTIVITIES: (Cont'd)

The Committee has established:

The Inter-American Coffee Board, which was set up on November 28, 1940. The purpose of the Board is to carry out the Inter-American Coffee Agreement and its membership consists of Brazil, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Peru, United States, Venezuela.

The Inter-American Development Commission, which was set up on June 3, 1940 to stimulate the increase of non-competitive imports from the American Republics to the U.S., to stimulate trade among the American Republics themselves, and to encourage the development of industry, particularly the production of consumer goods, in the American Republics. The Commission has established 21 national commissions affiliated with it and functioning with the collaboration of their respective Governments. The membership of the main and subsidiary commissions is comprised of business, professional and technical men.

The Inter-American Maritime Technical Commission, established pursuant to a resolution of the Inter-American Financial and Economic Advisory Committee of November 14, 1941, to study shipping problems. The members of the Committee are: Argentina, Brazil, Chile, Colombia, Cuba, Ecuador, El Salvador, Mexico, Peru, United States, and Uruguay.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Dept. of State Bulletin, v.6, no.134, Jan.17, 1942, p.68; no.157, June 27, 1942, p.567-568; v.8, no.186, Jan.16, 1943, p.71, 73; no.196, Mar. 27, 1943, p.260-263; v.9, no.225, Oct.16, 1943, p.267; no. 234, Dec.18, 1943, p.431; v.10, no.254, May 6, 1944, p.415-416; no.256, May 20, 1944, p.483-484; no.258, June 3, 1944, p.512, vol.12, no.291, Jan. 21, 1945, p.92-95
Bulletin of the Pan American Union, v.78, no.12, December, 1944, p.681-683
Foreign Commerce Weekly, v.18, no.2, Jan. 6, 1945, p.3, 38
Economic Report, no.5, May 20, 1944. Issued by the Coordinator of Inter-American Affairs.

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INTERGOVERNMENTAL COMMITTEE ON REFUGEES

Administrative headquarters: 11D Regent Street, London S. W. 1

American Resident Representative: Room 208, 1344 Connecticut Ave. N. W., Washington 25, D. C.

Director: Sir Herbert W. Emerson

Secretary: Dr. John Gottlieb Sillem (Netherlands)

Member Nations: Argentina, Australia, Belgium, Bolivia, Brazil, Canada, Chile, Colombia, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, Elre, France, Great Britain, Greece, Haiti, Honduras, Iceland, India, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Paraguay, Peru, Poland, Sweden, Switzerland, Union of South Africa, USSR, United States, Venezuela.

Invited to join: Costa Rica, Ethiopia, Guatemala, Persia, Uruguay, Yugoslavia, Iraq, Panama, Portugal, Salvador, Spain, Turkey.

CREATION AND AUTHORITY:

The U.S. Department of State took the initiative in the creation of the Committee through an announcement made on March 24, 1938 which stressed the urgency of the problem of political refugees and proposed setting up a special committee. In the same month President Roosevelt established the Advisory Committee on Political Refugees, with James G. McDonald as chairman. On the initiative of President Roosevelt a Conference was convened at Evian, France in July, 1938. Representatives of 32 governments attended and the Intergovernmental Committee on Political Refugees was established with thirty-one of the 32 attending Governments as members. Since then there have been withdrawals and additions in the committee's membership which at present numbers 36 (March 15, 1945).

The Bermuda Conference in April, 1943, held by British and U.S. representatives led to a reorganization of the Committee in August 1943 which enabled it to deal with immediate wartime complications and to devise machinery and means to cope with the long-term problems resulting from the war.

PURPOSE:

The original purpose of the Committee - to facilitate an orderly system of migration and settlement of refugees from Germany, Austria and later the "Sudeten territory" by means of discussions with the German authorities - was extended after the outbreak of war to help all refugees forced to leave their countries of residence because of their race, creed or political beliefs.

ACTIVITIES BEFORE REORGANIZATION:

At the Evian Conference in July 1938 machinery was set up to hear confidential statements on emigration and on the numbers and types of immigrants States were prepared to receive, and also to consider the question of identity documents. Inconclusive discussions between December 1938 and August 1939 with the German Government were terminated by the outbreak of war. Meanwhile, Member Governments had contributed in permanently settling no less than 240,000 of the estimated 400,000 persons forced to migrate prior to the war, while many of the remainder were given temporary asylum by other Member Governments. The Committee continued working within the limits imposed by the war, despite the increasing number of displaced persons, including many millions who might be expected to return to their homes when peace is restored.

Intergovernmental Committee on Refugees (2)

ACTIVITIES AFTER REORGANIZATION:

The Executive Committee meeting on August 4, 1943 in London, attended by representatives of Great Britain, the U.S.A., Argentina, Brazil, the French Committee and the Netherlands, recommended that the Committee's mandate be extended to include all who, as a result of events in Europe, had to leave their countries of residence because of race, religion or political belief; that the Committee be empowered to negotiate to preserve, maintain, and transport persons in co-operation with UNRRA and other governmental and voluntary organizations. The administrative expenses were to be borne jointly by the Member Governments and operational expenses to be underwritten jointly by Britain and the U.S. with contributions from other Member Governments according to their abilities and interest in the Committee's work. The Committee is empowered to negotiate with neutral or allied states and organizations in arranging for the maintenance and transport of refugees and to receive and disburse private or public funds for that purpose.

These recommendations, embodied into Draft Rules and Regulations, were adopted at the Plenary Session of the Committee in London in August, 1944.

A Resolution adopted at the August 1944 session instructed the Director to invite the Governments of Argentina, Belgium, Brazil, Chile, Czechoslovakia, France, Great Britain, Poland, and the U.S. to appoint experts to a Commission, with power to add to its members, for the purpose of examining the question of the adoption and issue of an internationally-recognized identity and travel document for stateless persons, or persons not enjoying in fact the protection of any Government.

The Committee works closely with UNRRA, the U.S. War Refugee Board, the High Commissioner for Refugees under the League of Nations, the ILO and voluntary organizations concerned with refugees.

REPORTS AND PUBLICATIONS:

Rules for the Constitution and Procedure. Financial Regulations. (In French and English). [1944?]

Fourth Plenary Session of the Committee held in London 15th to 17th August, 1944. Report submitted by the Director, Sir Herbert Emerson. London, Unwin [1944]

Proceedings...Minutes of the Fourth Plenary Session of the Intergovernmental Committee on Refugees held in London from August 15th to 17th, 1944. [n.p.n.d.]

Report of the Fourth Plenary Session, August 15-17, 1944, London. Washington [1944?]

REFERENCES:

Reports listed above.

International Labour Review, v.50, no. 5, November, 1944, p.656-659.

Keesing's Contemporary Archives, October 9-16, 1943. p. 6044

Documents on International Affairs, 1938. v.1, Ed. by Monica Curtis. London [etc.] Oxford University Press, 1942, p.503-510.

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INTERNATIONAL COTTON ADVISORY COMMITTEE

Room 4085, c/o L.A. Wheeler, South Building, Dept. of Agriculture,
Washington, 25, D.C.

Members: Brazil, Egypt, India, Mexico, Peru, Turkey, Union of Soviet Socialist Republics, United States, Anglo-Egyptian Sudan, and the British and French cotton-exporting colonies.

Chairman: Leslie A. Wheeler (U.S.A.)

CREATION AND AUTHORITY:

The International Cotton Advisory Committee was established in accordance with the recommendations of the International Cotton Conference held in Washington in September, 1939.

PURPOSE:

The Committee was set up under the following terms of reference: To observe and keep in close touch with developments in the world of cotton situation, and to suggest to the various Governments concerned, as and when advisable, any measure it considered suitable and practicable for the achievement of ultimate international collaboration in the solution of world cotton problems.

ACTIVITIES:

The committee studies and reports on problems in the world's cotton industry. It has held four meetings, all in Washington, on the following dates: April 1, 1940; October 17, 1940; April 11, 1941; and April 2, 1945. The primary objective of the last meeting was to survey the various aspects of the world cotton situation, especially problems affecting international trade in that commodity, and to formulate recommendations for subsequent consideration by the individual countries for the solution of such problems.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Dept. of State Bulletin, v. 12, no. 290, Jan. 14, 1945, p. 52; v. 12, no. 296, Feb. 25, 1945
p. 301
Dept. of State Press Release No. 250, March 20, 1945

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INTERNATIONAL WHEAT COUNCIL

Department of Agriculture, Room 4540, South Bldg. Washington 25, D.C.

<i>Members:</i>	United States	<i>Chief Representative:</i>	Leslie A. Wheeler, Acting Chairman of Council
	Argentina		R. Garcia Arias
	Australia		F.L. McDougall
	Canada		L.B. Pearson
	Great Britain		

CREATION AND AUTHORITY:

The International Wheat Council was established in accordance with a "Memorandum of Agreement" which was approved on June 27, 1942 by the principal wheat-growing countries - the Argentine Republic, Australia, Canada and the United States - and the chief wheat importer - Great Britain. Proposals made at a meeting of officials of the five countries in Washington in July 1941 had been referred to the respective governments; an understanding was reached at the Washington Wheat Meeting in April, 1942 and came into operation in June, 1942.

PURPOSE:

The International Wheat Council was set up to administer the international arrangements outlined in the Agreement and others that may come into effect during the war and after hostilities cease.

ACTIVITIES:

The International Wheat Council, made up of one or more delegates from each of the five countries represented, meets regularly in January and August and at any other time it may determine.

The "Memorandum of Agreement" under which the Council was established provides for the convening by the United States when the time is deemed propitious of a conference of all the nations having a substantial interest in wheat, whether as producers or consumers, and there is attached to it for consideration at that conference a draft Convention prepared by the Washington Wheat Meeting. Pending the conference, the parties to the present agreement will apply certain provisions of the draft Convention, or agreed alternative arrangements, among themselves as from various dates to be unanimously agreed and for a period not exceeding two years from the cessation of hostilities.

The "Memorandum of Agreement" provided also for the immediate establishment of a wheat pool of 100 million bushels which the contracting Governments agreed to donate to relief. The Council is responsible for the administration of this pool which is to be used for inter-governmental relief in war-stricken and other necessitous areas as soon as the international situation permits. In order that the distribution of relief wheat may not interfere with other aspects of the general plan, it is provided that wheat control arrangements are to be such as to minimize so far as the provision of sufficient relief permits, the reduction of the effective demand for wheat. The Council has recognized UNRRA as the official agency for the ultimate distribution of the pool.

The Council keeps the world wheat situation as a whole under review.

International Wheat Council (2)

ACTIVITIES: (Cont'd.)

The International Wheat Council and the United Nations Relief and Rehabilitation Administration announced on April 5, 1945 that arrangements had just been concluded under which the Wheat Council has placed at the disposal of UNRRA the disposition of the 150,000 metric tons of wheat made available to the Wheat Council by the Argentine Government in January 1944. The wheat, contributed free by the Argentine Government under the provisions of paragraph 3 of Article VI (Relief Pool) of the International Wheat Agreement, will be lifted from Argentina within the next few months if sufficient tonnage of shipping is made available to UNRRA, and included in UNRRA's programmed shipments to the countries requiring its assistance.

REPORTS AND PUBLICATIONS:

Press Releases, Jan. 29, 1943; Feb. 1, 1944; Aug. 30, 1944; April 5, 1945

REFERENCES:

Wheat discussions at Washington. Exchanges of notes between the Governments of Argentina, Australia, Canada, the United Kingdom and the United States of America. Washington, April 24, May 18, and June 27, 1942. Lond, H.M. Stationery Office, 1942. (Cmd. 6371) United States, no. 2(1942).

Memorandum of agreement regarding international trade in wheat. Dept. of State Bulletin, v. 7, no. 158, July 4, 1942, p. 582-594

Dept. of State Bulletin, v. 7, no. 162, Aug. 1, 1942, p. 670

Documents on American foreign relations, July 1941 - June 1942, ed. by Leland M. Goodrich. Boston, World Peace Foundation, 1942. p. 713-718

Id. July 1942 - June 1943. Boston, 1944. p. 636-649

International Labour Review, v. 46, no. 4, October 1942, p. 443-445

New international wheat agreements, by J.S. Davis. Wheat Studies of the Food Research Institute, Stanford University, November 1942.

Economist, v. 143, no. 5158, July 11, 1942, p. 50-51

New York Times, July 2, 1942.

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JOINT AIRCRAFT COMMITTEE

Room 5 D - 940, Pentagon Building, Washington 25, D.C.

Members: United States

Great Britain

Aircraft Production Board

Recorder: Col. E.G. Barber

Deputy Recorder: Major N.H. Shea

Chief Representatives:

Gen. H.H. Arnold, Chairman

Maj. Gen. O.P. Echols

Rear Admiral L.B. Richardson

Capt. C.O. Taff

Sir Richard Fairey

Air Marshal Douglas Colyer

Mr. M.A. Tracy

CREATION AND AUTHORITY:

The Joint Aircraft Committee was formed on September 13, 1940 by the Secretary of War with the concurrence of the Secretary of the Navy and the Chairman of the British Purchasing Commission pursuant to a meeting of representatives of the Army, Navy, British, and Advisory Commission held at Wright Field on August 5, 1940 to discuss standardization of aircraft in order to expedite production. The Committee was originally known as the "Army-Navy-British Purchasing Commission Joint Committee" and consisted of two members each from the U.S. Army Air Corps, U.S. Navy, and the British Purchasing Commission. On April 22, 1941 the Committee was renamed the "Joint Aircraft Committee", and representatives from the Office of Production Management were added. According to a directive issued on March 2, 1943 the membership was to consist of two members each from the War Department, the Navy Department, the British Supply Council and the Aircraft Production Board.

PURPOSE:

The Committee was originally charged with deciding on matters pertaining to standardization of aircraft and aircraft components, and coordinating procurement under the U.S. Army-Navy and British aircraft production programs working in collaboration with the U.S. Advisory Commission to the Council of National Defense (set up in June, 1940 to expand U.S. munitions output). According to its charter of April 22, 1941 the Committee was empowered "to schedule the delivery of, and allocate the capacity for aircraft and aircraft components in the official programs of all customers, Army, Navy, British, other foreign, and commercial" and to "take under consideration and approve all matters pertaining to the standardization of aircraft and aircraft components between the U.S. Government and foreign customers".

ACTIVITIES:

The Joint Aircraft Committee furnishes the combined Anglo-American machinery for a continuous review of the production of aircraft and allocation of future deliveries on the basis of tactical requirements, and for the review of questions of standardization.

The activities of the Committee are decentralized into a number of subcommittees which investigate the facts in individual cases, and with a few limited exceptions refer such cases to the main Committee for final determination.

Joint Aircraft Committee (2)

ACTIVITIES: (Cont'd)

Two of the most important subcommittees are the *Subcommittee on Production Programs* and the *Subcommittee on Standardization*. The first, with a membership following the pattern of the parent Committee, establishes airframe and engine production schedules for submission to the joint Aircraft Committee, taking into consideration domestic and foreign requisitions and requests for aircraft spare parts, accessories and components, using the facilities of the Aircraft Scheduling Units.

The *Subcommittee on Standardization* was set up: a) to effect standardization for the common use among the Services of aircraft and aircraft components which were intended for joint use by two or more Services; b) to facilitate production, supply, and maintenance of aircraft produced in the U.S. for use by the Allied Forces in their common war efforts; and c) to improve characteristics of aircraft through the interchange of engineering information and developments resulting from experience and tactical operations.

Aircraft Scheduling Unit. While the Unit, stationed at Wright Field, Dayton, Ohio, is not strictly a subcommittee of the Joint Aircraft Committee, it works closely with the Committee and follows the same membership pattern. The Army member is Administrator. The unit was set up on May 5, 1941 to allocate critical aeronautical equipment and materials within the aircraft industry, in accordance with schedules and Preference List established by the Joint Aircraft Committee. It acts with the authority and approval of the Aircraft Production Board, through the Aircraft Resources Control Office.

REPORTS AND PUBLICATIONS:

Reports and documents are prepared; most of them are confidential with limited distribution.

REFERENCES:

War Department, Washington. Directive. March 2, 1943

Organization of Joint Aircraft Committee. Chart. Office of Recorder. March 8, 1945

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JOINT COMMISSION FOR POLITICAL PRISONERS AND REFUGEES IN FRENCH NORTH AND WEST AFRICA

Algiers

Members: Great Britain J.E.M. Carvell, British Consul-General, Algiers, Co-Chairman
United States Samuel H. Wiley, U.S. Consul-General, Algiers, Co-Chairman
French Officials
Representatives of the Office of Civil Affairs from Allied Headquarters
Judge Advocate of the U.S. War Department
Military Intelligence Division of Allied Headquarters

CREATION AND AUTHORITY:

The Joint Commission for Political Prisoners and Refugees was established shortly after the Allied invasion of North and West Africa. Its creation was announced through a general order issued on January 15, 1943 by General Eisenhower as head of the Allied forces in North Africa.

PURPOSE:

The purpose of the Commission was to assist in the release, relief and repatriation of prisoners and refugees.

ACTIVITIES:

In cooperation with the French authorities, the Commission facilitated the establishment and legalization of the civil status of persons who had been released since the Allied invasion as well as of many who had been previously imprisoned. As a result of its efforts, such persons were able to obtain identity and ration cards from the French authorities.

Special local assistance in liquidating the internment camps was provided by a field party of the Commission which included representatives of the U.S. and British Consuls General, the French High Command, the Public Welfare and Relief Division of the North African Economic Board and the International Red Cross.

By February 1943 the Commission had liberated 903 political prisoners of the 4,000 - 6,000 persons in concentration camps, forced labor companies or in enforced residence, and by June 23, 1943, six months after its establishment, the Commission announced that according to its records all persons in these three categories had been liberated. A detailed statement was issued by the Commission at this time, giving an account of the problems faced and the manner in which they were solved.

Attached to the Commission in a consultative capacity were representatives of the U.S. Office of Foreign Relief and Rehabilitation Operations, the American Red Cross and the U.S. War Department.

The Commission has since terminated its work.

**Joint Commission For Political Prisoners and Refugees
In French North and West Africa (2)**

REPORTS AND PUBLICATIONS:

Press Release, June 23, 1943

REFERENCES:

U.S. War Dept. Press Release, Feb. 6, 1943

Dept. of State Bulletin. v.8, no.209, June 26, 1943, p.589-590 (Press Release issued by the Commission, June 23, 1943)

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JOINT PULP AND PAPER COMMITTEE

Washington, D.C.

Members: United States
Canada
Great Britain

Representative: Charles Adams, Chairman
Morris Wilson
Sir Clive Bailleul

CREATION AND AUTHORITY:

The Joint Pulp and Paper Committee was set up by the Combined Production and Resources Board and the Combined Raw Materials Board and its creation announced in Washington on August 23, 1943.

PURPOSE:

The Committee was to report on the requirements and supplies of producers and distributors of pulp, and on the paper industry.

ACTIVITIES:

The Committee drew up a combined balance sheet for pulpwood for 1944. It requested the appropriate national authorities to (1) take steps to increase the flow of manpower to the pulpwood industry and (2) reduce those 1944 uses recognized as less essential.

The Committee functioned until early 1944.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Keesing's Contemporary Archives, 1943, p. 5961 B.
Report of the Work of the Combined Production and Resources Board issued by Mr. Donald M. Nelson, Mr. Oliver Lyttelton and Mr. C. D. Howe at the conclusion of the Board's second year of operations, Washington, D.C. August, 1944. Washington Govt. Print. Off., 1944. p. 4-5.

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JOINT STANDING AGRICULTURAL COMMITTEE

Department of Agriculture Building, Independence Ave., S.W. Washington 25, D.C.

Members: Canada , *Chief Representative:* Dr. G.S.H. Barton
United States Leslie A. Wheeler

CREATION AND AUTHORITY:

The Joint Standing Agricultural Committee was set up on March 15, 1943, arising from proposals made at a meeting called by the U.S. Secretary of Agriculture in January 1943.

PURPOSE:

The Committee was set up to keep wartime agricultural and food production and food distribution policies of the two countries under review in the light of civilian needs, requirements for the war effort and relief in liberated countries.

ACTIVITIES:

The Joint Standing Agricultural Committee helps to co-ordinate the agricultural production and food distribution policies of Canada and the United States. When the Committee's formation was proposed, the Canadian and U.S. Governments had agreed on the desirability of increasing Canada's exports to Britain and decreasing those from the United States. Consumer food requirements are discussed under the general principle that restrictions of consumption or rationing of similar food products impose equal sacrifices on the people of the two countries. Arrangements are made by the Committee for the sale and purchase of crops between Canada and the U.S. and the expansion of agricultural production in line with available farming resources.

Reports and recommendations of the Committee go to the Canadian Minister of Agriculture and the United States Secretary of Agriculture.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

U.S. Dept. of Agriculture Press Release, January 7, 1943

OWI Press Release, March 16, 1943

Wartime Information Board, Ottawa. Reference Paper No. 17, November 20, 1943.

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JOINT WAR AID COMMITTEE

Washington and Ottawa

<i>Members:</i>	Canada	G.C. Bateman, Chairman S.V. Allen, Secretary
	United States	Brig. Gen. J.Y. York, Jr., Chairman Lt. Col. Wm. M. Martin, Jr., Secretary

CREATION AND AUTHORITY:

The Joint War Aid Committee was appointed on August 22, 1943 by the President of the United States and the Prime Minister of Canada.

PURPOSE:

The Committee was set up to study problems arising out of operations of the United States Lend-Lease and Canadian Mutual Aid programs, and where necessary, to make recommendations concerning them to the proper authorities.

ACTIVITIES:

The Joint War Aid Committee deals with war supplies that come under Lend-Lease and Mutual Aid (mainly France, the USSR, and China). The Committee works as follows: A list of protocol items is sent by the country requiring supplies to the Office of Lend-Lease Administration, the Canadian Mutual Aid Board and the appropriate British authorities. The Joint War Aid Committee considers the list in order to avoid duplication or overlapping. The British authorities are consulted through their representatives on the Combined Raw Materials Board and the Combined Production and Resources Board, and through the Foreign Economic Administration. After the list has been considered and agreement to it by the U.S., Great Britain and Canada has been secured, it is returned by the Joint War Aid Committee to the country requesting the items, for approval or suggestions. The Office of Lend-Lease Administration, the Canadian Mutual Aid Board, and the British authorities then initiate procurement to fulfill their agreed share of the items requested.

The Canadian side of the Joint War Aid Committee is the Washington Advisory Committee of the Canadian Mutual Aid Board. The U.S. members also sit on the Munitions Assignment Board and with the Combined Chiefs of Staff, thus assuring that war supplies sent through Lend-Lease and Mutual Aid are in accordance with approved military strategy.

Recommendations for procurement of civilian supplies through Lend-Lease and Mutual Aid are tied in with the work of the Joint War Aid Committee through the commercial counsellor of the Canadian Embassy in Washington and through the U.S. Foreign Economic Administration.

REPORTS AND PUBLICATIONS:

None have been published

REFERENCES:

Keesing's Contemporary Archives, 1943, p.5984 A
Canada. Wartime Information Board. Reference Paper No. 17, November 20, 1943.

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JOINT WAR PRODUCTION COMMITTEE

Social Security Building
Washington 25, D.C.

Department of Munitions and Supply
Ottawa, Canada

Members: Canada
United States

Chief Representative: H.J. Carmichael, Chairman
Charles E. Wilson, Chairman
Wm. L. Batt, Deputy Chairman

CREATION AND AUTHORITY:

The Joint War Production Committee (originally the Joint Defense Production Committee) was set up on November 5, 1941 by the President of the United States and the Prime Minister of Canada pursuant to a recommendation of the Joint Economic Committees, United States and Canada, of September 19, 1941.

PURPOSE:

The Committee was established to coordinate the capacities of the two countries for the production of defense material.

ACTIVITIES:

Ten joint technical sub-committees were established by the Joint War Production Committee and report monthly to it. The sub-committees are composed chiefly on the Canadian side, of government production officials and on the U.S. side, of War Production Board officials and procurement officers from the armed services. They are concerned with production in the following fields: Tank-automotive, Artillery, Artillery Ammunition, Small Arms and Small Arms Ammunition, Chemicals and Explosives, Signal Corps Equipment, Conservation, Aircraft, Naval Shipbuilding, Merchant Shipbuilding.

As a result of the Committee's work, maximum volume and speed of war output and direction towards a common program of requirements is achieved; legislative and administrative barriers, such as tariffs and customs are suspended, scarce materials allocated, and duplicate production avoided.

A secret report was issued by the Committee on July 24, 1942 covering the first half year of its activities.

REPORTS AND PUBLICATIONS:

Reports submitted to the U.S. President and Canadian Prime Minister, July 24, 1942. (Confidential)

REFERENCES:

U.S. Government Manual, Summer 1944.
Dept. of State Bulletin, v.8, no.186, Jan. 16, 1943, p. 75-76
Canada. Wartime Information Board. Reference Paper No. 17, Nov. 20, 1943
Canada. Dept. of Munitions and Supply. Release No. 975, July 24, 1942.
Canada at War, No. 17, August 1942, p.2-5
Canada. Office of the Director of Public Information. Release, v.2, no.2, July, 1942, p.9-25

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MATERIAL COORDINATING COMMITTEE

Social Security Building, Washington 25, D.C.

Members: Canada Chief Representative: G.C. Bateman
United States William L. Batt

Secretary: George H. Emery

CREATION AND AUTHORITY:

The creation of the Material Coordinating Committee was announced on May 14, 1941 by the Director General of the Office of Production Management (now the War Production Board).

PURPOSE:

The Board was established to make possible the free exchange of vital information between responsible officials of the two governments relating to their supplies of strategic raw materials required for defense production.

ACTIVITIES:

Four sub-committees on forest products, zinc, copper and ferro-alloys respectively have been set up, according to the Canadian Wartime Information Board in a review of the work of the Committee. The Committee arranged for a substantial increase in output of Canadian nickel and aluminum for U.S. consumption and sent large shipments of zinc and copper concentrates, lead and mercury to the United States. It arranged for the distribution between the two countries of chrome and manganese ore, and cobalt metal, and for collaboration in the purchase of critical metals such as tin. It also facilitated collaboration in pulp and paper production and in the export from Canada of electric power.

The Committee's work is closely integrated with that of the *Combined Raw Materials Board* with whom it intermittently holds joint meetings.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Dept. of State Bulletin, v.8, no. 186, Jan. 16, 1943, p. 76

Canada. *Wartime Information Board*. Canada - U.S. cooperation. April 8, 1943 (Reference Paper no. 3)

Id. Nov. 20, 1943 (Reference Paper no. 17)

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MEXICAN-AMERICAN COMMISSION FOR ECONOMIC COOPERATION

Terminated its activities Jan. 29, 1945

c/o American Embassy
Mexico City

c/o Mexican Embassy
Washington, D.C.

Members: Mexico
United States

Chief Representative: Primo V. Michel, Chairman
Nelson A. Rockefeller, Vice-Chairman

CREATION AND AUTHORITY:

The Commission was established in September 1943, by joint action of the Governments of Mexico and the United States. It superseded a former commission of the same name which met from May to July of the same year, the purpose of which was to consider and make recommendations regarding immediate joint action on the most pressing economic problems of the two countries. Both Commissions resulted from meetings between Presidents Camacho and Roosevelt in April, 1943 in Montérey and Corpus Christi.

PURPOSE:

The Commission was instructed to further, as much as possible during the war emergency, the recommendations made in July, 1943 by the previous commission.

ACTIVITIES:

The Commission studied the findings of its predecessor and concluded that the economic development of Mexico, with such material as could be obtained from the United States during the war, would do much to meet Mexico's wartime economic problems, as well as those to be faced in the early postwar period.

The Commission presented a Minimum 1944 Program which called for 20 development projects with an overall cost of about 24 million dollars. It also approved smaller projects involving a cost of about 9 million dollars and turned them over to the Mexican Comité Coordinador de las Importaciones for its approval. Almost all the material and equipment called for in the Minimum Program have been licensed and most of the projects are under construction.

In April 1944, a Joint Committee on Industrial Development was formed. It submitted in June, 1944, a long range report on Mexico's intentions in the power and irrigation fields, as well as data on Mexico's future economic development. The four charts attached to this report trace its recommendations through 1948 with a total estimated cost of 383 million dollars. The Commission accepted this report and urged its adoption by the Mexican and U.S. Governments.

Four subcommittees studied the following fields: agriculture, aviation, highway, transportation, tourism.

The Commission held its final meeting in Mexico City on January 29, 1945.

REPORTS AND PUBLICATIONS:

Minimum 1944 Program.
Long Range Report of the Joint Subcommittee on Industrial Development.
Final Report of the Commission. Text released to the press, January 29, 1945.

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MEXICAN-UNITED STATES AGRICULTURAL COMMISSION

Mexico City

Members: Mexico
United States

Chief Representative: A.G. Gallardo, Chairman
Leslie A. Wheeler, Chairman

CREATION AND AUTHORITY:

The U.S. Secretary of State on July 4, 1944, announced the establishment of a Mexican United States Agricultural Commission in accordance with an agreement between the United States and Mexico effected by an exchange of notes.

PURPOSE:

The Commission is to take all appropriate steps to assure active and continuous co-operation between the U.S. and Mexico in the field of agriculture.

ACTIVITIES:

The first meeting of the Commission was scheduled to take place in Mexico City on July 4, 1944.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Dept. of State Bulletin, v.11, no.262, July 9, 1944, p. 53

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MIDDLE EAST SUPPLY CENTRE

Cairo

Members: Great Britain
United States

Chief Representative: R.G.A. Jackson, Director General
Col. Harold B. Hoskins, American
Advisor on Economic Operations
in the Middle East

CREATION AND AUTHORITY:

The Middle East Supply Centre was established in Cairo in April, 1941 as a British organization. It became a joint Anglo-American agency when the U.S. assumed co-membership in March, 1942. It is subject to the general authority of the British Minister of State Resident in the Middle East, Rt. Hon. Sir Edward Grigg, and formerly to the Director of American Economic Operations in the Middle East, James M. Landis. On the British side the Centre is responsible to the Ministry of War Transport and to a Sub-Committee of the War Cabinet on which the principal British Departments and the U.S. Mission for Economic Affairs in London are represented. There is a parallel committee in Washington.

PURPOSE:

The Centre was set up to review and coordinate the resources and civilian commodity requirements of the Middle East.

ACTIVITIES:

The MESC serves a population of some 80 millions and its activities cover the following territories: Egypt, the Sudan, Syria, Lebanon, Ethiopia, Palestine, Trans-Jordan and Tripolitania, Cyprus, Aden, British and French Somaliland, Iran, Iraq, Eritrea, Saudi Arabia and occasionally occupied enemy territory in East Africa. The British East Africa territories collaborate in furnishing supplies, and Turkey, as a consumer of pooled resources. Malta was also included at one time.

The principal functions of MESC are: 1) To develop local production of essential food and materials in the Middle East through the co-operation of individual Middle Eastern governments, and by this means to reduce the claims on shipping and raw materials from outside the area, to encourage the use of substitute materials of local origin, and to ensure that necessary imports are obtained from the nearest, possible source; 2) To ensure that the demand for imports of civilian goods to the Middle Eastern countries is restricted to essentials; and to ensure that these essential needs are in fact met, by putting forward the necessary claims on world resources of food, materials and shipping; 3) To assist Middle Eastern governments in the control of distribution so that the imports which do arrive are used to the best purpose, and local resources of material and manpower are applied economically and to essentials; 4) To provide a Center for the exchange of information on problems of agricultural and industrial production, distribution, and economics generally, and to make available technical experts to advise on these problems.

In carrying out its functions the Centre does not buy, sell, or hold goods; it is purely an advisory and coordinating body. It is, however, the only authority whose recommendations are accepted in outside supplying areas on all questions of non-military shipping and supplies in

Middle East Supply Centre (2)

ACTIVITIES: (Cont'd)

the Middle East. The Centre acts through, or with the concurrence of the local governments and such authorities as the British Ministry of War Transport, the United States Commercial Company and the United Kingdom Commercial Corporation. It keeps in touch with the governments of the countries in which it operates through representatives of its own attached to the British or American diplomatic services or, where they exist, through the special Supply Committees.

When the integrated demands for Middle East countries are forwarded by MESC to London and Washington, the final decision on such demands is made (jointly by Great Britain and America) through the Combined Food Board, the Combined Raw Materials Board or the Combined Production and Resources Board through which the strategic use of the food, raw materials, and production capacity of the Allies is planned. After the decision on supply has been made, the allocation of shipping is finally settled by the Combined Shipping Adjustment Boards.

In February 1944, an international conference on agricultural development in the Middle East was held under the auspices of MESC in Cairo. It was recommended at the conference that a Middle East Council of Agriculture should be set up to consider the technical regional problems associated with agricultural development, and a committee has been set up to draft its constitution.

A plan evolved to relax MESC control over a wide range of imported items was put into effect on January 1, 1945. The Middle Eastern countries now make their own arrangements with exporting countries for supply of these items, subject to certain limitations, e.g. export controls in other countries, exchange-control regulations, shortage of shipping, etc.

The U.S. Economic Mission to the Middle East was dissolved on January 2, 1945. On January 12, it was officially announced that President Roosevelt had accepted the resignation of James M. Landis as Director of Economic Operations of the United States in the Middle East.

REPORTS AND PUBLICATIONS:

Proceeding of the Conference on Middle East Agricultural Development. Cairo, Feb. 7-10, 1944.

REFERENCES:

- Dept. of State Bulletin, v.8, no.186, Jan. 16, 1943, p.76-77; v.10, no.244, Feb. 26, 1944, p.199-204; v.12, no. 291, Jan. 21, 1943, p.80-82.
- Hansard, H.O.C., v.408, no.36, Feb. 21, 1945, p.778-779.
- Foreign Commerce Weekly, v.15, no.1, April 1, 1944, p.3-6.
- International Labour Review, v.49, no.1, January 1944, p.72.
- OWI Press Release. May 18, 1943.
- Bulletin of International News, v.21, no.16, Aug. 5, 1944, p.619-625; no.18, Sept. 2, 1944, p.707-712
- Economist, v. 146, no.5246, March 14, 1944, p. 335
- PEP Planning Broadsheet, no. 195, Oct. 27, 1942, p. 15-20
- Keesing's Contemporary Archives, 1945, p. 7062

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MUNITIONS ASSIGNMENT BOARDS

Combined Chiefs of Staff Building
19th Street & Constitution Ave. N.W.
Washington 25, D.C.

Ministry of Production
Great George Street
London S.W. 1

Members: Great Britain Oliver Lyttelton, *Chairman*, and U.S. and British representatives of the three services
United States Harry Hopkins, *Chairman*, and U.S. and British representatives of the three services.

Secretaries: Col. E.A. Kielkopf (U.S.)
Group Capt. T.E.H. Birley (Gt. Brit.)

CREATION AND AUTHORITY:

The creation of the Munitions Assignment Boards was announced by the U.S. President and the British Prime Minister on January 26, 1942.

PURPOSE:

The Boards were set up to advise on the distribution among the United Nations of munitions produced in the U.S. and Britain in accordance with the strategic requirements of the United Nations as a whole.

ACTIVITIES:

The Munitions Assignment Boards function primarily as agencies of the Combined Chiefs of Staff to which they submit information on the entire munitions resources of the U.S. and Great Britain. They keep the estimates up-to-date in the light of war developments and of variations in production achievements and prospects as ascertained through effective liaison with the supply authorities.

Requests for munitions are submitted either to the Washington or the London Boards. When a request has been accepted and required materials are not available through one Board, it is passed on to the other, and provision is made for its assignment from that source. Requests are normally submitted initially to ground, air, or naval committees of the Board, but applicants are free to carry requests on appeal to either of the Boards, to the Combined Chiefs of Staff, or even to the President or the Prime Minister.

The London Board deals with the assignment of British production and the requirements of the British Empire, European Allies and Neutrals, Africa (excluding French North Africa), Middle East, Iran, Iraq and Turkey. It also allocates assignments made to the United Kingdom from United States, Canadian, Indian and Australian production.

The Washington Board deals with assignments of United States production and the requirements of the Americas (excluding Canada), China and French North Africa. (This division of responsibility may vary in accordance with changing strategy and production planning, e.g. air requirements for Canada, Australia and New Zealand are dealt with in Washington).

Munitions Assignment Boards (2)

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

U.S. Government Manual, Summer 1944

White House Press Release, Jan. 26, 1942.

OWI Press Release April 5, 1943

U.S. Dept. of State Bulletin, v.8, no. 186, Jan. 16, 1943, p.77

Keesing's Contemporary Archives, 1942, p.5001

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PACIFIC WAR COUNCILS

London and Washington

Members: London Council

Highest diplomatic representatives of Australia, Canada, China, Great Britain, India, Netherlands, New Zealand, United States. Chairman: Prime Minister Churchill

Washington Council

Highest diplomatic representatives of Australia, Canada, China, Great Britain, Netherlands, New Zealand, Philippines, United States. Chairman: President Roosevelt

CREATION AND AUTHORITY:

The formation of the Pacific War Council in London was announced by the British Prime Minister on January 27, 1942, and that of the Council in Washington by President Roosevelt on March 30, 1942.

PURPOSE:

The object of the Councils is to consider matters of policy relating to the joint war effort especially as directed against Japan.

ACTIVITIES:

The first meeting of the London Council was held on February 11, 1942 at No. 10 Downing Street. The Washington Council met for the first time on April 1, 1942 at the White House, to consider the progress of the war in the Pacific theater and to hear a general review of the situation by President Roosevelt. It met last in January 1944.

The Pacific War Councils are made up of diplomatic representatives of the member Governments and are purely consultative bodies. They do not decide strategy nor give advice to Governments but act as an organ for the Governments concerned in the Pacific war to make known their wishes, suggestions, ideas and offers to the Combined Chiefs of Staff. They have no control over the assignment of war supplies or munitions.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

White House Press Release, Jan. 3, 1942.

Dept. of State Bulletin, V.8, no. 186, Jan. 16, 1943, p. 77.

Inter-Allied Review, v.2, no.4, April 15, 1942, p.70.

New York Times, Feb. 10, March 1, April 20, 1942.

Machinery of collaboration between the United Nations, by Payson S. Wild, Jr. Foreign

Policy Report, v. 18, no. 8, July 1, 1942

Keesing's Contemporary Archives 1942, p. 5013, 5029, 5031, 5118.

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PERMANENT JOINT BOARD ON DEFENSE

Room 388, Department of State Bldg.
Washington 25, D.C.

Room 136, East Block
Ottawa, Canada

Members: Canada
United States

Chief Representative: O.M. Biggar, Chairman
F.H. LaGuardia, Chairman

CREATION AND AUTHORITY:

On August 22, 1940 the Permanent Joint Board on Defense was appointed following the agreement announced by the President of the United States and the Prime Minister of Canada, at Ogdensburg, on August 17, 1940, which stated that a permanent joint board on defense should be set up at once.

PURPOSE:

The Board's objectives were to carry out studies relating to sea, land and air problems, including personnel and materiel, and to consider, in a broad sense, the defense of the north half of the Western Hemisphere.

ACTIVITIES:

The membership of the Board is made up mainly of persons from the Services. It has co-ordinated air and naval action in the North Atlantic, helped to initiate the program for air training in North America, and is responsible for a system of air bases connecting the heart of the continent with Alaska, and for the construction and maintenance of the Alaskan Military Road, opened on November 20, 1942.

A great number of other projects, which were carried out either jointly or by the forces of one or the other country as a result of decisions jointly reached and which provide a co-ordinated system of continental defense, for security reasons have been necessarily kept secret.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

U.S. Government Manual, Summer, 1944
Canadian Almanac, 1943, p. 732
Keesing's Contemporary Archives, 1940, p. 4212 A, 4634 A

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RUBBER STUDY GROUP

Washington, D.C.

<i>Members:</i> Great Britain	<i>Chief Representative:</i> R. Keith Jopson, Counselor, British Embassy
Netherlands	Jonkheer O. Reuchlin, Counselor, Netherlands Embassy
United States	Bernard F. Haley, Director of the Office of International Trade Policy, Dept. of State

CREATION AND AUTHORITY:

The establishment of an informal Rubber Study Group was announced on September 23, 1944, by the British Ministry of Supply, following exploratory discussions in London.

PURPOSE:

The Group was created to discuss common problems arising from the production, manufacture and use of rubber, crude, synthetic and reclaimed.

ACTIVITIES:

At the Washington meeting held from January 22-27, 1945 extensive studies about various aspects of the future rubber situation, presented on behalf of the participating Governments, were discussed. Arrangements were made to keep other interested Governments informed of the progress of future studies, and a full report of this first meeting is to be put at the disposal of these Governments. The rubber situation is to be kept under continuous review, but no formal agreement relating to postwar rubber has been entered into or is now contemplated.

A program of studies is under way in London and in Washington.

The Rubber Study Group has no definite address as it is not a permanent group. It can only be approached through the representatives of the three countries which compose it.

REPORTS AND PUBLICATIONS:

None have been published.

REFERENCES:

Dept. of State Bulletin, v. 11, no. 274, Sept. 24, 1944, p. 328; v. 12, no. 291, January 21, 1945, p. 108; no. 292, January 28, 1945; p. 128; no. 293, Feb. 4, 1945, p. 161-162
Keessing's Contemporary Archives, 1944, p. 6718 B.

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UNITED MARITIME AUTHORITY

London and Washington

Members: Belgium, Canada, Great Britain, Greece, the Netherlands, Norway, Poland, United States

CREATION AND AUTHORITY:

The United Maritime Authority was constituted by the Agreement on Principles having Reference to the Continuance of Co-ordinated Control of Merchant Shipping signed in London on August 5, 1944 as a result of a conference held in London in July and August, 1944. The Agreement declares that the contracting governments accept as a common responsibility the provision of shipping for all military and other tasks necessary for and arising out of, the completion of the war in Europe and the Far East, and for the supplying of all the liberated areas as well as of the United Nations generally and territories under their authority. Along with the nations which signed the Agreement the French have signified that all French shipping is, and remains at the disposal of the United Nations. The United Maritime Authority consists of a *United Maritime Council* and a *United Maritime Executive Board*.

PURPOSE:

The United Maritime Authority was established to provide the machinery for carrying out the Agreement.

United Maritime Council

Members: Each contracting Government shall be represented on the Council. Membership of the Council shall also be open to all other Governments, whether of the United Nations or of neutral countries, which desire to accede and are prepared to accept the obligations of contracting governments.

Purpose:

The purpose of the Council meetings is to provide opportunity for informing contracting Governments as to the overall shipping situation and to make possible the interchange of views on general questions of policy arising out of the working of the Executive Board.

Activities:

The Council will meet when deemed necessary and at least twice a year at such places as may be convenient. Meetings will be arranged by the Executive Board and the Council will elect its own chairman and determine its own procedure.

United Maritime Executive Board

Members: Great Britain, Netherlands, Norway, United States

Associate Members: Belgium, Canada, Greece, Poland

Washington Branch: Under Chairmanship of War Shipping Administration

London Branch: Under Chairmanship of Ministry of War Transport

Purpose:

The United Maritime Executive Board was established to coordinate United Nations shipping for a certain period after hostilities cease with Germany and Japan, whichever is later.

United Maritime Authority (2)

Activities:

The first session of the United Maritime Executive Board was held in Washington under the chairmanship of Vice Admiral E. S. Land, War Shipping Administrator. The Governments participating in the session as members of the Board were represented by Vice Admiral Land, U. S.; Sir Cyril Hurcomb, Great Britain; Mr. A. B. Speekenbrink, Netherlands; and Mr. Peter Simonsen, Norway. The Associate members of the Board were represented by: Mr. H. R. Rueff, Belgium; Mr. A. L. W. MacCallum, Canada; His Excellency Cimon P. Diamontopoulos, Ambassador of Greece, Washington and Mr. W. Domaniewski, Poland.

The Executive Board approved and adopted the report of the Planning Committee which was set up for the purpose of working out the details of the machinery required to enable the Executive Board to discharge its functions. The Planning Committee Report proposed that Committees should be established in London and Washington corresponding to the administrative structure of the Ministry of War Transport and the War Shipping Administration. In general, the machinery adopted by the Board is based upon the existing machinery for the wartime control of shipping with only such changes as appeared necessary to meet the altered situation which will exist at the time the United Maritime Authority comes into operation. The proposals contemplate the utilization of established shipping organizations, such as line conferences, in carrying out the purposes of the United Maritime Authority.

Arrangements were made for the establishment of certain of the standing committees proposed in the report in order to prepare the way for the smooth working of the United Maritime Authority machinery when required. Arrangements were also made for a meeting of the Board in London early in 1945 and for a full meeting of the United Maritime Council shortly after the cessation of hostilities with Germany.

The United Maritime Executive Board will come into operation upon the ending of the European War and the Agreement will remain in effect for a period not extending beyond six months after the general suspension of hostilities in Europe and the Far East, whichever may be the later, unless it is agreed by the Executive Board that it may be terminated earlier.

REPORTS AND PUBLICATIONS:

International Agreement on Principles having Reference to the Continuance of Co-ordinated Control of Merchant Shipping (With Annex), London, 5 August, 1944. Presented by the Secretary of State for Foreign Affairs to Parliament by Command of His Majesty. London, H. M. Stationery Office, 1944. (Cmd. 6556)

Report of the United Maritime Authority Planning Committee. British Ministry of War Transport, September - October, 1944.

REFERENCES:

Dept. of State Bulletin, v. 11, no. 284, Dec. 3, 1944. p. 655
Keesing's Contemporary Archives, 1944, p. 6650 B; 6890 B.

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UNITED NATIONS INFORMATION ORGANIZATION

610 Fifth Avenue
New York 20, N.Y.

2841 McGill Terrace N.W.
Washington 8, D.C.

Members: Australia, Belgium, Canada, China, Czechoslovakia, Denmark, France, Great Britain, Greece, India, Luxembourg, Netherlands, New Zealand, Norway, Philippines, Poland, South Africa, United States, Yugoslavia.

Chairman: Arthur Sweetser
Associate Chairmen are elected in succession from among the members of the controlling Board and hold office for three-month periods.

Secretary-General: Bryant Mumford

CREATION AND AUTHORITY:

The United Nations Information Organization, membership of which is open to all United Nations, has operated under the name United Nations Information Board and Office since November, 1942, and acquired a formal constitution and authority by virtue of a RESOLUTION, dated January 1, 1945, signed by representatives of the appropriate government departments of the countries listed above. The organization grew, however, out of an Inter-Allied Information Committee and its Office which were created in September, 1940. There is an associated parallel organization in London, England.

PURPOSE:

The Organization was formed to develop among the national information services of various members of the United Nations and authorities associated with them, and the information services of official international organizations representing such Nations, the means of cooperation in the essential task of keeping public opinion throughout the world informed about matters of general and joint interest to the United Nations.

ACTIVITIES:

Representatives of 19 nations now sit on the Board, which controls and finances the United Nations Information Organization and a limited international secretariat working for common interests in the field of information. The Organization provides a clearing house for information on the United Nations, individually and collectively; it acts as a service agency for representatives of newspapers and periodicals, authors, moving pictures and radio organizations, and the public generally; maintains a reference library dealing with matters concerning the United Nations, including a special section for information on post-war planning; issues from time press releases, information papers, and joint statements on matters of common interest to the United Nations.

REPORTS AND PUBLICATIONS:

United Nations Review. Bi-monthly.
With bi-annual supplement: War and Peace Aims.

REFERENCES:

U.S. Government Manual, Summer 1944.

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UNITED NATIONS INFORMATION ORGANIZATION

38 Russell Square, London, W.C.1

Members: Australia, Belgium, Canada, China, Czechoslovakia, Denmark, France, Great Britain, Greece, India, Luxembourg, Netherlands, New Zealand, Norway, Poland, South Africa, United States, Yugoslavia.
An observer from the U.S.S.R. is on the Committee.

Chairman: M. Eyrie
Vice-Chairman: K.G. Grubb

Secretary-General: V.J.G. Stavridi

CREATION AND AUTHORITY:

The United Nations Information Organization was formally constituted on May 16, 1944 by resolution of 18 Ministers or Heads of national information departments. It grew out of the Inter-Allied Information Committee which was set up in September 1941. There is an associated parallel organization in New York.

PURPOSE:

The Organization was formed to act as a forum for discussion on questions of information of general and joint interest to the United Nations and to provide information on their common aims, activities and achievements.

ACTIVITIES:

Membership of the Organization is open to all United Nations and to certain associated authorities. At present, 18 such nations and authorities direct and finance its activities, which are undertaken by an international staff. The Organization disseminates information about the activities of the United Nations through the press, radio, films, exhibitions, posters, lectures, and other recognized information channels. It acts as a clearing house for information on the peoples of the United Nations, their comparative activities and background. It issues publications on general United Nations subjects.

REPORTS AND PUBLICATIONS:

UNIO News Bulletin. Weekly.
Documentary studies from time to time.

REFERENCES:

UNIO News Bulletin, May 25, 1944.

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UNITED NATIONS INTERIM COMMISSION ON FOOD AND AGRICULTURE

2841 McGill Terrace N.W.
Washington, D.C.

Members: Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Columbia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, France, Great Britain, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iran, Iraq, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippines, Poland, South Africa, USSR, United States, Uruguay, Venezuela, Yugoslavia, The Danish Minister.

Chairman: L.B. Pearson (Canada)

Vice-Chairmen: P.I. Tchegoula (USSR) and Tsou Ping-Wen (China)

Executive Secretary: Howard S. Piquet

CREATION AND AUTHORITY:

The United Nations Interim Commission on Food and Agriculture was set up on July 15, 1943, in accordance with a resolution adopted by the United Nations Conference on Food and Agriculture held at Hot Springs, Virginia, from May 18 to June 3, 1943.

PURPOSE:

The main task of the Interim Commission was to formulate and recommend for consideration by each member government or authority a specific plan for a permanent organization in the field of food and agriculture.

ACTIVITIES:

In considering the functions and duties of the permanent organization which was to be set up, the Interim Commission was requested to take into account the promotion of scientific, technological, social and economic research; the collection and dissemination of information and provision for the exchange of services; the submission to member governments and authorities of recommendations for action with regard to nutrition; standards of consumption of food and other agricultural products; agricultural production, distribution and conservation; statistics and economic studies in the field of agriculture and food including the study of the relation of agriculture to world economy; education and extension work in the field of food and agriculture; agricultural credit and problems of agricultural population and farm labor.

The Interim Commission was further requested to consider the desirability of assigning to the permanent organization functions in the field of development of agricultural resources and orientation of production, where necessary; agricultural commodity arrangements; land tenure and other subjects on which recommendations were made by the Conference.

The Commission is composed of one official representative from each of the member countries and has carried on its work through four committees: the Executive Committee, composed of representatives from 11 countries, and Working Committees A, B, and C, each of which has dealt with one phase of the work of the Commission. An international secretariat gathers information on problems of food and agriculture and carries out specific research projects in anticipation of the work of the permanent organization. The Commission has established liaison with war and relief agencies, has initiated factual surveys of certain countries and areas, and with the co-

United Nations Interim Commission on Food and Agriculture (2)

ACTIVITIES (Cont'd.)

operation of special committees of experts from member countries, has prepared reports on urgent agricultural and nutrition problems.

After a year's work the Commission completed a proposed constitution for the Food and Agriculture Organization of the United Nations. This, together with a detailed report has been submitted to the 44 governments represented at the Hot Springs Conference. The new organization will come into being when 20 nations have accepted the constitution, and the Interim Commission will be dissolved at the first session of the Conference to be set up under the new organization.

REPORTS AND PUBLICATIONS:

First Report to the Governments of the United Nations by the Interim Commission on Food and Agriculture, Washington, August 1, 1944.

Documents relating to the Food and Agriculture Organization of the United Nations, 1st August-14th December, 1944. London, H.M. Stationery Office, 1945 (Cmd. 6590).

Miscellaneous no. 4 (1945).

REFERENCES:

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Final Act of the United Nations Conference on Food and Agriculture, London, H.M. Stationery Office, 1943. (Cmd. 6451).

United Nations Conference on Food and Agriculture. Section Reports on the Conference. London, H.M. Stationery Office, 1943. (Cmd. 6461).

Dept. of State Bulletin, v. 8, no. 208, June 19, 1943, p. 546-572; v. 9, no. 212, July 17, 1943, p. 33-38; v. 9, no. 213, July 24, 1943, p. 52; v. 11, no. 270, Aug. 27, 1944, p. 207; v. 12, no. 295, Jan. 18, 1945, p. 225-230.

U.S. Government Manual, Summer 1944.

A start toward freedom from want; the story of the United Nations Conference on Food and Agriculture. New York, United Nations Information Office, 1943.

The Interim Commission on Food and Agriculture and the FAO. American Journal of International Law, v. 38, no. 4, October 1944, p. 708.

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UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

1344 Connecticut Avenue, N.W. Washington 25, D.C.

Member Governments: Australia, Belgium, Bolivia, Brazil, Canada, Chile, Columbia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, French Provisional Government, Great Britain, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iran, Iraq, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippines, Poland, Union of South Africa, Union of Soviet Socialist Republics, United States, Uruguay, Venezuela, Yugoslavia.

Director-General: Herbert H. Lehman

CREATION AND AUTHORITY:

The United Nations Relief and Rehabilitation Administration was established by an Agreement signed at the White House, Washington, on November 9, 1943, by representatives of 44 United and Associated Nations. This followed the presentation of a draft agreement to these nations in June, 1943, after preliminary conversations between U.S. State Department officials and British Foreign Office representatives, headed by Sir Frederick Leith-Ross.

PURPOSE:

The United Nations Relief and Rehabilitation Administration was established to help organize the resources of the United Nations so that all liberated nations may have the same opportunity to relieve the sufferings of their people and start rebuilding for peace. Its underlying principle is "helping people to help themselves", and the primary consideration in all its operations is need.

ORGANIZATION AND ACTIVITIES:

UNRRA is a service agency which is authorized by the member nations to operate during the military period specifically at the request of the military and when the military period is over, at the request of, and in agreement with, the national authorities of liberated nations.

The headquarters office is located in Washington, D.C. and the European Regional Office was established in London in February, 1944. The Balkan Mission-Cairo Office is the administrative center for the Balkan Mission and for operation of the Middle East refugee camps. A Southwest Pacific Area Office was set up in Sydney, Australia and held its first meeting on February 15, 1945. A China Area Office is being set up in Chungking, and further field offices are to be set up as operations expand.

UNRRA's operating funds are contributed by member nations which have not been invaded on the basis of one percent of their national income for the year ending June 30, 1943. Administrative expenses are shared by all member governments.

Executive authority is vested in the Director-General who with his staff is responsible for carrying out UNRRA's program in line with the policies established by the Council.

United Nations Relief and Rehabilitation Administration (2)

ORGANIZATION AND ACTIVITIES: (Cont'd)

The Administration is composed of: 1) a Council, which is the central policy-making body, meeting twice a year and made up of one representative from each of the member governments; 2) a Central Committee, composed of representatives of China, Great Britain, the USSR and the U.S. which makes policy decisions of an emergency nature when necessary, subject to later reconsideration by the Council; 3) two regional Committees, one for Europe and one for the Far East, composed of representatives of the governments in the areas concerned, which consider and recommend to the Council and the Central Committee policies with respect to relief and rehabilitation within their respective areas; 4) a standing Committee on Supplies whose general function is to advise the Council, the Central Committee and the Director General on general policies regarding the provision, financing and transport of supplies and on which are represented the main supplier nations; 5) a Committee on Financial Control to advise the Council on finances. In addition the Council has provided for five technical committees on Agriculture, Displaced Persons, Health, Industrial Rehabilitation and Welfare.

The Headquarters staff is organized in nine major departments - three of them of a special character (Regional Liaison, Liaison with the American Republics, Secretariat), three functional units (Welfare, Displaced Persons and Health Divisions) and three operating units (Bureau of Finance and Administration, Bureau of Areas, and Bureau of Supply).

As of September 15, 1944 the UNRRA staff and personnel number in excess of 1500. Nationals of 24 of the member governments were represented on the staff.

UNRRA aims at providing liberated areas with the following: *Relief Supplies* of essential goods to meet immediate needs such as food, fuel, clothing, shelter and medical supplies; *Relief Services*, in the fields of health, welfare and displaced persons; *Rehabilitation Supplies and Services*, such as seeds, fertilizers, raw materials, fishing equipment, machinery and spare parts, transport and appropriate technical services.

The training of personnel for overseas service is one of UNRRA's projects and on May 1, 1944 an UNRRA Training Center was established at the University of Maryland for overseas personnel recruited in North America, and on a more limited scale, centers in England and Egypt.

The first session of the Council of UNRRA took place at Atlantic City in November, 1943. The policies and scope of the organization were defined and collaboration with existing international bodies provided for.

The second session was held in Montreal in September, 1944 and was concerned with plans for putting into operation the program for relief drawn up at Atlantic City. New areas of authority were defined and the responsibilities and potentialities for direct assistance to distressed peoples were outlined. Limited aid to Italy was approved, as was also aid for areas of the United Nations under the control of the United Nations important to the military operations of the United Nations or stricken with famine or disease. The problem of displaced persons was fully considered, and it was agreed that UNRRA should in general have the authority to "aid displaced persons in Germany, to aid displaced United Nations nationals in their own or in enemy territory and to help members of persecuted minorities who have been displaced by action of the enemy because of race, religion, or activities in favor of the United Nations". The Council recommended that an international conference be called to bring up to date the International Sanitary Convention of 1926 and the Sanitary Convention for Aerial Navigation of 1933. It received and considered reports from representatives of the Combined Civil Affairs Committee of the Combined Chiefs of Staff and from representatives of the Combined Boards.

According to President Roosevelt's Report to Congress on U.S. Participation in Operations of UNRRA, as of September 30, 1944, the organization has directly or indirectly arrangements in

United Nations Relief and Rehabilitation Administration (3)

ACTIVITIES: (Cont'd)

process for procurement of hundreds of millions of dollars' worth of supplies in the U.S., Canada, Great Britain, Brazil and other countries. A considerable number of UNRRA officers assisted the military authorities in relief operations in Greece. UNRRA had arranged for aid to the Civil Affairs officers of SHAEF during the period of military responsibility for civilian relief in western European areas, particularly in relation to displaced persons and health, and UNRRA officers have been assigned to SHAEF in France, Belgium, Luxembourg and the Netherlands. It took over from the British Army the operation of refugee camps in the Middle East for some 50,000 Greek and Yugoslav refugees. It sent a field mission to Italy to initiate the limited program of aid to mothers and children and displaced persons, together with the provision of some medical supplies. It also sent a mission to Ethiopia. At the time the President made his report a delegation was preparing to go into liberated Poland to arrange for shipment and receipt of relief supplies, and missions were being prepared for as early entrance as practicable into Czechoslovakia and Norway. In the Far East UNRRA had assisted the Chinese Government's Commission on Planning and Investigating Relief and Rehabilitation, and had sent a mission to Australia and New Zealand to explore supply possibilities in these countries and confer with the military command in the theater of relief requirements in liberated territory.

REPORTS AND PUBLICATIONS:

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UNRRA Monthly Review, no. 1, August 1944.

REFERENCES:

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U.S. Govt. Printing Office, Washington, D.C. 1944

Selected Documents. 1st UNRRA Council Session, Atlantic City, U.S. Govt. Printing Office, Washington, D.C. 1944.

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UNITED NATIONS STANDARDS COORDINATING COMMITTEE

70 East 45 Street
New York 17, N.Y.

19-21 Palace Street
London, S.W.1

Head of New York Office: H.J. Wollner

Head of London Office: Charles G. Lemaistre

Members: American Standards Association, New York, N.Y., U.S.A.
Associacao Brasileira de Normas Tecnicas, Rio de Janeiro, Brazil
Australian Standards Association, Sydney, Australia
British Standards Institution, London, Gt. Brit.
Canadian Standards Association, Ottawa, Canada
Chinese Standards Association, Chungking, China
New Zealand Standards Institute
South African Standards Institution, Johannesburg, S.A.

Mexico and the USSR have been invited to join the Committee.

CREATION AND AUTHORITY:

The United Nations Standards Coordinating Committee was planned at a series of international meetings, the most recent being on September 8, 1944 in London, attended by delegates from Australia, Canada, Great Britain, New Zealand and the U.S., also by a Soviet observer.

PURPOSE:

The Committee aims at coordinating and unifying standards necessary for the war effort and the immediate post-war period.

ACTIVITIES:

The Committee maintains two offices, one in London, at the base of European operations, opened in 1944, and one in New York, the source of American war and relief supplies. It will operate for two years after which the need for continued functioning will be reviewed. Meanwhile, any of the United Nations desiring to, may participate in its work.

REPORTS AND PUBLICATIONS:

None published to date.

REFERENCES:

United Nations Standards Coordinating Committee. Constitution and Procedure governing relations with United Nations Standards Coordinating Committee. 2 leaflets
Foreign Commerce Weekly, 21 Oct. 1944
Economist, 5 March 1945

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UNITED NATIONS WAR CRIMES COMMISSION

London

Members: Australia, Belgium, China, Czechoslovakia, France, Great Britain, Greece, India, Luxembourg, the Netherlands, New Zealand, Norway, Poland, South Africa, United States, Yugoslavia.

Canada and the USSR have observers on the Commission.

Chairman: Lord Wright (Australia)

CREATION AND AUTHORITY:

The United Nations War Crimes Commission (originally called the United Nations Commission for the Investigation of War Crimes) was constituted on October 20, 1943 as a result of the Inter-Allied Declaration on War Crimes signed at St. James's Palace, London, January 13, 1942.

PURPOSE:

The Commission was set up for the following purposes: 1) to investigate all cases referred to it by any of the Allied Governments of atrocities committed by, or by order of the nationals of any of the countries at war with any of the United Nations against nationals of the United Nations; 2) to record and assess all available evidence upon such atrocities and particularly on atrocities organized and committed in accordance with deliberate policy; 3) to report to the Governments of the United Nations cases in which the Commission is satisfied that an atrocity has been committed, naming, where possible, those whom they consider responsible.

ACTIVITIES:

The Commission is primarily a fact-finding body. It investigates evidence and draws up lists of persons who, as a result of examination, are wanted as war criminals. Since the Commission has no machinery for directly collecting evidence itself, the responsibility for deciding what war criminals should be brought before it and for submitting the evidence for each case rests with the individual Governments. The functions of the Commission were enlarged to include that of making recommendations to the Governments on the methods to be adopted to ensure surrender or capture of those wanted for trial and the tribunals by which they should be tried.

To discharge its fact-finding and advisory functions, the Commission set up three committees: 1) *Committee on Facts and Evidence*; 2) *Committee on Enforcement*; 3) *Committee on Legal Questions*. The results of the investigations of the first committee are reported to the Commission with which rests the final decision as to which names are to be added to the list of war criminals. The Committee on Enforcement deals with the means of ensuring that the accused persons shall be tried. The Committee on Legal Questions studies technical loopholes in the laws of various countries which might enable a war criminal to escape the consequences of his actions.

By October, 1944 the Commission had submitted to the Allied Governments represented on it a three-point plan for the trial of war criminals:

United Nations War Crimes Commission (2)

ACTIVITIES: (Cont'd.)

- 1) The majority of war criminals to be tried and punished by national courts in countries where the crimes were committed against their nationals or other victims; 2) Allied military courts to deal with war criminals in enemy countries occupied by the Allies; 3) United Nations criminal courts, specially constituted to try leading war criminals not guilty under existing national laws or international law, as well as criminals accused of committing crimes in more than one country.

On April 1, 1945, the Commission announced in London that five lists of war criminals had been drafted, with Hitler's name heading one of the lists. Two of the lists catalogue German war criminals, one Japanese, one Italians, and one Albanians, Bulgarians, Hungarians and Rumanians. The lists have been given to agencies in the various countries affected "in order that the persons may be apprehended and turned over to the proper nation for trial." Further lists are being prepared.

On that same date, it was disclosed that a subcommission had been set up at Chungking in June 1944 to investigate and report to the Commission in London on the situation in the Far East and Pacific areas. The Chungking subcommission has held four meetings since November 1944 and is composed of representatives of Australia, Belgium, China, Czechoslovakia, France, Great Britain, India, Luxembourg, Netherlands, Poland and the United States. Dr. Wang Chung-hui, Chinese representative, is chairman. At present the subcommission is examining material and information concerned with Japanese war criminals.

It was further disclosed by the London Commission that each of 16 nations had established national war crimes offices, and investigations were being made and evidence collected on war crimes committed against each nation by its own citizens.

REPORTS AND PUBLICATIONS:

Press Release, London, Aug. 30, 1944

REFERENCES:

- Punishment for war crimes; the Inter-Allied Declaration signed at St. James's Palace, London, on 13th January, 1942 and relative documents. London, H.M. Stationery Office [1942]
- Id. (2) Collective notes presented to the Governments of Great Britain, the U.S.S.R. and the U.S.A. and relative correspondence. [1943]
- Inter-Allied Review, v. 2, no. 10, Oct. 15, 1942, p. 233-236
- Hansard, H.C.C., Jan. 17, 1945
- Dept. of State Bulletin, v. 11, no. 275, Oct. 1, 1944, p. 339-340
- News Bulletin, pub. by United Nations Information Organization, London, v. 1, no. 30, Sept. 7, 1944, p. 1 & 4
- New York Times, Feb. 1 and April 2, 1945
- Herald Tribune, Feb. 1 and April 2, 1945
- Keesing's Contemporary Archives, 1943, p. 6072

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APPENDIX A.

The following Commissions have been set up, but details on them are not yet available:

ALLIED CONTROL COMMISSION FOR ROUMANIA. Bucharest.

The Commission was established under the terms of the Armistice with Roumania, signed at Moscow, September 12, 1944. The Commission will "undertake until the conclusion of peace the regulation of and control over the execution of the present terms [of the Armistice] under the general direction and orders of the Allied (Soviet) High Command, acting on behalf of the Allied powers". The Commission was "to set up special organs or sections entrusting them respectively with the execution of various functions". Its headquarters are in Bucharest. In addition, its officers may be stationed in various parts of Roumania.

Reference:

Conditions of an armistice with Roumania signed at Moscow, 12th Sept. 1944. London, H.M. Stationery Office, 1945. (Cmd. 6585) Miscellaneous No. 1 (1945)

ALLIED CONTROL COMMISSION FOR FINLAND. Helsingfors.

The Commission was established to carry out the terms of the Armistice with Finland, signed at Moscow, September 19, 1944. The Commission is an organ of the Allied (Soviet) High Command, to which it is directly subordinated and is the liaison link between the Allied (Soviet) High Command and the Finnish Government. The chief task of the Commission is to see that the Finnish Government fulfills the terms of the Armistice. The Commission has the right to receive from the Finnish authorities all the information it requires for the fulfillment of its task; it may establish special organs or sections for various tasks; the members of the Commission and its officers "have the right to visit without let or hindrance any institutions, enterprise, or port and to receive there all the information necessary for their functions"; it enjoys "all diplomatic privileges, including inviolability of persons, property and archives", and it has "the right of communication by means of cypher and diplomatic courier"; it has at its disposal a number of aircraft for the use of which the Finnish authorities grant all the necessary facilities.

Reference:

Conditions of an armistice with Finland, signed at Moscow 19th Sept. 1944, London, H.M. Stationery Office, 1945. (Cmd. 6586) Miscellaneous No. 2 (1945)

ALLIED CONTROL COMMISSION FOR BULGARIA

The Allied Control Commission for Bulgaria was established under the terms of the Armistice with Bulgaria signed at Moscow, October 28, 1944 to carry out the terms of the Armistice under the chairmanship of the representative of the Allied (Soviet) High Command and with the participation of representatives of Great Britain and the United States. The Commission is under the general direction of the Allied (Soviet) High Command during the period between the coming into force of the Armistice and the conclusion of hostilities against Germany.

Reference:

Conditions of an armistice with Bulgaria, signed at Moscow, 28th Oct. 1944. London, H.M. Stationery Office, 1945. (Cmd. 6587) Miscellaneous No. 3 (1945)

Appendix A (2)

ALLIED CONTROL COMMISSION FOR HUNGARY. Budapest.

The Allied Control Commission for Hungary was established under the terms of the Armistice with Hungary signed at Moscow, January 10, 1945. The Commission will operate according to the same terms as those stated in the Armistice for Bulgaria. It will set up special organs or sections for the execution of various functions and may have its officers in various parts of Hungary, with headquarters at Budapest.

Reference:

Dept. of State Release, no. 53, Jan. 20, 1945

ALLIED CONTROL COMMISSION FOR GERMANY

According to the Report of the Crimean Conference (Feb. 4-12, 1945) "coordinated administration and control [of Germany] have been provided for under the [agreed] plan through a central control commission consisting of the Supreme Commanders of [Great Britain, the United States and the USSR] with headquarters in Berlin. It has been agreed that France should be invited by the three powers, if she should so desire, to take over a zone of occupation and to participate as a fourth member of the control commission. The limits of the French zone will be agreed by the four governments concerned through their representatives on the European Advisory Commission.

It was announced in the House of Commons on January 31, 1945 that Mr. I. Kirkpatrick and Major-General S. Kirby were the civil and military Deputy Commissioners respectively in charge of the British element of the Allied Control Commission for Germany.

References:

Hansard, H. o. C. Jan. 31, 1945, col. 1438

White House Press Release. Text of Report of Crimea Conference. February 12, 1945.

REPARATIONS COMMISSION. Moscow.

The announcement of the formation of the Reparations Commission was made at the Crimean Conference. It will work in Moscow and will "consider the question of the extent and methods for compensating damage caused by Germany to the Allied countries".

Dr. Isador Lubin, statistician for the Combined Chiefs of Staff was appointed on March 12, 1945 to represent the U.S. on the Commission, and Richard B. Scandrett, Jr., senior partner of a New York law firm, has been named a member of the American delegation.

References:

White House Press Release. Text of Report of Crimea Conference. February 12, 1945.

N.Y. Times, March 13, 1945; April 3, 1945.

4-E

HELPING THE PEOPLE TO HELP THEMSELVES

*The Story
of the United Nations Relief and
Rehabilitation Administration*

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"The Governments or Authorities whose duly-authorized representatives have subscribed hereto,

"Being United Nations or being associated with the United Nations in this way,

"Being determined that immediately upon the liberation of any area by the armed forces of the United Nations or as a consequence of retreat of the enemy, the population thereof shall receive aid and relief from their sufferings, food, clothing and shelter, aid in the prevention of pestilence and in the recovery of the health of the people, and that preparation and arrangements shall be made for the return of prisoners and exiles to their homes and for assistance in the resumption of urgently needed agricultural and industrial production and the restoration of essential services,

"Have agreed as follows."

From the Preamble of the Agreement for United Nations Relief and Rehabilitation Administration, signed at the White House, Washington, D. C., on November 9, 1943.

NOTE: The text of the UNRRA Agreement, the Resolutions of the Atlantic City Council Meeting, and the reports on which they were based may be obtained from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C., under the title of *First Session of the Council, United Nations Relief and Rehabilitation Administration, Selected Documents*, State Department Conference Series 53, price 35 cents.

The Problem—and the United Nations

Never before in the history of mankind have men been called upon to solve a relief problem of greater magnitude and complexity than that resulting from the present war. Within three years 35 countries, spread over Europe and Asia and containing more than half a billion people, have passed under the Axis yoke. They have been robbed of their wealth, their economies have been destroyed, and their peoples have been left in semi-starvation. The older generation is ravaged by disease and hunger; typhus and tuberculosis are spreading; malnutrition threatens to maim the younger generation for life. Tons of food, medicine, clothes and other materials will have to be rushed to liberated Europe, and in the areas of China now under Japanese occupation at least 84,000,000 people will eventually need relief.

Who will take the responsibility for this tremendous task? Who will see to it that a hope for freedom from want and fear is given people, so that instead of desperate social conflict, there will be the normal living and thinking that makes a stable world? Who will pay for the seeds, the wool, the plows, the flour and serums? Who will decide all these questions?

Not one nation, or two, or four will decide, but many. For out of World War II has grown an idea which is defeating the Axis, the idea of nations united in action, pooling their resources for the common good.

From that concept has come strength to win the war. When on Tuesday, November 9, 1943, representatives of 44 united and associated nations met in the East Room of the White House and signed an agreement pledging their countries to co-operate, each according to its abilities, in aiding the victims of the aggression, men realized there was also strength in the concept to win the peace. Their agreement created the United Nations Relief and Rehabilitation Administration, generally known as UNRRA.

Addressing the delegates, the President of the United States said: "We mean business in this war in a political and humanitarian sense, just as surely as we mean business in a military sense. It (UNRRA) is one more strong link joining the United Nations in facing problems of mutual need and interest. . . ."

THE AGREEMENT

The UNRRA agreement signed in the White House on November 9 was not a spontaneous or hastily improvised document, belonging to any one nation. It began when the first home was destroyed, when the first people came under enemy occupation, when the first indication of human need became evident; it grew out of many minds seeking ways to revive suffering peoples, to aid in the eventual recovery of a war-torn world.

In London, an Allied Committee on Post-War Requirements, known as the Leith-Ross Committee, had worked for over a year on the problem of relief and rehabilitation of devastated areas in Europe. Economic, agricultural, medical experts did valuable spade work in tabulating needs and requirements. The U. S. Office of Foreign Relief and Rehabilitation Operations under former Governor Lehman of New York had been organized in the United States and had already been at work in French North Africa. On May 17, 1943, the United Nations Conference on Food and Agriculture had met at Hot Springs, Va., to go into long-range postwar problems.

In short, men and nations had been concerned with freedom from want in many ways. With Axis defeat becoming a certainty, the time was ripe for a working organization to carry out urgent, planned steps to relieve the most essential wants of the occupied countries, both in Europe and Asia. Preliminary discussions began between governments; tentative proposals were exchanged and amended until a final draft, acceptable to all the United Nations, was approved. The United States agreed to convoke the historical meeting at the White House, where the delegates of 44 nations, coming from all continents and representing 80 per cent of the human race, attached their signatures to the international agreement which constitutes the charter of UNRRA, the relief and rehabilitation organization.

Signers of this agreement were:

Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, French Committee of National Liberation, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iran, Iraq, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippine Commonwealth, Poland, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia.*

*The Danish Minister in Washington, Mr. Henrik de Kauffmann, attended the Council Meeting in his personal capacity.

WHAT THE AGREEMENT SAYS

There were few wasted words in the UNRRA pact; its spirit, devoid of frills and formalities, was one of honest realism. The preamble plunged into the task ahead: The United Nations are "determined that immediately upon the liberation of any area by the armed forces of the United Nations or as a consequence of retreat of the enemy the population thereof shall receive aid and relief from their sufferings, food, clothing and shelter, aid in the prevention of pestilence and in the recovery of the health of the people, and that preparation and arrangements shall be made for the return of prisoners and exiles to their homes and for assistance in the resumption of urgently needed agricultural and industrial production and the restoration of essential services."

In 10 business-like articles, the Agreement continued:

UNRRA has the authority to plan, coordinate and administer, in agreement with the military authorities, the foregoing measures for the relief of victims of war in areas liberated from Axis control.

The Administration is to have the power to acquire, hold and convey property, to enter into contracts and undertake obligations appropriate to its objectives and purpose.

Each member government is to name one representative to the Council of UNRRA. The Council is to be the policy-making body of the Administration and is to be convened not less than twice a year by the Central Committee, consisting of the representatives of China, the Soviet Union, the United Kingdom and the United States.

The Central Committee is to make policy decisions of an emergency nature between sessions of the Council. All such decisions, however, are to be open

to reconsideration by the Council at any of its regular or special sessions. The Central Committee is also to invite the participation of any member government to those meetings if a particular question involving that government is discussed.

Besides the Central Committee, the Agreement provides for the creation of a Committee on Supplies, composed of the members representing the countries likely to be the principal suppliers of food and services; it also provides for regional Committees for Europe, and for the Far East, and for other regional or technical advisory committees which the Council may consider necessary.

The executive authority of the United Nations Relief and Rehabilitation Administration is vested in a Director General, appointed by the Council on the unanimous nomination of the Central Committee.

Under the Agreement each of the 44 member governments accepts the obligation, subject to the approval of its constitutional bodies, to contribute to the support of the Administration and to place at its disposal such supplies and resources as may be decided upon by the Council and approved of by the respective national governments.

All purchases by any of the member governments made outside their own territories during the war for relief purposes may be made only after consultation with the Director General, and are, so far as practicable, to be carried out through the appropriate United Nations agency.

The Agreement stipulates that the Director General shall not undertake activities in any area in which the military are operating without the consent of the military command, and that he will be subject to such control as the command may find necessary.

Thus was developed the framework for mobilizing the resources and energies of the United Nations. Concerted action was necessary, for one nation alone could not feed and relieve all the victims of aggression. It was now too plain that the prosperity and peace of any nation depended not upon bankrupt or prostrate peoples, but upon peoples who had food to eat and money with which to buy things.

Elected Director General of UNRRA, Herbert H. Lehman declared: "We cannot make ourselves secure in a world in which millions of men, women and children are dying of want or by epidemic. Let us recognize frankly that freedom from gripping want is a basic component of any enduring peace, and that if the world is to have any hope of lasting peace and a stable economy we must all co-operate wholeheartedly to the end that the liberated peoples are restored as rapidly as possible to a self-sustaining basis.

"The fate of all United Nations efforts to assure a world of security and of lasting peace may well be largely influenced by the success of this, their first joint effort in relief and rehabilitation."

AT ATLANTIC CITY—THE WORK BEGINS

The Agreement was signed in Washington on November 9th, and the delegates then moved to Atlantic City for the first meeting of UNRRA's Council. By Wednesday, November 10th, some 600 diplomats, experts, scientists and secretaries had assembled at the Claridge Hotel to carry out the terms of the agreement signed the day before. It was the largest international

gathering ever held within the United States, and the second to take place in one year.

The problems facing the delegates were many and complex: How to get sugar from the Caribbean countries, rice and coffee from Brazil, beans from Chile, fish from Newfoundland to the liberated countries in the fastest possible time? How to gather seed, farm machinery, fuel, medical supplies? How to accomplish the stupendous task of repatriating some 20 to 30 million people in Europe, for example, refugees from Axis-conquered lands and enslaved workers? How to work out a formula for the equitable sharing of financial responsibility among the United Nations? How to integrate UNRRA's job with government and private war-relief groups already engaged in aiding Axis victims?

None of these problems was avoided. The very nature of the conference encouraged their solution.

When they reached Atlantic City, the delegates had in their hands the Agreement setting up the organization; their work, then was to lay down the broad principles of policy. UNRRA, as distinct from the permanent organization on food and agriculture, was temporary; it was emergency. It might have to start large scale operations in a few months; it might have to function in the midst of war.

COMMITTEES ARE SET UP

Under the chairmanship of Dean Acheson, Member of the Council for the United States, the UNRRA Council divided its agenda into four main committees and 15 sub-committees. The Committee on Ad Hoc Committees acted as the steering agency of the session.

The UNRRA committees did not attempt to legislate, i.e. to draw up international conventions or treaties to be signed; what began on November 10 at Atlantic City amounted to business deliberations by nations having urgent stakes in setting up an organization that could act at once.

Committee I on Organization and Administration considered in its four sub-committees the following items: The composition and functions of the regional Committee for Europe and the Far East, together with the Standing Technical Committees on Agriculture, Displaced Persons, Health, Industrial Rehabilitation and Welfare; rules and procedures of the Council and its Standing Committees; personnel policies and the administrative budget.

Committee II on General Policy and its three sub-committees dealt with the broad policies of the Administration, its relations with governments and with inter-governmental bodies.

Committee III on Supply and Finance had one sub-committee to study the financial plan for the Administration, and another to examine the procedures for ascertaining and meeting deficits in supplies. It was also charged with setting up the Standing Committees on Supply and Financial Control and with defining their functions.

Committee IV on Relief and Rehabilitation Policies was divided into six sub-committees engaged in discussing technical aspects of relief distribution, health and medical care, welfare services and voluntary relief agencies, assistance to displaced persons, agricultural rehabilitation and rehabilitation of industries, transport and other services essential to relief.

The United States provided the secretariat for this first session of UNRRA. Altogether there were well over 150 meetings of the main committees, sub-committees and drafting groups, some of which had almost daily sessions.

And these meetings were characterized by an avoidance of high-flown oratory and idealistic generalities; realism was the keynote of the Council Meeting. Within three weeks 41 resolutions were passed and handed over to the Director General for further action.

THE SCOPE OF UNRRA

Dean Acheson, Chairman of the Council, remarked that UNRRA could not reconstruct the world, neither could it be limited to a mere "soup kitchen" charity. The scope of UNRRA, he pointed out, lay somewhere between these two extremes.

The Council drew a line among the three R's—Relief, Rehabilitation and Reconstruction. Postwar reconstruction was not its function; its limit was relief and such material rehabilitation as might be found essential to relief. Thus, the Council concluded that the Administration should insure the provision of

- (1) essential consumer goods for immediate needs, such as food, shelter, medical supplies; and materials, such as seeds, raw materials, machinery,
- (2) essential services such as health and aid in the repatriation of displaced persons; the rehabilitation of public utilities (light, water, communications) in so far as they could be restored for immediate needs; and assistance in procuring equipment for schools and universities.

Thus, UNRRA might restore water supply systems damaged by bombing, but could not instal a new sewage system in a town which never had a sewage system.

It was realized that in some instances, UNRRA might have to operate in liberated areas where there was no organized or responsible government. In such cases, UNRRA would work in close agreement with the military command. And once a government has been set up in a liberated area, the Administration would operate only after consultation with, and with the consent of, the government concerned.

In transporting relief materials, repatriating displaced persons, or in combating epidemics, the Administration would probably have to operate in enemy or ex-enemy areas. Moreover, the Administration might, in agreement with the military command and the established control authorities, find it necessary to extend relief to ex-enemy peoples. The Council decided that the expenses connected with such operations should be paid by the enemy or ex-enemy country concerned; and that aggressor nations should pay for whatever they received as soon as payment could be collected.

CO-OPERATION WITH COMBINED BOARDS

From the very beginning, it was understood that the activities of UNRRA would be conducted without interference in the prosecution of

the war. For this purpose, UNRRA officials would have to work in collaboration with military authorities. Consequently, it seemed essential that requirements of relief be coordinated with military requirements "through the use of existing inter-governmental agencies" already concerned with directing supplies and shipping facilities. These "inter-governmental agencies" are the four Combined Boards for food, industrial goods, raw materials and shipping, which are chiefly concerned with the war effort.

A kind of teamwork formula was worked out: The Council decided that all member governments should keep UNRRA fully informed of all their relief and rehabilitation requirements. On his part, Director General Lehman may present to the Combined Boards recommendations he deems necessary to obtain a fair distribution of supplies and shipping in the liberated areas. He will also present the over-all requirements of all areas to permit a global consideration of relief needs with other needs.

Furthermore, he may present the particular requirements of any one country for which UNRRA's assistance has been asked. On the other hand, it is anticipated that the Combined Boards will consult the Director General when any matter affecting UNRRA is under discussion.

POLICIES ON DISTRIBUTION OF SUPPLIES

Once supplies have been gathered, allocated and shipped, such supplies, according to the Council shall "at no time be used as a political weapon and no discrimination shall be made because of race, creed or political belief."

In general, it was agreed, the responsibility for distribution of relief is to be borne by the government which exercises administrative authority in the particular area, and that the distribution of supplies should take place under effective rationing and price control. All classes are to receive an equal share; the poor will get relief free, those able to pay will buy the relief goods through normal distributing agencies. When supplies are sold to consumers, prices will be set to speed up the flow of supplies into proper hands, and to avoid maladjustments in the price structures.

UNRRA'S HEALTH AND WELFARE PROGRAM

Reports received from the occupied countries indicate that the United Nations will have to act swiftly to prevent the spread of epidemics; thousands of lives are being taken by typhus and tuberculosis. The UNRRA Council laid plans to send life-saving teams of doctors and nurses behind the liberating armies to fight disease and starvation. A staff of doctors and technicians will be gathered from all nations and standard units of medical supplies are to be assembled. After first emergencies have been met, the Council agreed, UNRRA will then attempt to provide assistance to governments to enable them to re-establish health services in the least possible time.

An important function of UNRRA's health organization will be epidemic control, particularly epidemics affecting more than one country. Early recognition will be given to the needs of children and expectant and nursing mothers, for upon them depends the restoration of normal family life. Special measures will be taken to deal with communicable diseases among children,

particularly those who are homeless and lost, and whose resistance has been lowered by malnutrition.

Welfare was defined by the Council to include the necessities of life for those persons unable to provide for themselves. Welfare services will be designed to help people to help themselves; and UNRRA will also enlist the co-operation of voluntary relief agencies who have been or are working in the field.

DISPLACED PERSONS

There are 1,800,000 Frenchmen in Germany; according to one estimate, to move this number of persons will take 24 trains a day, every day for eight months. This is but one example of the problem of displaced, uprooted peoples—the physical problem, aside from the deep psychological wounds inflicted by the war and the enemy.

According to an official estimate by the Allied Governments, there are now, exclusive of the Soviet territories and the Far East, between 21 and 30 million homeless or displaced persons scattered over the continent of Europe—forced laborers in the Axis countries, civilian prisoners and persons in concentration camps, war fugitives, hostages and thousands upon thousands who have been forcibly uprooted from century-long homes to allow the Nazis to put into effect their racial and living-space "doctrines." In the Far East over 40,000,000 Chinese have been driven from town to town, district to district, in regions occupied by the Japanese.

The problem of returning those still alive at the end of the war to their homes has been viewed as a problem of organization almost as great as the problem of relief itself. Yet, transportation is only one part of repatriation. Displaced persons will need food, clothing and temporary shelters. And these relief measures call for a vast quantity of supplies to be provided for within the minimum requirements for general relief.

Then there is the medical side. Mass movements of displaced persons are likely to cause an acute danger from epidemics, not only among the displaced persons themselves but in the countries of their residence, passage and return. The closest possible collaboration must, therefore, be maintained with the health organization of UNRRA and all other national and international health institutions.

This was one of the toughest problems before the Atlantic City Council. Political implications were obvious and politics did not come under the scope of UNRRA. Will the victims in Axis territories be rescued before the Nazis lay their hands on them in the eleventh hour of revengeful, desperation? What about enemy or ex-enemy nationals who have settled in Allied countries, moved into Allied homes?

The Council suggested that while it is not the purpose of UNRRA to assist enemy subjects, the removal of enemy or ex-enemy nationals who may still be in occupation of Allied homes, might be undertaken by UNRRA. Realizing the implications of the question, it also suggested, therefore, that the return of such ex-enemy intruders to their homes be referred to an early meeting of the Council as a separate issue for further consideration.

Why teamwork was necessary, why a United Nations agency was the only practical means to straighten out the awful tangle of displaced peoples was revealed in the next recommendation:

Four countries might be involved before a family, a father or a son could return to their home. There will be the country where they are living temporarily, the country through which they must pass, the country where they have lived, and the country of which they are nationals. Therefore, agreements have to be reached with all of them. The Council expressed the hope that all governments would co-operate with UNRRA in helping people get back home, whether those people were their nationals or not.

The Council recommended that the Administration should take steps to ensure the closest co-operation with the military authorities, the International Committee of the Red Cross (which already possesses a wealth of information and experience, particularly records containing some 15,000,000 names), and with the Inter-Governmental Committee on Refugees in London which has long dealt with persons who have had to leave their homes for reasons of nationality, race, religion or political belief. It will be the responsibility of UNRRA to assist, in the care of such refugees as cannot or do not wish to be repatriated until the Inter-Governmental Committee can find places for them to live.

FOOD COMES FIRST—REHABILITATION OF AGRICULTURE

In his first press conference, Director General Lehman declared that food would take priority over all shipments other than war materials to the liberated countries. The flow of food will be tagged "emergency relief." Hunger must be assuaged, bodies nourished before the many schemes of rehabilitation can even be started.

UNRRA will furnish "energy" foods to relieve hunger and simultaneously begin the rehabilitation of agriculture. The big shortages after the war will be in milk, meat and fats; there will have to be concentration at first on supplies of wheat and cereals for energy foods, as there are plentiful stock-piles of wheat. Seed, farm machinery, fertilizer, lubricants and fuel will be required. Food processing machinery may be required to convert new food into edible form. Retreating Germans, for instance, tried desperately to destroy olive crushers in Tunisia.

Agricultural experts at the Council Meeting pointed out that for the first crop year after liberation, absolute priority should be given to producing foods for direct human consumption. Only when danger of actual hunger is removed, can more ambitious farming goals be contemplated. This means that production of pigs and poultry will be discouraged. It means that the menu for liberated peoples after the war will show milk, bread, beans, peas, potatoes, cabbages, Brussels sprouts, turnips and carrots. This is a program for a one-year crop, and that is as far as UNRRA will probably go. In most cases, it is expected the people in war areas will not need outside shipments of food after the first domestic crop is harvested. This was the case with North Africa, which has already shifted from the receiving to the giving side of the world food ledger.

The Council adopted the conclusion of the United Nations Conference on Food and Agriculture at Hot Springs that a permanent international food organization should handle long-range plans for increasing world-wide food production and standards of living. It was agreed that UNRRA should con-

fine itself to emergency matters, but should co-operate closely with the permanent food organization.

How much and what food is needed to be based on the lowest rate of nutritional value for maintaining health. This rate calls for 2,000 calories daily per person and it was urged that this standard be increased at the earliest opportunity. (By contrast, the U. S. soldier gets 3,750 calories in his daily ration.)

To get occupied Europe back to its pre-war state of self-sufficiency, it has been estimated that 400,000 tons of seeds will have to be imported in the first half year. Dried milk will be needed to take the place of milk from cows that have been killed by the invaders. It was recommended that liberated countries increase their production and consumption of potatoes to the maximum.

Many countries will want tractors. In the field of farm production, the chief responsibility of UNRRA will be to help local governments with imported supplies and equipment in order to reduce the needs for relief after the first harvest.

INDUSTRIAL REHABILITATION

So far the Council had studied many aspects of relief—health, food, welfare services, farm production, deported and displaced persons. None was found separate from the other. Health depended upon food which depended upon social services and so on. They were inter-related; each was emergency; all would be tackled simultaneously. The success of immediate relief depends upon an efficient transportation system, railway equipment, water and power supplies, and upon minor repairs to factories which, when operating, could produce relief goods themselves.

The Council decided that UNRRA would help those countries whose industries can be rebuilt for production of relief goods. This would cut down on shipping problems, would get urgently needed supplies faster to other liberated areas.

If raw materials, machinery and spare parts must be imported from overseas, each country will give the Administration necessary explanation of the volume, number and types which are generally used and might be purchased beforehand. To encourage this type of rehabilitation, UNRRA would specially seek allocation of raw materials, machinery and spare parts; moreover, it would provide, if the interested governments so requested, an experienced technical staff, and priorities for the return of skilled workers awaiting repatriation. It was suggested that stock-piles of machine tools be built up so they could be quickly transported to liberated areas.

In carrying out industrial rehabilitation, a definite order of priority is to be established. First, it will be necessary to restore water, electricity and other public services. The rapid resumption of industrial activity will start the liberated areas on the road to build and provide for themselves.

Priority in the repair of buildings in devastated areas will be accorded hospitals, schools and accommodations for homeless persons, especially workers engaged in essential public services; farmers and agricultural workers and workers in industries important to the relief program. For displaced persons,

existing buildings, camps, barracks, hospitals and other public buildings will be used.

THE FINANCIAL PLAN FOR UNRRA

The Council was aware that no matter how important the lists of essential goods might be, it was also important to fix a budget which could be assembled from the member states and other sources. First, it was agreed that the formula covering the finances for UNRRA should be acceptable to all nations able and willing to contribute. The success of UNRRA depended upon a genuine collaboration of all the United Nations; consequently, the contribution of each must represent a reasonable amount in accordance with the ability to pay.

This purpose was met by the adoption of what has become known as the American financial plan. Each member government whose home territory has not been occupied by the enemy shall make a contribution for participation in the work of the Administration, approximately equivalent to one per cent of the national income of the country for the year ending June 30, 1943, as determined by the member government. Richer countries may, if they so wish, contribute more, while countries who have been excessively burdened by the continuance of the war may have an opportunity to make adjustments. Contributions are also expected from neutral countries and from private sources.

The relief resources of the free world were being pooled and distributed on the basis of a nation's ability to pay. Many of the invaded nations would need supplies of course and would be able to contribute in other ways to the United Nations relief pool. For example, Belgium will need food and medicine for her half-starved people, but Belgium would be able to pay for all assistance given her. Besides the Belgian Congo could supply raw materials and food products to other needy nations. Norway will need much food, but out of its great merchant fleet it will be able to provide shipping to bring help to other countries.

This "world community chest" of two to two and one-half billion dollars will be accumulated for the entire relief period. The recommended contribution for the United States is \$1,350,000,000; it will be the largest single contribution by a member nation. On the other hand, it will be just about a billion less than the United States put up into relief after World War I.

For the United Kingdom the recommended contribution is approximately eighty million pounds sterling. The rest would come chiefly from other parts of the British Commonwealth of Nations and from the Latin American Republics. Invaded countries such as Russia, China and others that will need relief are not assigned quotas under the one per cent clause; it is recommended that those who are able to contribute to the work of UNRRA outside their own territory should do so.

UNRRA will not spend money for the relief and rehabilitation of any area whose government is in a position to pay in foreign exchange. If a government considers that it is not in a position to pay, the Director General will consult with that government, and with a special committee of the Council.

Acting on the latter's advice, he will determine whether or not the country or the government is in a position to make payments for relief.

All financial transactions of UNRRA are to be audited by an Auditor selected by the Council, and the Director General will make periodical reports to the Council on the financial status of the Administration. All the member governments are requested to see to it that UNRRA supplies in transit are not subjected to any taxes or other hindrances likely to reduce the resources of the Administration. To meet the needs of other liberated areas, member governments will keep the Director General constantly informed about any surpluses of supplies. Similarly any available surpluses from enemy or enemy territories may be used to meet the needs of liberated areas.

Director General Lehman told the House Foreign Affairs Committee that UNRRA's resources "must be used only to meet the most pressing needs," and "not dissipated in financing long-range reconstruction projects." The success of UNRRA, he went on, "must be measured by the speed with which it is able to liquidate itself; the sooner it becomes unnecessary, the greater will have been its accomplishments."

ESTABLISHMENT OF STANDING COMMITTEES

Outstanding among the results of the Council at Atlantic City was the establishment of Standing Committees as part of UNRRA'S working machinery.

The Committee of the Council for Europe, seated in London, consists of Council members representing Belgium, Czechoslovakia, the French Committee of National Liberation, Greece, Iceland, Luxembourg, the Netherlands, Norway, Poland, the Union of Soviet Socialist Republics, the United Kingdom and Yugoslavia. The United States, Brazil and Canada are also represented.

The Committee of the Council for the Far East, temporarily at Washington, D. C., comprises Australia, China, the French Committee of National Liberation, India, the Netherlands, New Zealand, the Philippine Commonwealth, the United Kingdom and the United States.

In cases of emergency, the Central Committee is authorized to appoint additional members of the regional Committees.

The functions of the two regional Committees consist of basic work in the preparation of estimates for overall requirements in their areas; they are to advise the Director General on all questions within their province related to UNRRA activities; they are to promote appropriate national and inter-governmental action on the part of their member governments.

The Committee on Supplies is made up of 11 representatives of countries likely to be the principal suppliers of relief materials and services at the start of UNRRA operations. Its roll is: Australia, Belgium, Brazil, Canada, China, the French Committee of National Liberation, the Netherlands, New Zealand, the Soviet Union, the United Kingdom and the United States.

The Supplies Committee is charged with handling supplies in consultation with the Director General, the Central Committee, the Council and the Combined Boards. It will concern itself with the financing and transportation of supplies, it will make sure that required materials and services are available and it will see to the equitable distribution of supplies and services among

the supplying countries. It appoints, in consultation with the chairman of the Committee on Financial Control, a sub-committee of not more than five members to advise the Director General in determining whether a government is in a position to pay, as provided in the Financial Plan. The Supplies Committee will meet at Washington, D. C.

The Committee on Financial Control, also located at Washington, consists of representatives of eight countries: China, Greece, Mexico, Norway, Union of South Africa, the Soviet Union, the United Kingdom and the United States. Its work is to advise the Administration on how to aid in counteracting inflationary trends, to attend to UNRRA's administrative budget as well as to any financial matter it may be entrusted with by the Central Committee.

Many of the policy problems of UNRRA are of a technical nature and cannot be worked out without constant advice by specialists. Consequently, the Conference agreed to create five standing technical committees on agriculture, displaced persons, health, industrial rehabilitation and welfare. Each member government may participate in the work of each of these technical committees; only persons possessing special ability and expert knowledge should be appointed as members or alternates.

These committees will formulate proposals for technical policies within their province and will advise the Director General, the Central Committee, and the Council.

The four leading powers hold vital posts on the Central Committee, the Committee on Supplies, the Committee on Financial Control and on both regional Committees. The member of the Council for the United Kingdom was elected chairman of the Committee for Europe, that for China chairman of the Committee for the Far East, while the chairmanships of the Committees on Supplies and Financial Control went to the representatives of Canada and the United States respectively.

THE UNRRA OFFICE

The Council agreed that UNRRA headquarters are to be located in Washington, D. C. Regional offices will be established in London, in the Far East and possibly in Cairo.

Recognizing that the success of the Administration would depend largely upon the vision, competence, integrity and loyalty of the men and women who would become its officers and technical staff, the Council recommended that the Director, under his full executive authority, act with the greatest possible freedom in the selection of personnel.

It was decided that the staff of UNRRA should be of an international character, selected upon the basis of individual qualifications and without discrimination on the grounds of sex, race, nationality or creed, and recruited upon as wide a geographic basis as is compatible with efficient administration. National governments and international agencies are being urged to make available to the Administration such persons in their own service whom the Director General may invite to join UNRRA's staff.

ACCOMPLISHMENTS OF THE COUNCIL

When after the last session of the Council on December 1, the representatives of 44 nations packed their bags and left Atlantic City, a job had been started. In their discussions, within a comparatively short period of three weeks, they had realistically met a great and staggering problem.

Dean Acheson, Chairman of the Council at Atlantic City, declared: "If we are asked what we have done here, I believe that we can answer: we have reached agreement upon a practicable program . . . fully possible of achievement in action. A general purpose has been translated into a definite plan."

The work at Atlantic City, according to Colonel John J. Llewellyn of the United Kingdom, was "a crusade to bring food to the hungry, shelter to the homeless, clothing to those who are in rags; a crusade against the scourge of epidemics and to help the return to their homes of many millions who are prisoners or who are being treated as slaves."

In his message to Congress asking for appropriations for the Administration, the President of the United States pointed out: "UNRRA will be able to make only a beginning in the vast task of aiding the victims of war. The greatest part of the job will have to be done by the liberated peoples themselves. What UNRRA can do is to help the liberated peoples to help themselves, so that they may have the strength to undertake the task of rebuilding their destroyed homes, their ruined factories and their plundered farms. . . . They do not want charity. They seek the strength to fight and to do their part in securing the peace. . . ."

Food, clothing, medicines and shelter are cheaper than blood. They can save many lives and remove the danger of another war. The resolutions passed at the UNRRA Council contain this hope. Translated into action, they mean that good will, as well as stocks of food and material, must be available, that victory over want, confusion and despair must be as clearly kept in mind as victory over the enemy.

Moreover, the success of UNRRA may point the way to a realistic blueprint for future unity among the free peoples of the world. Its success will greatly influence the development of the concept of co-operation among the United Nations, and upon its success depends the answer to whether the titanic energies stimulated by the war can be directed toward constructive action.

The steps to be taken will not only prove whether UNRRA can succeed, but also whether any common enterprise of the United Nations can proceed "from the talking to the acting stage." Quoting again from the Director General's testimony at the House Foreign Affairs Committee: "If UNRRA succeeds, the world will know that international co-operation is possible, that common interests can be stronger than separate differences. Having done it once, the United Nations will have more confidence that they can do it again. The habit will have been formed."

List of Resolutions Adopted at the First Session of the Council, United Nations Relief and Rehabilitation Administration

GENERAL POLICIES

Resolution No. 1. Relating to the scope of the activities of the Administration.

Resolution No. 2. Relating to non-discrimination.

Resolution No. 3. Relating to assistance from member governments.

Resolution No. 4. Relating to Administration publicity.

Resolution No. 5. Relating to the relations of the Administration with intergovernmental agencies other than those established to deal with supplies, shipping and related questions.

Resolution No. 6. Relating to collaboration with regard to economic measures.

RELIEF AND REHABILITATION POLICIES

Resolution No. 7. Relating to relief distribution policies.

Resolution No. 8. Relating to health and medical care.

Resolution No. 9. Relating to welfare services and voluntary relief agencies.

Resolution No. 10. Relating to policies with respect to displaced persons.

Resolution No. 11. Relating to policies with respect to agricultural rehabilitation and other means of increasing food essential to relief.

Resolution No. 12. Relating to policies with respect to the rehabilitation of such industries, transport and other services as are essential to relief.

Resolution No. 13. Relating to policies with respect to shelter.

FINANCES AND SUPPLIES

Resolution No. 14. Relating to a financial plan for the Administration.

Resolution No. 15. Relating to insurance.

Resolution No. 16. Relating to taxation of relief and rehabilitation supplies.

Resolution No. 17. Relating to procedures for ascertaining and meeting deficits in supplies requiring importation.

ORGANIZATION AND ADMINISTRATION

Resolution No. 18. Fixing the composition of the Committee of the Council for Europe.

Resolution No. 19. Fixing the composition of the Committee of the Council for the Far East.

Resolution No. 20. Relating to the functions of the Committees of the Council for Europe and the Far East.

Resolution No. 21. Fixing the composition of the Committee on Supplies.

Resolution No. 22. Relating to the functions of the Committee on Supplies.

Resolution No. 23. Relating to the appointment of a Sub-committee of the Committee on Supplies.

Resolution No. 24. Fixing the composition of the Committee on Financial Control.

Resolution No. 25. Relating to the functions of the Committee on Financial Control.

Resolution No. 26. Relating to the creation and composition of standing technical committees.

Resolution No. 27. Relating to the functions of the Committee on Agriculture.

Resolution No. 28. Relating to the functions of the Committee on Displaced Persons.

Resolution No. 29. Relating to the functions of the Committee on Health.

Resolution No. 30. Relating to the functions of the Committee on Industrial Rehabilitation.

Resolution No. 31. Relating to the functions of the Committee on Welfare.

Resolution No. 32. Relating to facilities and immunities for the Administration, its Council and committee members and its staff.

Resolution No. 33. Relating to immunities and priorities for transit goods.

Resolution No. 34. Relating to official correspondence of the Administration.

Resolution No. 35. Relating to communications with neutral governments.

Resolution No. 36. Relating to travel facilities for the staff of the Administration.

Resolution No. 37. Relating to personnel policies.

Resolution No. 38. Relating to the administrative budget and the allocation of administrative expenses.

Resolution No. 39. Relating to the salary of the Director General.

Resolution No. 40. Relating to the rules of procedure of the Council and the rules of standing committees of the Council.

Resolution No. 41. Relating to regulations with respect to expenditures and receipts of the Administration.

4-D

A START TOWARD FREEDOM FROM WANT

The Story of the United Nations

Conference

on

Food and Agriculture

"Our ultimate objective can be simply stated: It is to build for ourselves, for all men, a world in which each individual human being shall have the opportunity to live out his life in peace, to work productively, earning at least enough for his actual needs and those of his family; to associate with the friends of his choice; to think and worship freely, and to die secure in the knowledge that his children, and their children, shall have the same opportunities."

(From President Roosevelt's Address to the Delegates at the White House, Monday, June 7, 1943.)

UNITED NATIONS INFORMATION OFFICE
610 Fifth Avenue, New York

An agency of

The governments of Australia, Belgium, Canada, China, Czechoslovakia, Great Britain, Greece, India, Luxembourg, The Netherlands, New Zealand, Norway, The Philippines, Poland, South Africa, and Yugoslavia; the Danish Legation and the French National Committee; and the government of the United States of America.

"The conference could not have failed to be significant because it was the first United Nations Conference. But it has succeeded even beyond our hopes; it is truly epoch-making because, in reaching unanimity upon complex and difficult problems, you have demonstrated beyond question that the United Nations really are united—not only for the prosecution of the war, but for the solution of the many and difficult problems of peace. This conference has been a living demonstration of the methods by which the conversations of nations of like mind contemplated by Article VII of the Mutual Aid Agreement can and will give practical application to the Principles of the Atlantic Charter."

(From President Roosevelt's Address to the Delegates at the White House, Monday, June 7, 1943.)

NOTE: The full, official report of the United Nations Conference on Food and Agriculture may be obtained for 20 cents a copy from the Superintendent of Documents, Government Printing Office, Washington, D. C. The official report includes the complete texts of the Conference Declaration, Summation, Section Reports, Resolutions and Recommendations summarized here, together with a complete list of delegates and officers.

A New Approach to Peace

This is a report about the first United Nations Conference, the Conference on Food and Agriculture which met at Hot Springs, Va., from May 17 to June 3, 1943.

The delegates, of course, are reporting officially to their governments and to their peoples on the results of the Conference. Newspapers and radio carried daily accounts while the Conference was in session and all its conclusions and recommendations were made available to them. This report is not an official Conference document. It is an attempt to put together in one place the results and possible significance of a Conference that dealt directly with the stake in the peace of everyday people everywhere in the world.

At this Conference the United Nations began the task of constructing peace in terms of the needs of individual human beings. The delegates at Hot Springs began with Freedom from Want and with the first condition for Freedom from Want—the opportunity of every man to have enough food for himself and his family.

This was the first time that representatives of the nations have ever met together in order deliberately and directly to attack in concert this basic problem. There has never been any other international conference like it.

In the period between the last war and this war there were many attempts at agreed international action on tariffs, monetary and exchange arrangements and the like. These efforts failed. It was never clearly established in the minds of people that such arrangements are important only as means to an end and that the end is freedom from want. At Hot Springs the United Nations met in the belief that by cutting straight to the heart of the issue at the start, it would be less difficult to work out and to agree upon the concerted national and international methods and machinery necessary to advance individual human welfare.

The Conference had powers only to explore the facts and to make recommendations subject to ratification by the governments and the peoples in accordance with the constitutional procedures of each nation. Yet what was begun at this Conference can mean more in each household—whether it be in Iowa or Chekiang, in Devonshire, the Ukraine or Sao Paulo—than anything that was ever started at any other international conference before. It can mean more in terms of food and jobs, of health and decent living conditions, of security and a fair chance to get ahead. It can mean these things if what was begun at Hot Springs is carried through.

To see that it is carried through, the Conference called upon the Governments to establish as the first permanent United Nations organization one whose function would be to relate national

policies with effective international action toward making freedom from want of food a reality in the daily lives of all people.

A working basis for close and continuing United Nations collaboration in the peace was established at Hot Springs. It will be up to the peoples and governments of the world to decide whether a good beginning was made there and, if so, to go on with the other necessary steps toward building a United Nations peace. These will be many and the Conference recognized that the first necessity is a world in which, after this war has been won, nations are secure against future aggression.

RESOLUTION NO. 23 The Conference therefore declared that the Governments should "affirm the principle of mutual responsibility and coordinated action to establish such conditions of international security as will make possible an expanding and balanced world economy" and "take in concert all necessary measures to secure the application of this principle and the achievement of this objective."

Making Good on the Atlantic Charter

The United Nations Conference on Food and Agriculture dealt primarily with post-war problems but the war made such a conference possible—and urgently necessary.

The concept of the United Nations itself was born of the war. It was pointed out during the Conference sessions that in peacetime we had been working separately on common problems, and one by one we lost the peace. In war we were, one by one, in danger of losing to the Axis aggressors. In unity we have found the strength necessary to win unconditional victory in the war. This Conference was called to begin united action to win the peace and to make good on the peace aims subscribed to by the United Nations.

Our aims are the direct opposite of those the Axis has sought to impose. Our enemies seek the enslavement of the world to the benefit of what they describe as the master races. We fight for "a peace which will afford to all nations the means of dwelling in safety within their own boundaries and which will afford assurance that all the men in all the lands may live out their lives in freedom from fear and want." These are the words of Article VI of the Atlantic Charter, to which all the United Nations have subscribed in their Declaration of January 1, 1942.

The Mutual Aid Agreements subsequently concluded by the United States with the Soviet Union, Great Britain, China, and other United Nations, reaffirmed these aims and provided for agreed

action by each of the signatories, "open to participation by all other countries of like mind, directed to the expansion by appropriate international and domestic measure, of production, employment and the exchange and consumption of goods, which are the material foundations of the liberty and welfare of all peoples . . . and in general to the attainment of all the economic objectives set forth in the joint Declaration made on August 12, 1941, by the President of the United States of America and the Prime Minister of the United Kingdom."

The United Nations have begun now, while the war is still being fought, for good reasons. More food is needed for winning the war itself. Even with all the food we can produce, we shall still be short, now and for the first years after the fighting ends. Only by concerted measures begun immediately can we have enough to go around. The machinery of relief itself was not under consideration at this Conference. But production of enough food for the relief of hunger and provision of the means to produce more food were fully considered.

The Conference was held now for another reason. Building a peace of freedom from want is a step by step process. Peace is not made by statements of policy. Nor is peace the mere cessation of war. Peace is made by the hard work of applying in concert policies agreed upon in a spirit of mutual self-interest. It is a process of creation which has to begin in the war and continue in the building year by year after the fighting itself stops.

This Conference was held because the United Nations do not intend to allow the words "too little and too late" to be applied to their building of the peace.

Town Meeting of 44 Nations

The Conference on Food and Agriculture was called on invitation of the United States. The delegates came from 44 countries in all parts of the world. They came from little countries and great countries—from Luxembourg with a population of less than 300,000 people, and from China with a population of more than 400,000,000. They came from countries in every continent. There were men from the tropics and the sub-Arctic and the temperate zones. There were men from countries where people live crowded more than 700 to the square mile and from others where there are less than ten persons to the square mile. Together the delegates represented more than three-quarters of the world's peoples. This is the roll:

Australia	Brazil
Belgium	Canada
Bolivia	Chile

China	Iraq
Colombia	Liberia
Costa Rica	Luxembourg
Cuba	Mexico
Czechoslovakia	Netherlands
Dominican Republic	New Zealand
Ecuador	Nicaragua
Egypt	Norway
El Salvador	Panama
Ethiopia	Paraguay
French Delegation	Peru
Great Britain	Philippine Commonwealth
	Poland
Greece	Union of South Africa
Guatemala	Union of Soviet Socialist
Haiti	Republics
Honduras	United States of America
Iceland	Uruguay
India	Venezuela
Iran	Yugoslavia

NOTE: The Minister of Denmark also attended in his personal capacity.

From wherever they came, they were heard equally—Luxembourg and the United States, El Salvador and the Soviet Union, reborn Ethiopia and Great Britain, Iraq and China, Iceland and Brazil. The first United Nations Conference demonstrated that in practice, as in principle, there are no superstates or master races among the United Nations.

It was a democratic meeting in other ways. Some of the delegates were diplomats, but most of them were men who knew farming, were experts in nutrition and public health, or practical economists and administrators. They came in ordinary business clothes and they came to work. Each patriotically watched out for the interests of his own country but all found that there was much more to agree upon than to differ about. People from opposite ends of the earth found it remarkably easy to understand each other. They found that when it came to real human needs they all had much the same problems and the same ends in view, and that surface differences fade out on closer acquaintance.

There were 274 delegates and advisers. A secretariat of 138 members was provided by the United States, including technical specialists, interpreters, stenographers, clerks and others. The various delegations also brought with them considerable secretarial staffs. The Conference was organized in four technical sections and

11 working committees. Every country was represented in every section.

The first three sections dealt with problems of consumption, production and distribution of food and other agricultural and marine products. The fourth section was concerned with the way in which the work of the Conference could best be carried on and developed through a continuing international organization.

The Chairman of the American delegation—Judge Marvin Jones—was elected President of the Conference at the opening plenary session. The Vice-Presidents were the Chairmen of the four sections: Dr. P. W. Kuo, China's Vice-Minister of Finance; Mr. A. D. Krutikov, Vice-Commissar for Foreign Trade of the U.S.S.R.; Dr. Joao Carlos Muniz, Brazilian Ambassador to Ecuador; and Mr. Richard K. Law, Parliamentary Under-Secretary of State of Foreign Affairs of Great Britain.

The sections organized into committees in the first two days after the Conference opened. Thereafter committee meetings went on daily from morning until night. Committee chairmen were chosen from the visiting delegations and committee secretaries from the technical secretariat of the Conference. Most of the delegates were members of several committees.

The delegates spent the first week exchanging views and information in these meetings on the problems with which the Conference was called to deal. Then the drafting of recommendations and reports was begun. These were acted upon first in individual committee meetings, then by the sections and finally by the Conference as a whole. The texts thus worked out and revised were eventually unanimously adopted.

For the First Time Freedom From Want Is Possible

The Conference faced these facts:

Two-thirds of the people of the world spend their lives on the land—raising food. And two-thirds of the people of the world, including many who live on the land, have never had enough to eat. There are two billion, one hundred million people living on the globe. Fourteen hundred million of them do not have enough of the right kinds of food for health and a decent life. There has always been widespread malnutrition in all lands, even the most prosperous. In many lands there has always been actual hunger—and periodic famines that take the lives of millions. Hundreds of thousands die every year of diseases like pellagra and beri-beri that are directly caused by lack of the foods that protect health. Millions more die of diseases like tuberculosis which strike hardest at those who do not have enough to eat. Mortality among mothers

and babies is highest in those regions and among those groups that are underfed. And for countless millions of adults weakness, ill-health and premature death are the result of malnutrition.

That was the situation before the war—a chronic condition of food shortages. The war has made things worse. It has made the chronic condition acute. Everywhere that Axis armies have gone they have brought hunger with them and robbed peoples of the food they produced. Hunger is the daily companion of those courageous millions who keep the flame of freedom still burning in the lands occupied by the Axis.

This is the story of want as it has always been and want made sharper still by Axis cruelty and oppression. These are the facts as they were faced by the United Nations Conference on Food and Agriculture. The Conference examined them in relation to another fact—the fact that man, through science, now has at his disposal for the first time in history the means for conquering want. For the first time we know enough about the requirements of the human body for different kinds of food, we know enough to be able to produce these foods in sufficient quantities, and we know enough to place them within the reach of all those who need them.

RESOLUTION NO. 1

The Conference unhesitatingly adopted a unanimous Declaration that freedom from want of food can be achieved. The delegates agreed that we have the tools. We have to find the strength and the common sense and the good will to use them efficiently and rightly.

No Nation Can Do It Alone

The Conference did not attempt to settle all the problems of food and agriculture in seventeen days. It came out with no blueprint. It did clarify the issues at stake and point to the principles of policy and the kind of action necessary to meet the issues. In addition to the Declaration, it adopted more than 30 sets of specific recommendations.

The responsibility for adopting those policies and taking the kind of action that will lead toward freedom from want in each nation belongs primarily to each nation and to its own government. This national responsibility for raising national levels of nutrition and the standard of living, for developing a more efficient agriculture and for providing better and more stable income for agricultural producers, was recognized in the recommendations of the Conference.

But the Conference also recognized from the very start that no nation, not even the strongest, could win freedom from want alone,

just as all nations have found that they could not win freedom from aggression by acting independently of one another. The world is drawn too closely together. What one nation does affects too much what other nations can do. There was agreement that attempts at exclusive self-sufficiency have invariably damaged not only the well-being of people in other countries, but have led to depressions and lower standards of living in the countries which tried to go it alone.

Permanent United Nations Organizations

RESOLUTION NO. 2

The first recommendation of the Conference, after adoption of the Declaration of principles, was for the establishment of a permanent United Nations organization on food and agriculture. In this way action taken in one country will be tied in with action taken in other countries. By pulling together, the people of each nation will get some of the benefit of what is being done in all the other countries.

All governments accepting this recommendation bind themselves to their peoples and to each other to collaborate by effective measures in raising the standard of living of their own peoples and of all peoples and to report to one another on the progress achieved. They undertake this obligation in express terms and they must periodically account to world opinion on their stewardship.

This immediate and unanimous agreement on the necessity for continuing an organized collaboration of the United Nations after the war was one of the most striking events of the Conference. The delegates of the Soviet Union were among those who gave the strongest support to this plan, from the moment when it was first submitted in draft form.

The Conference set up an Interim Commission to which each of the 44 countries represented at the Conference was entitled to send a representative. It resolved that the Interim Commission should meet in Washington and begin its functions by July 15, 1943.

Proposed Functions

The functions of the Commission as defined in the resolution are:

- a. To prepare and submit to the governments a specific plan for a permanent organization in the field of food and agriculture.
- b. To prepare and recommend an agreement by which each government would formally recognize its obligation to raise the level of nutrition and standard of living of its own people; to improve

the efficiency of agricultural production and distribution; to report to one another on the progress they have made; and to cooperate with other nations for the achievement of these ends.

c. To make such proposals and reports as are necessary to give effect to the other recommendations of the Conference.

The Conference instructed the Interim Commission to give full consideration to the following factors in preparing the plan for a permanent organization:

1. Its relationship with other organizations, national and international, which are already or may be established to deal with problems related to food and agriculture and the attainment of freedom from want.

2. Provision for membership in due course of other governments besides those represented at the Food Conference.

The Conference proposed that the Commission further consider the desirability of assigning to the permanent organization the following functions:

1. The promotion of research in food and agriculture, the collection and exchange of statistics and information and mutual aid in exchanging services for improvement of conditions.

2. The making of recommendations for national action and more effective mutual action on problems of nutrition; consumption standards; agricultural production, distribution and conservation; education and extension work in food and agriculture; farm credit; agricultural population problems; farm labor.

3. Recommendations for action in developing farm resources and redirecting agricultural production; for international commodity arrangements; for the encouragement of co-operative movements; the improvement of conditions of land tenure for farmers and other subjects on which the Conference itself made recommendations.

The United States government was invited to take whatever preliminary steps were necessary for the setting up of the Interim Commission.

Section I—Consumption Needs

The first section of the Conference was concerned with examining consumption needs, the relation of food to health and measures which can be taken to improve standards of consumption and reach reasonable national and international goals. The reports presented by delegates on conditions in all countries made it very clear that even the greatest possible increase in production of those foods essential for health would not for many years provide enough to meet the minimum nutritional requirements of the world's popula-

tion. The so-called surpluses of the past have generally resulted from maldistribution leading to under-consumption.

The Conference reported that malnutrition in varying degrees is present in all classes and countries, "but more particularly it is the close and constant companion of poverty, both national and international. . . . On the positive side, there is much evidence of the general improvement of health and physique that can be produced by the improvement of diets and there are also striking examples of the prevention of food deficiency diseases by appropriate measures. Successes already achieved provided abundant hope for the future, but what has already been done is little in comparison with the tasks that lie ahead. . . ."

Even in the United States and some of the British Dominions, which are regarded as among the best-fed nations of the world, there is widespread malnutrition among low-income groups. The situation is far worse in parts of Europe, the Far East, Africa and Central and South America.

India and China together have about two-fifths of the population of the world. Food deficiency diseases and other evidences of malnutrition among a majority of the population are general in both countries. In India nearly half of all deaths occur among children under ten years of age and there is a similar high mortality rate among young children in Java. There is plenty of evidence to show that malnutrition is the chief cause of these early deaths.

There is further evidence that in those regions and among those population groups in all regions where income is lowest and sufficient food most lacking, deaths from tuberculosis are seven to eight times more numerous than they are among the better-fed.

The Conference declared it would be impossible to compute the cost of malnutrition to the world either in human terms or in economic terms. The cost is beyond calculation and the victims are in every country—the victim of pellagra with vacant eyes and dragging, feeble body, the farm-hand with swollen legs working in the rice paddy and the child whose bones are deformed by rickets are only a few among its most evident living witnesses.

On the other hand, the newer knowledge of nutrition and its relation to health is one of the great scientific miracles of our time. This knowledge makes it possible to wipe out diseases which result from diet deficiencies; to increase resistance to other diseases; to lower infant and maternal mortality; to attain a higher general level of physical and mental vigor for all people and to prolong the average expectation of an active productive life by as much as ten years.

RESOLUTIONS NOS. 3, 4, 5, 6

In the light of this evidence the Conference made a series of recommendations to the governments calling for sustained efforts to improve the health of their peoples by improving their diets; to take positive measures especially to improve the diets of the "vulnerable" groups such as mothers, infants, pre-school and school children, adolescents, and families with numerous children in low-income groups; to investigate further the relationship between malnutrition and all diseases and in particular to undertake measures to wipe out those diseases that are directly caused by diet deficiencies.

Nutrition Goals

Scientists now know the diet requirements of human beings for health. They state them in terms of calories, proteins, vitamins and certain mineral salts. It is then easy to translate these into common food terms. Such standards are now available. The Conference did not attempt to set up one universal standard at this time. Several examples of a minimum diet sufficient for health were presented. One of these* which is merely illustrative of the way such standards can be worked out, would call for the following amounts per person per week in terms of the weights of food as delivered to the kitchen:

	Pounds per Person per Week
Grain products (bread flour, cereals, etc.)	4.4
Fluid Milk (quarts)	4.3
Starch-rich tubers, roots and fruits (potatoes, bananas, rice, etc.)	3.5
Dry peas, beans and other mature seeds and nuts	0.5
Leafy green and yellow vegetables (cabbage, lettuce, carrots, etc.)	1.5
Other vegetables and fruits (oranges, tomatoes, etc.)	2.3
Meats, fish and poultry	1.7
Eggs (numbers)	4.4
Sugars	0.7
Fats	1.0

*Translated into terms of food from the table of recommended allowances for nutrients drawn up by the National Research Council. The level of consumption of several foods, particularly sugar, is already higher in the United States and a number of other countries, than that indicated in the table.

There are of course many other possible combinations of kinds and quantities of food which would also provide the consumer

with the proper amounts of calories, proteins, vitamins and mineral salts.

RESOLUTIONS NOS. 7, 8, 9, 10

The Conference recognized that it will not be possible in the greater part of the world to reach at one step such levels of consumption even after the war is over. It will be possible everywhere to start immediately to improve diets and to establish intermediate standards of nutrition that will bring each country nearer the ultimate goal. That is a responsibility recommended to the governments by the Conference. One of the first requirements will be to set up in each country national nutrition organizations in which policies of public health and agricultural production will be geared together. It is necessary in every country to know what foods are needed most urgently for better health and to plan and direct agricultural production, imports and exports accordingly. It is necessary also, the Conference declared, that the nations coordinate their nutrition policies through the permanent international organization, exchanging advice, information and technical assistance and reporting to one another on the progress achieved.

Uniformity Not the Aim

In all the Conference discussions of nutrition it was emphasized that good nutrition does not mean the same kind of diet everywhere. The needs of people living in Boston, Mass., for proteins, vitamins and minerals may be substantially similar to those of people living in Sverdlovsk, Chengtow or Baghdad. But the translation of these requirements into foods will vary greatly according to climate, taste and custom and the available resources of the country.

Typical diets in the tropics, for example, do not contain meat, milk and eggs except in negligible quantities. More of these are generally desirable, but it may be very difficult to produce them or provide them from outside. In the meantime, however, there are generally other foods such as soybeans or lentils, fish, leafy vegetables and certain types of fruits which are already familiar. If their production is rapidly increased, they can immediately begin to work many of the improvements in health that are obtainable from meat, milk and eggs.

The aim of those in each country whose task it is to secure improved nutrition, the Conference declared, should be to frame their policies so that they are in tune with the traditions of the country. The end objective, a diet adequate to health, is the same in all countries. The ingredients will differ in each.

Section II—Production Goals and Policies

The second section of the Conference found that adequate nutrition—which is another way of saying freedom from want of food—sets production goals for the farmers of the world far higher than any reached before. Evidence was submitted indicating that total world food production probably should be doubled. It has been estimated that production of cereals ought to be expanded 50 percent; of meat 90 percent; of milk and other dairy products 125 percent; of vegetable oils 125 percent; of fruits and vegetables 300 percent. It will be necessary to produce more food per acre and eventually to bring under cultivation every acre in the world that can be developed economically. To do this, the Conference declared, measures must be taken to insure the farmer a fair return for his investment and his labor and a standard of living and income on a par with other groups in society.

Right now freedom from want of food is further off than ever. The Axis has spread hunger like a plague in Europe and Asia. Long-range production policies were therefore considered by the Conference in the light of immediate needs. The first requirement is the relief and prevention of hunger now, and in the years immediately ahead.

Reports to the Conference made plain that there will be for several years a world shortage both of foodstuffs and the means of production, such as farm machinery and implements and fertilizers. Until the fighting ends there also will be shortages of gasoline and transport. Among the foodstuffs some shortages will be acute. The Conference concluded that there was certain to be an acute world shortage of cattle, pigs and other livestock, and of vegetables and animal fats and oils. Conditions of war have killed off livestock by the millions in many parts of the world and tons of fats and oils go up in bomb and shell explosions every day on all the fighting fronts. In addition the Conference delegates believed that there may be shortages in some parts of the world of the direct calorie foods, including even bread grains, though local surpluses may continue elsewhere, because of transportation shortages.

Immediate Production Needs

RESOLUTION NO. 12

The Conference therefore called for the immediate adoption of production policies in all countries outside the battle zones that would put the elimination of hunger first and the improvement of diet second. The first necessity is to expand the growing of crops for

direct human consumption because these use up fewer resources in manpower and land than meat and other livestock products. This must be done, the Conference declared, even if it means temporarily holding back the rebuilding of livestock herds in those areas where they have been reduced.

At the same time every possible effort will have to be devoted to producing more farm machinery and fertilizers and to providing transport. This is vital in order to restore agricultural production as rapidly as possible in the liberated areas so that they may play their full part in relieving the shortages themselves.

RESOLUTION NO. 13

The Conference called for concerted measures by all the governments in the shortage period to prevent unrestrained competition and speculation in scarce supplies of foods, production materials and transport facilities. It is essential for the preservation of life itself to secure through equitable distribution the maximum advantage for each country from the available supplies. This result can be secured, the Conference warned, only if the governments act together and in time.

Those countries which have been occupied in whole or in part by the Axis made it clear at the Conference that they did not want charity. What they asked was help, and prompt help, of the kind to enable them to help themselves. This point was made in all discussions of immediate production needs. There was full agreement of everybody at the Conference, among delegates whose countries have been despoiled and delegates whose countries have been fortunate enough to escape damage by the enemy, among those from countries with the most fully developed resources and those from nations with the fewest resources. Taking the unanimous sentiment of the Conference as reflecting the beliefs and desires of the peoples represented, then the United Nations do not want a world in which poorer countries are kept on continuing relief. They desire that whatever immediate relief is necessary continue for as short a time as possible. They want a world of mutual help, in which each country is aided to improve its own lot, to produce more for itself, to trade more and thereby increase the trade and contribute to the prosperity of other countries as its own standard of living rises. And they desire policies to be adopted that will bring these developments about, as President Roosevelt told the delegates, "without exploitation on the part of any nation."

The Transition to Long-Term Production Planning

RESOLUTION NO. 14 The Conference declared that concerted action is necessary not only in the immediate future. It will be even more necessary in the transition period after the acute shortages have been overcome by restoring devastated areas and increasing production in other regions. Then, without concerted action on lines agreed upon in advance, there may be danger of too much production of bread grains while there continues to be too little production of meat, eggs, milk, oils and fats, fruits and vegetables. The Conference therefore recommended that the Governments act together to encourage gradual shifts in production toward the protective foods and toward the production of the staple foods where they can be produced most efficiently. This should be done in line with a long-term production plan aimed at the best use of agricultural resources on a world scale.

The adjustment will be eased by a basic fact. Dairy and cattle and chicken farming require more land and labor for each unit of food produced than do cereals. Thus adjustment of production toward the long-term goals of higher nutrition will in itself create a demand for the use of more farm resources. Good nutrition will require a vast expansion of the production of these protective foods. Progressive development of farm production along these lines coupled with progress toward full employment and the reduction of trade barriers will therefore result in higher farm income, wider diversification of farming and better and more stable conditions of life for farmers.

RESOLUTION NO. 15 The Conference recommended that in framing long-term production policies and in linking them with consumption needs each nation should examine the possibility of making periodic reports to the permanent food and agricultural organization on the production, export, import and consumption of foods.

The principle of national responsibility for international collaboration in food and agriculture, so frequently affirmed by the Conference, would thus be further extended in practice. With these reports it would be possible to weigh actual production against consumer needs, to find the weakest spots and recommend concerted action on a regional or world scale that would contribute to bringing actual production and distribution closer to required consumption.

Measures to Increase Food Production

RESOLUTIONS NOS. 15, 16, 17, 18, 19 The Conference action on production included the declaration that international collaboration will be necessary to aid in spreading the use of farm machinery, fertilizers, insecticides, and veterinary medicines, especially in countries where these have been unavailable or used only to a limited extent. The Conference also urged that Governments follow national policies that will make credit available to farmers, especially small farmers, at low rates of interest; that will encourage the further development of producer, consumer and credit co-operatives among rural people; that will establish land tenure systems giving more security and returns high enough to provide food and other necessities to the men who work the soil, their families and employees; that will promote the adoption in all countries of the new and improved agricultural techniques developed by science.

RESOLUTIONS NOS. 20, 21 The Conference foresaw that development of new lands will in many cases call for large scale public works, new roads and railroads, irrigation and sanitation projects, requiring the assistance of government funds, and recommended that Governments provide this assistance. It was urged also that measures be adopted everywhere for the conservation of resources of soil and water in order to preserve the basic resources of the land to future generations while at the same time reaching the maximum possible level of production.

RESOLUTION NO. 22 In many parts of the world millions of farm families are crowded so close together and have so little land to cultivate that they are not able to obtain, even for themselves, the essentials of adequate nutrition, much less provide food needed by others. There will be some opportunities for migration to newly developed areas wishing settlers, and international migration is an important factor. However, the Conference declared that the real clue to solving the problem of agricultural over-population lies in developing factories within the areas themselves. It recommended that areas needing such assistance should be aided to secure the necessary capital and equipment for the development of industries, transportation facilities and export outlets.

Such industrial development will provide jobs for many who cannot now gain a living from over-crowded acres. It will raise

the general standard of living and thus enable those who remain on the farm to obtain a better livelihood. Development of a more balanced relationship between agriculture and industry will also open new markets to the specialized industrial countries. As standards and income rise, new demands and new markets will be created that were previously kept out of reach of even the most enterprising exporters by poverty and malnutrition.

Section III—Distribution

When the Conference delegates took up in the third section the problems of assuring a wider and more equal distribution of food to the peoples of the world, they were not thinking in terms of largesse from the prosperous to the poor. They were thinking in terms of concerted national policies and international agreements that together will add up to more jobs, and more money for all people with which to buy food and clothing. They were thinking in terms of a United Nations world in which men will be free and all nations, little and big, will stand on their own feet.

Full Employment and Expanding Trade

RESOLUTION NO. 24 Achievement of a progressively expanding world economy of plenty will require, the Conference concluded, full employment of all human and material resources everywhere in the world. Expansion of agriculture and expansion of industry are each necessary to the healthy development of the other. Growth of industry in under-industrialized areas will provide new purchasing power for the products of both agriculture and industry. The Conference declared that it is the primary responsibility of each nation to see that full employment is promoted within its own borders in such a way as to enable both its own people and all other peoples to take advantage of their special skills and to enjoy equal access to world materials and markets.

In order that all nations may obtain the full benefits of constantly expanding international trade, the Conference asked that the governments represented take action together to reduce barriers of every kind to international trade and eliminate all forms of discriminatory restrictions, including those applying to international transportation. The Conference also recommended united action to maintain balance in international payments, to provide for orderly management of currencies and exchange and to furnish technical assistance and to encourage long-term investment in countries needing development of their resources.

RESOLUTION NO. 25

The Conference came to the conclusion that international commodity arrangements and buffer stocks would be useful in preventing prices from going sky-high one year and hitting bottom the next year. They would also make shifts in production from one type of commodity to another more readily possible. Under such arrangements reserves of certain staple commodities now widely produced in large quantities would be set aside in fat years and sold in lean years. The Conference declared that these arrangements should not be restrictive, but such as to promote expansion of the world economy. The interests of both producers and consumers should be effectively represented and increasing opportunity should be provided for meeting world consumption needs from the more efficient sources of production. It was recommended that international organization should be created at an early date to study the possibility and desirability of such commodity arrangements.

School Lunches and Other Special Measures

Delegates to the Conference agreed that general measures for improving distribution through expanding production and trade would have to be supplemented by special measures in the case of food needed for health. Even during years of greatest prosperity in the most prosperous countries large numbers of the people living in them have been underfed and ill-clothed.

RESOLUTIONS NOS. 5 & 6

In addition to general social security measures, such as family allowances, social insurance and minimum wages, the Conference therefore recommended direct action to make protective foods available either free or at low cost to those groups in the population most in need of help if the general level of health is to be raised. It recommended special attention to the needs of pregnant and nursing mothers, infants, school children and those in the lowest income groups with large families. Many countries reported on the great results already obtained from the provision of free or low cost school lunches. The general adoption of such practices was recommended.

Great Britain's experience in dealing with a wartime shortage of food provided one of the most clear-cut demonstrations on a large scale of the results that can be achieved by such measures. In order to make what was available go around, it was necessary for Great Britain to adopt a strict rationing system in which standards of good nutrition were carefully applied. Special meas-

ures were taken to provide children and mothers with such protective foods as milk and fruit juices and to see that war workers had enough of the right kind of food to eat regardless of income. All other conditions of life have been more difficult—housing has deteriorated, transportation is short, and a large percentage of women have gone to work in war factories or joined the services. Yet in spite of these factors the general level of health has improved, the general death rate has fallen and the rate of infant mortality has dropped to by far the lowest level on record.

RESOLUTION NO. 27

The Conference also considered the fact that it may take some countries a long period of time to develop their own agriculture, industry and trade to the point where they can secure enough food for their people either from their own production or from trade. It was generally agreed that it would benefit both such countries and the people of all other countries if during this period special action was taken to make foods available from current world supplies to supplement the national food distribution programs of such countries. The Conference therefore recommended that the permanent organization consider measures to this end, together with special arrangements that could be used in the case of famines following catastrophes.

RESOLUTIONS NOS. 28, 29, 30

The Conference also made a number of recommendations, based on the experience of many countries, for the improvement of marketing facilities, of governmental services in marketing and increased efficiency in distribution that would bring more foods within the reach of more consumers and cut the spread between the price that the producer gets and the price that the consumer pays.

The Conference pointed out that the war has greatly speeded up improvements in the processing and preserving of foods, thus facilitating their transportation and storage. Dehydration and freezing now make it possible to market important but perishable protective foods much more widely than before. By means of air transport such foods in concentrated form can be carried into formerly inaccessible regions and distributed among people for whom they were previously completely beyond reach. This is especially true in parts of Latin America, Africa and the Far East. There airlines and airfields built for the needs of war, can also help in peace to attain the goal of freedom from want.

Summary of Results

The Conference on Food and Agriculture was the beginning of United Nations collaboration in building the postwar world. Necessarily the Conference spoke in general terms, but it spoke with unanimity. There was no sign at Hot Springs of any break in the ranks of the United Nations after the fighting stops. On the contrary, there was every evidence of a united determination to bring to bear upon the making of the peace the same beliefs in freedom and the same strength of unity with which the United Nations are driving irresistibly in the war toward unconditional victory over the Axis.

Throughout the reports and resolutions adopted by the Conference agreement was evident on such fundamentals as these:

First. Freedom from want is a goal that was always before beyond the reach of most human beings. Now, through the advances of science, it can for the first time be achieved for all men. Therefore it must be achieved.

Second. Freedom from want cannot be achieved all at once. It will take time. It will take a lot of hard, practical work on the part of all governments and all peoples. It will require greater production by farmers and industry alike and greater trade both within and between nations than ever before in history. It will also require international security against aggression. Freedom from want and freedom from fear are indivisible. The one cannot be achieved without the other.

Third. Freedom from want in each country is possible if each country shapes its policies in the understanding that the goal can be reached only if all nations act together. The strength that will be required can be drawn only from the continuing unity and the increasing prosperity of the United Nations and the countries associated with them.

Fourth. In order to make this collaboration effective, a permanent United Nations organization on food and agriculture, linked with similar organizations in related fields, is essential. Through such an organization the principle of mutual responsibility and coordinated action to attain freedom from want can be made effective. This mutual responsibility must be one which extends both from each government to its own people and from each government to other governments. And the Conference established also the obligation that each government should report to the others, and thus to the peoples of the world, on how well this responsibility was being carried out.

Fifth. The Conference showed that in the practice of collaboration the best interests of each nation are found to be more often

supplementary to each other than in conflict with each other. Concerted national and international action should be undertaken on the basis of mutual advantage to be obtained by individual nations. And it is on this basis that the best interests of each will in the long run be served.

Sixth. Progress toward a higher standard of living cannot be made until the Axis attempt to enslave the world to poverty has been completely defeated and the damage has been repaired. The Axis has brought more hunger than ever to the world. There will be for several years a severe world shortage of food and many other necessities of life. Much will depend upon how well we share the sacrifices that will be necessary in this period and how closely and efficiently we work together to restore production and trade and to expand them as quickly as possible. Without close collaboration in food and agriculture now we cannot successfully bridge the period of shortages, nor can we lay the basis for going on, after the transition period has passed, to successively higher levels of income and better living conditions for the people in each country.

Seventh. The United Nations want a peace which will bring tangible benefits to individual human beings. By starting with freedom from want they are approaching peace in terms of providing a better chance to earn a living for every person, more and better food and decent housing for every family, and more equal opportunity for children to grow up strong and healthy. They believe that the framework of peace should be constructed on this basis.

Eighth. The United Nations believe that the attainment of freedom from want is necessary if the other freedoms are to be attained and held. By winning freedom from hunger for *all* men, *free* men will be more secure against the future rise and aggressions of tyrants. By winning freedom from want, *all* men will be strong enough to be *free*.

Advance Copy

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Money and the Postwar World

THE STORY OF THE
UNITED NATIONS MONETARY
AND FINANCIAL CONFERENCE

10 cents

UNITED NATIONS INFORMATION OFFICE
610 Fifth Avenue, New York 20, N. Y.

An agency of: the governments of Australia, Belgium, Canada, China, Czechoslovakia, France, Great Britain, Greece, India, Luxembourg, The Netherlands, New Zealand, Norway, The Philippines, Poland, South Africa, Yugoslavia, the Danish Legation; and the government of the United States of America.

International political relations will be friendly and constructive . . . only if solutions are found to the difficult economic problems we face today. The cornerstone for international economic co-operation is the Bretton Woods proposals for an International Monetary Fund and an International Bank For Reconstruction And Development.

These proposals for an International Fund and International Bank are concrete evidence that the economic objectives of the United States agree with those of the United Nations. They illustrate our unity of purpose and interest in the economic field. What we need and what they need correspond—expanded production, employment, exchange and consumption—in other words, more goods produced, more jobs, more trade and a higher standard of living for us all.

—From President Roosevelt's message to Congress on the Bretton Woods Money and Banking Proposals, Monday, February 12, 1945.

MONEY and the POSTWAR WORLD

**The Story of the United Nations
Monetary and Financial Conference**

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CHAPTER I

THE PROBLEMS OF BRETON WOODS

Today, for the second time in one short generation, the human race is engaged in mortal conflict for the survival of national and individual rights which it took centuries to attain. For the second time, this conflict is being won, not by the mechanical, robot efficiency of those who believe in compulsion and conquest, but by the free and wholehearted co-operation of nations and men committed to the more generous concept of mutual aid for the common good. For the second time in a generation, historic events are affirming the truth once suggested by Abraham Lincoln: that the human race cannot long exist half slave and half free, and that freedom must be achieved for all unless slavery is to envelop all.

But behind these political facts, an even broader truth is emerging. For, as the experience of the past has shown, it is not only the political freedom of the world which is indivisible, but also its economic well-being. War may be waged in the economic field as well as on the battlefield, and as long as some peace-loving nations are prevented from attaining their legitimate aspirations for economic security, they will be a source of danger to the prosperity and well-being of other peace-loving nations. Thus Lincoln's maxim may be extended still further; and we may say that a world half prosperous and half starving cannot long preserve peace, and that prosperity must be achieved for all unless insecurity is to spread to all.

So, after victory on the battlefields, the United Nations will still face a second obligation: to secure the economic, as well as military and political peace of the world. This can only be achieved by making sure that no peace-loving nation is ever so bereft of all legitimate means of earning a livelihood as to be forced to resort to unscrupulous economic methods, dangerous to the well-being of other nations. Coming after the most destructive war in all history, this task will be hardly less difficult than—and just as necessary as—the primary goal; victory on the battlefields.

The Problem in General Terms

Broadly speaking, the restoration and maintenance of economic peace in the post-war world involves the solution of two major problems: how to provide the initial machinery which many nations will need in order to achieve a stable economic equilibrium, each in its own way, and secondly, how to create stable currency and exchange conditions so that each nation can freely and safely trade its products for other goods, which it cannot

itself produce. The two are basically indivisible. It would serve little purpose to enable a country to develop its resources and to produce a surplus of goods if that surplus could then not be exchanged for other needed commodities.

The Fund Facilitates International Trade

An illustration of the economic interdependence of nations is the case of a highly industrialized nation needing to export and sell surplus manufactured products and needing to import and buy raw materials and food. A second illustration would be a creditor nation rendering financial aid which has to be repaid in some form of imports or services. A third illustration would be the case of an agricultural nation needing to export and sell surplus food to import and buy manufactured goods. A fourth illustration would be the case of a maritime nation rendering services of transportation in return for needed imports.

The economic well-being of highly industrialized nations, such as the United States, Great Britain, and Belgium depends on the continued full employment of their manufacturing plants. On the one hand, the sales of the products of these plants provide the livelihood for vast numbers of the population. On the other hand, the plants, when working to capacity, are geared to produce not only enough goods to satisfy the home market, but, also, to provide a surplus for export. From export sales funds are obtained in other lands which enable the country to purchase their surplus raw materials which are needed to keep home industries working.

To facilitate exchanges of surplus goods and services between the countries of the world intricate relations between the currencies had to be developed. For example, in a given year, Brazil might buy a greater value of goods and services from the United States than she sold to the United States. On the other hand, Brazil might have sold a greater value of goods and services to Norway than Norway sold to her, while simultaneously Norway might have sold a greater value of goods and services to the United States than she purchased from the United States. As a result of the transactions, Brazil is left with a surplus of 'kroner' (for surplus goods or services to Norway), Norway has a surplus of 'dollars' (for surplus goods and services to the U. S.), and the U. S. has a surplus of 'cruzeiros' (for surplus goods and services to Brazil): hence, Brazil with her 'kroner' buys U. S. dollars from Norway to buy back her 'cruzeiros' from the U. S., then Norway and the United States have to conduct similar transactions until the ledgers are balanced again. This is a relatively simple example, involving only three countries; actually, the mechanism of balancing trade and currency exchanges is nearly always multilateral, with a great many countries involved.

To make this mechanism work, currencies must be stable enough for the countries concerned to have mutual confidence in the values of each other's currencies.

A complicating factor, is that under certain circumstances, which are not always under the control of the country concerned, the value of some currencies may vary considerably. Consequently, trade between nations and the economic prosperity of the populations of the different nations depend on the establishment of stable relations between the currencies of those countries and on each having faith in the "safeness" of the currency of the others.

Broadly speaking, the International Monetary Fund was proposed at the United Nations Monetary Conference in Bretton Woods, as the machinery for establishing stable relations between currencies, and mutual confidence between countries in each other's currencies in order that the conditions for world prosperity be recreated.

The Bank Aids Repair Ravages of War

The description of the problem in the foregoing paragraphs deals mainly with peace time conditions. The problem today, however, has been made immeasurably more difficult by the ravages of war. In every country which has been over-run by the aggressors the means of production, distribution and sources of raw materials have been destroyed or disrupted. As a result, the people of those lands cannot, at present, restart their farms, mines, factories, or means of distribution of products. Consequently they are unable to develop employment or build up supplies of surplus produce for export. And without selling exports, the people cannot obtain currency abroad with which to purchase not only the things they lack for home consumption, but even the raw materials on which their plants must work if the wheels are to run again.

Thus, there is a special need, as soon as hostilities cease, to create some organization by which those countries with capital assets may invest them, under conditions of reasonable security in order to establish the machinery of production in the ravaged lands for the benefit of all. This is the task of the International Bank for Reconstruction and Development.

Bank Also Helps Develop New Resources

Parallel to the need for development and reconstruction in war-stricken areas is the problem of developing the productive resources of those many areas of the world which, for historical or other reasons, have not yet progressed as far as other areas. Large regions of this type still exist—for example, in Asia or the Amazon basin—and many possess untapped resources, which

could be developed for the benefit of their local populations, as well as of the rest of mankind. Many, too, are potential buyers who, if enabled to earn a sufficient income to pay for imports, could absorb large quantities of the products of others. Outside co-operation in the form of capital investment or supply of machinery will be needed to tap these resources and to open these markets for the mutual benefit of all concerned. This again will be one of the principal responsibilities of the International Bank for Reconstruction and Development.

Common Effort or Chaos

It is essential that concerted international effort shall be made to aid all peoples gradually to take their places in the community of nations as full-fledged partners in world trade, each producing and consuming a fair share of the earth's goods in accordance with its ability and resources. The problems are far from new. Ever since growing industrialization made all nations increasingly interdependent, with all peoples gradually acquiring more and more similar needs and tastes, they have been slowly developing. And they have already played a disastrous part in the history of our own generation, especially in the years between the two World Wars. Since the cessation of hostilities there has never been a moment when the world was in truth economically secure, when the peace and tranquillity of some nations or group of nations was not threatened by difficulties and dangers arising from economic abuses.

During this period, some nations experienced inflations of an extent and destructiveness which until then had not even been dreamed possible. Millions of family incomes were suddenly wiped out and billions in savings lost, while honest trade debts amounting to still more billions vanished suddenly into thin air. This period produced unemployment on a scale never before experienced, not only in underdeveloped countries, but in the richest and most productive nations on earth. Banks failed, factories closed, currencies dropped in value, and dozens of countries were gradually tempted—or forced—to surround themselves with trade and currency barriers which in the end threatened to turn the whole world into a chaos of warring economic cells, each surrounded by artificial walls.

The problem of development and reconstruction and the problem of currency stabilization are thus really as inseparable as the two sides of a coin. It is these twin problems which the Bretton Woods Conference met to consider and solve. The world paid heavily for not solving them earlier. Because they were not solved after the last war, they brought unrest, inflation, then over-production and economic warfare, and finally a world-wide depression and unemployment. This *must* not happen again.

In succeeding chapters of this pamphlet, the two proposals worked out by the conference to deal with the major phases of the general problem of economic peace are considered separately in considerable detail. This is done because the two issues, though so intimately interrelated, are still distinct, and because the solutions proposed for them were developed by separate Commissions of the general Conference before being submitted to the Conference as a whole for approval. Yet it is important to remember that, since the problems are interrelated, the proposed solutions,—the International Monetary Fund and the International Bank for Reconstruction and Development—are of necessity also intended to be complementary, each depending upon the other for full effectiveness. Without the Fund to oil the wheels of international trade, the Bank's best efforts to revive production in certain regions would probably prove futile. Conversely, without the Bank to stimulate production, the resources of the Fund would certainly be inadequate to achieve the Fund's purposes—the stabilization of member currencies. Only if the Bank and the Fund operate together can the world hope to have that security in international commerce which is essential for permanent peace.

CHAPTER II

HOW THE CONFERENCE WORKED

Two years of study and of exploratory discussions between technical experts of the various United Nations preceded the formal meeting at Bretton Woods, and considerable agreement on many points had already been reached by the time the conference began. Thus when, on July 1, 1944, more than 400 delegates of the 44 United and Associated Nations foregathered at the invitation of President Roosevelt to consider concrete proposals arising from these studies, the majority of the delegates were already familiar with the issues at stake. All that remained was to iron out such differences of viewpoint as still existed, and to draw up final plans for the two institutions which the consensus of experts considered essential; an International Bank and an International Monetary Fund.

At the inaugural session of the full conference on July 1, the chairman of the United States delegation, Secretary of the Treasury Henry Morgenthau, Jr., was unanimously elected permanent President of the Conference.

On the following day, to speed up the work of the Conference it was decided that day by day consultation on the various proposals before the conference would be carried on by three Commissions. Commission I was to deal with plans for the Monetary Fund; Commission II with the Bank, and a third Commission was to consider other methods of financial and economic cooperation between the attending nations. Dr. Harry D. White, prominent member of the United States delegation, was appointed chairman of Commission I; Lord Keynes, head of the British delegation, accepted the chairmanship of Commission II; and Eduardo Suarez, head of the Mexican delegation, assumed office as chairman of Commission III. The meetings of these Commissions were to be staggered in such a way as to give the various national delegations an opportunity to be adequately represented at *all* meetings.

Still further to expedite the work of the conference, Commissions I and II each set up four committees, while Commission III agreed to organize smaller committees to consider specific proposals whenever these were made. The four committees of Commission I were to deal with the following aspects of the proposed Monetary Fund:

- (a) the purposes, policies and obligations of the Fund;
- (b) the operations of the Fund;
- (c) the organization and management of the Fund;
- (d) the form and status of the Fund.

Commission II, assigned to study the plan for an International Bank, was divided into committees following a similar pattern. Committee chairmen were appointed for each of the committees, and in addition, each was provided with a Reporter, whose function it was to prepare reports on the conclusions reached by the various committees. These reports were periodically submitted for consideration by the three main Commissions, and were ultimately consolidated into complete and unified plans. At the end of the Conference, on July 22, each of the three main Commissions in turn reported on the results of its deliberations to a final plenary session of the Conference as a whole, and there the plans, developed during three weeks of almost continuous discussion and compromise, were put to a vote of the national delegations. The proposals of Commissions I and II for the International Monetary Fund and for the International Bank for Reconstruction and Development were accepted unanimously, subject to certain modifications described in the full report to suit particular problems in special areas.* Three resolutions were introduced by Commission III. The first called for an early dissolution of the Bank of International Settlements at Basle. The second asked that the neutral governments be requested to co-operate with the United Nations in recovering property looted from the occupied territories by the leaders and industries of the Axis and the third appealed for close co-operation in the field of economic policies. A proposal to deal with the problems confronting certain nations due to the wide fluctuations in the world price of silver was put off by the Conference for further study at a later date.

The schedule of the Conference, which made considerable demands on the stamina and versatility of the individual delegates, was designed for maximum efficiency in developing, during one, brief meeting, two complex institutions of a highly technical nature and of world-wide importance. The program was followed with only one deviation: when on July 17, after more than two weeks consultations, the Conference adjourned for one day to allow its members a much needed rest. Nonetheless, the fact that these 400 experts were actually able in three short weeks to achieve their goals and to produce specific proposals which could be accepted unanimously by the delegates of 44 nations bears witness not only to the excellent preparations made for the Conference, but also to the general spirit of co-operation and international good-will that prevailed throughout the meetings.

Entirely aside from the importance of the plans formulated by the Conference as such, this success augurs well for the future of the United Nations. Secretary of the Treasury Morgenthau

* For details of these reservations see the recent State Department publication of the Final Act and related Conference documents.

called it "One of the heartening and hopeful portents of our time," and summed up:

"The representatives of the 44 nations faced difference of opinion frankly and reached an agreement which is rooted in genuine understanding. None of the nations represented here has had altogether its own way. We have had to yield to one another, not in respect to principles or essentials, but in respect to methods and procedural details. . . . We have done it in a spirit of good will and mutual trust. . . . Indeed, we have found that the only safeguard for our national interests lies in international co-operation."

"If we can so continue," said Lord Keynes of Great Britain, "the nightmare in which most of us here present have spent too much of our lives will be ended."

CHAPTER III

HOW THE MONETARY FUND WILL OPERATE

Although the subject of "money" has been called one of the most complex and least understood problems confronting the world, the proposal for an International Monetary Fund worked out at Bretton Woods is actually very simple. It is not intended to be a panacea for all the world's monetary ills, but rather a shock-absorber. No nation whose economy is permanently unbalanced will be able to rely on the Fund to make up its foreign trade deficits indefinitely, nor will the Fund alone be sufficient to assure a smooth flow of goods and money throughout the world. But what the Fund *can* do and is intended to do is to cushion members against *temporary* dislocations in the field of foreign trade, thereby making it unnecessary for them to resort to extreme and panicky measures to maintain their foreign trade balances.

Divested of technical language and detail, the three main provisions of the Fund proposal may be summed up as follows:

1. The members of the Fund agree to abide by certain obligations with respect to their currency dealings which are deemed necessary to keep the world currency market stable and to promote the flow of foreign trade. Among the most important of these obligations are a pledge not to change the gold value of national currencies except under certain specific conditions and only after consultation with the Fund; an obligation to make proceeds of international transactions freely convertible into other currencies as rapidly as possible; and an undertaking to refrain from discriminatory currency arrangements and multiple currency practices.

2. In order to enable members to fulfill these obligations the member nations are to set up a permanent international pool, to be composed partly of gold, partly of the various national currencies of the participating nations.

3. Member nations will be permitted to buy from this pool limited amounts of such foreign currencies as they may need to pay off legitimate trade balances. They can do this by paying into the Fund an equivalent amount of their own currencies.

National Quotas

The core of the plan, of course, is the Fund itself. Its size has been initially set at \$8,800,000,000. (£2,181,000,000), to be subscribed by members in accordance with a fixed schedule of appropriate quotas. Each country must pay in gold as a minimum, 25% of its quota or 10% of its gold holdings of gold and U. S.

dollars whichever is the smaller, the rest in its own currency.

It is to be expected that several prospective members may find it difficult to ascertain their own true financial condition for some time after the end of the war. In the case of countries once occupied by the enemy, it may be necessary to adjust the par-values of their national currencies after the agreement has gone into effect. The agreement itself makes full allowance for this. It also takes into account the likelihood that the liberated countries may not be able immediately to determine their own gold reserves, and thus may not be able to furnish the required information to the Fund for some time after the end of the war.

As to par-values, it may be said briefly that the initial par-values of all currencies are to be established on the basis of the exchange rates prevailing at the time the agreement comes into force, or, if such a par-value is not satisfactory, by agreement with the Fund. These will be expressed in terms of gold, or of U. S. dollars of the weight and fineness in effect on July 1, 1944.

As to quotas, each member's national subscription is to be paid in full to the Fund on or before the date when the member becomes eligible to buy currencies from the Fund. However, it is not contemplated that the full amount of the various quotas will be physically transferred to some central bank or depository. Initially 90% of the gold will be held in depositories within the borders of the 5 members having the largest quotas; the currency portions of all subscriptions need merely be deposited to the Fund's credit at an acceptable central bank or other institution within the members' own borders.

Operations

The size of the national quotas* allotted to the various prospective members of the Fund has a special importance, as it is used as the basis for determining three things:

1. The amount of resources which each member is called upon to place at the disposal of the Fund.
2. The amount of foreign exchange which each member will ordinarily be able to purchase from the Fund, and
3. The voice which each member shall have in the administration of the Fund.

A special provision of the Fund agreement requires members wishing to buy foreign exchange for gold to make all their purchases from the Fund, unless they can obtain better terms elsewhere. This provision has been designed to replenish the gold supply. The Fund's supply of member currencies has also been protected by the limitations imposed on the quantity of foreign currency which a member may purchase. To make the restric-

* See page 32.

tions fair and equitable all around, it is proposed that the amount each member may buy from the Fund shall depend on the amount which that member originally paid into the Fund.

In general, each member in good standing will be permitted during any 12-months period to purchase from the Fund, in exchange for equivalent amounts of its own currency, foreign currencies of a total value not to exceed one-fourth of its original quota. Australia, for example, has a national quota of \$200,000,000; she will therefore be allowed to put into the Fund, in exchange for foreign currencies, a total sum in Australian pounds not to exceed \$50,000,000 annually. In addition, the agreement imposes a further restriction of 200% of the quota on the total amount of any one member's currency which the Fund may possess at one time. Thus, to return to the example, if Australia were to make use of her maximum purchasing rights for five years, she would then require special permission from the Fund for additional purchases in exchange for Australian pounds, for her five yearly purchases—each amounting to 25% of her original quota—together with the 75% of the quota which she originally paid in pounds would have increased the Fund's holdings of Australian currency to the maximum of 200% of the quota. This provision, of course, is especially designed to keep any nation from relying on the facilities of the Fund to pay its deficits year after year, without making a determined effort to balance its foreign trade.

Both limitations, like many others contained in the agreement, may be waived by the Fund under exceptional circumstances, especially in the case of members whose record indicates that they are not normally inclined to make excessive use of the Fund. The Fund, on the other hand, may demand special collateral or other security as a condition for waiving these limitations, even though that member has not yet made use of the Fund up to the full extent of the general restriction.

Repurchase

When a member has used the facilities of the Fund to the maximum extent permitted, it can make further purchases of foreign currencies from the Fund only for gold. However, any member may at any time repurchase from the Fund excess amounts of its own currency.

Furthermore, each member is required under the repurchase provisions to use its own reserves to the same extent that it uses the Fund's resources to meet an adverse balance of payment so long as its national reserves of gold or convertible currencies are above its quota. When a country's national reserves are above its quota and are increasing, it must also use one-half of the increase which has occurred during the year to repurchase its cur-

rency from the Fund. These provisions are designed to compel members to keep their accounts with the Fund in the best possible condition at all times, thus providing them with a maximum safety margin against future needs.

Persistent drawing on the Fund by any one country to finance its imports would indicate that a country is importing too much relative to its exports. This would imply the existence of another country or group of countries importing too little relative to exports. Obviously, all countries must co-operate to correct the lack of balance. It was, of course, such a lack of balance which constituted one of the basic foreign trade problems of the interwar period.

The Fund would have no authority to force creditor nations to accept goods in payment for their exports. If excess export continued, a scarcity would sooner or later develop in the Fund's holdings of the exporting member-country's currency. The Fund might then inform its members of the situation and could issue a report setting forth the causes of the scarcity. It could furthermore take steps to replenish its holdings of the scarce currency by proposing that the member country lend its currency to the Fund. It could also buy the scarce currency from the country for gold.

Should the Fund's holdings of a scarce currency remain below 75% of the quota for a minimum of six months, the country in question could, if it so desired, use its own currency to buy the currency of another nation for the purpose of capital transfers, thereby strengthening the Fund's holdings of the scarce currency.

If the developing scarcity has not been corrected through these measures, the Fund shall declare the currency to be scarce and shall thenceforth apportion its supply of the scarce currency with due regard to the relative needs of members. The members themselves might, furthermore, after consultation with the Fund, introduce control over the foreign exchange operations in scarce currencies.

Charges

Although the facilities of the Fund will be available to all members in good standing, the Fund will impose the following charges:

1. Uniform "handling" or "service" charges, applying to all members equally, and intended solely to reimburse the Fund for its expenses and administrative costs in performing a certain transaction. This type of fee will apply to all sales of gold and currency and will vary, at the Fund's discretion, between one-half and one per cent. The initial rate has been set at $\frac{3}{4}$ per cent.

2. An additional charge on the amount of any member's currency which the Fund holds in excess of that member's original

national quota. These charges are graduated, both as to the amounts involved and the length of time for which they have been held.

The scale of these interest charges—like many of the Fund's other provisions—is deliberately designed to encourage members to keep their accounts with the Fund at a minimum, thus putting a premium on self-help. No charge at all will be made for the first three months, providing the excess currency held by the Fund does not exceed 25% of a member's original quota. After the first three months, there will be a charge of one-half of one per cent for the next nine months, and after that, the rate of interest will increase by another one-half of one per cent for each additional year during which the Fund continues to hold the excess currency. Furthermore, the interest rate will be still higher if the excess held by the Fund exceeds 25% of the member's quota, there being an additional charge of one-half per cent for each additional 25% of the quota. Again using Australia as an example, this will mean that Australia may keep in the Fund free of charge for a three month period, an excess over her quota of up to 50 million dollars worth of Australian pounds; but that it would cost her up to 3½%—were she to continue her borrowing until, during the fourth year, it had reached the maximum permitted under the agreement. As, generally speaking, all interest charges are payable in gold, this would soon make continued reliance upon the Fund discouragingly expensive.

As a final check upon the excessive use of the Fund by members, the agreement further stipulates that the Fund shall initiate consultations with any member whose borrowings from the Fund have become so extensive as to drive the interest past 4% annually. If these consultations fail to produce mutually acceptable plans for reducing the member's account, the Fund may impose any charges it "deems appropriate" as soon as the interest rate has further risen to 5% annually.

Voting Procedure

The voting strength of the member countries participating in the Fund is closely related to the size of their quotas.

Each member will be entitled to one vote for every \$100,000. of its quota, in addition to 250 initial votes, which all members receive regardless of the size of their national subscriptions.

Obviously, the initial votes are of little influence on the voting strength of the major and intermediate members. The United States, with its \$2,750,000,000. quota, will yield 27,750 votes; Great Britain 13,250; China 5,750; Australia 2,250. On the other hand, the 250 initial votes naturally are of much greater relative importance to the countries with smaller quotas.

As a general rule the voting strength of the members remains

unaffected by the status of their accounts with the Fund. There are, however, two exceptions to this rule.

When the Fund is to vote on (1) a request made by a member to purchase foreign exchange from the Fund against payment in its own currency beyond the limits provided in the agreement, or (2) a proposal to limit a member's access to the Fund or to exclude it from all access to the Fund because of the member's using the resources of the Fund in a manner contrary to the purposes of the Fund, the voting strength of the members is adjusted as follows:

Each member will receive one additional vote for every \$400,000. worth of net sales of its currency by the Fund. Conversely, however, each member will lose one vote for every \$400,000. worth of its net purchases of foreign exchange from the Fund against payment in its own currency. No country can, however, gain or lose more than ¼ of its quota-votes.

This adjustment tends to protect the interest of "creditor"-nations whenever votes must be taken on the two points mentioned above. For example, New Zealand and Norway each has a quota of \$50,000,000; each therefor has a basic voting strength of 750 votes (250 on the basis of membership plus 500 for their subscriptions). Norway imports from New Zealand during the first year of the Fund's operations \$12,500,000 worth of dairy products, and uses the facilities of the Fund to obtain the required New Zealand currency. After having thus exhausted its right to draw on the Fund during the year, Norway applies to the Fund for a waiver of the annual limit in order to import from New Zealand an additional \$5,000,000 worth of dairy products. In a vote on this request Norway will cast $750 - 12,500,000 : 400,000 = 719$ votes and New Zealand will cast $750 + 12,500,000 : 400,000 = 781$ votes.

Administration

Like the allotment of voting strength, the basis on which the Fund is to be governed again takes cognizance of the fact that a large share of the Fund's total resources will be contributed by a few powerful members, and that these therefore should be given a proportionately heavier voice in administrative matters. The provisions regarding the selection, functions and compensation of the Fund's various officials may be summed up as follows:

1. All powers of the Fund shall be vested in a Board of Governors, consisting of one governor and one alternate appointed by each member. Members may designate governors by any method they choose and may re-appoint or relieve them at will, but the basic term of appointment is five years. Governors and alternates are to serve without compensation from the Fund, but will receive reasonable travel expenses when required to

attend meetings, which must be held at least annually. At such meetings, each governor—or, in his absence, his alternate—may cast all the votes to which his country is at that time entitled, and unless otherwise specified in the agreement decisions of the Board of Governors shall be made by a simple majority vote.

2. More immediate supervision of the general operations of the Fund is to be provided by a Board of Executive Directors, of whom there shall always be at least 12. Five of this number are to be appointed by the five members having the largest national quotas (the United States, Great Britain, Russia, China and France). Of the remaining seven, two are to be elected by the Latin-American Republics, five by the other members jointly. The Board of Governors may vote to increase the total number of Directors whenever new members are admitted to the Fund, and there is a special provision by which two additional members may be given the right to appoint directors if, as a result of purchases by other members, the Fund's holdings of their currencies have been reduced by a greater absolute amount than the Fund's holdings of the currencies of the "Big Five."

Like the Governors, Directors are to have alternates, whom they themselves may appoint. Unlike the Governors, however, the Executive Directors are to be in continuous session at the Headquarters of the Fund, and therefore are to be paid. Their decisions are to be made by a majority vote, with each director casting all the votes to which the members which appointed or elected him are entitled. Appointive Directors will serve at the discretion of the members appointing them; elective Directors are to serve two-year terms, re-election permitted.

3. The actual, day-by-day management of the Fund will be placed in the hands of a qualified Managing Director, who will be selected by the Executive Directorate, but may not be a Governor or Director himself. The Managing Director will function as chairman of the Executive Directorate, but will not be entitled to cast a vote except in case of a tie. He will be assisted by a qualified staff, which is to be selected on the widest possible international basis consistent with operating efficiency.

Official headquarters of the Fund is to be located in the country having the largest quota—the United States—with branch offices established in other countries as needed.

Other Provisions

A few of the more important points are dealt with briefly below:

Profits: The agreement provides that the Board of Directors shall determine annually what part of the net income of the Fund is to be placed in reserve, and what part, if any, will be distributed to members.

Entry into Force: The Fund agreement shall enter into force when it has been officially accepted by the governments of members having not less than 65% of the total of all quotas set forth in the agreement, and in no case before May 1, 1945. Member countries may signify their formal acceptance by depositing with the United States documents stating that they accept the agreement and have taken all the steps necessary to enable them to comply with its various provisions. These documents must be accompanied by a deposit in gold of 1/100 of 1% of the member's total subscription. The agreement will remain open for signature until December 31, 1945. If by that time the necessary minimum acceptance has not been reached, the United States is required to return any gold deposits made up until then, and the Fund will presumably be considered dead.

Withdrawal from Membership: Any member may withdraw from the Fund without previous notice simply by notifying the Fund in writing. The Fund, on the other hand, may first suspend and later expel any member found unwilling to live up to its obligations. In either case, the withdrawing member's account with the Fund will be settled in full, and the Fund will return the member's original quota plus any other amounts due to the member from the Fund and less any amount owing to the Fund from the member. The Fund's payment to the member, will be made in the member's own currency or in gold, and the withdrawing member will be required to settle any balance due to the Fund in gold or "convertible" currencies.

Liquidation: The Fund may be liquidated only by a decision of the Board of Governors. If liquidation is directed, the Fund shall first settle all current obligations, and then shall distribute the remainder of its assets in accordance with a fixed schedule. This schedule is designed to give each member a fair share of the Fund's assets in a direct proportion to the member's general contribution to the Fund.

Limitation of Purposes

A special section of the Agreement limits the use of the Fund's resources to transactions on current account and capital transactions of reasonable amount required for the expansion of exports or in the ordinary course of trade, banking or other business. It specifically forbids use of its facilities for the purpose of making large or sustained transfers of capital from one country to another. The agreement expressly provides that the Fund's resources shall not be used for relief or rehabilitation nor for the settlement of abnormal indebtedness arising out of the war.

The significance of these limitations is that it protects the Fund's resources from excessive demands which might prevent the Fund from accomplishing the purposes for which it is intended.

CHAPTER IV

HOW THE BANK WILL OPERATE

The function of the Bank is to aid and encourage international investment through the customary private channels. Its appropriate sphere of activity is to assist private investors in meeting the needs of an expanding world economy. In the immediate post-war years capital will be urgently required for reconversion to peace-time production, for the reconstruction of destroyed areas, and for the development of economically backward regions. The revival of international long-term lending on an adequate scale is essential to the attainment of a high level of world trade without which world prosperity is impossible. In view of the losses suffered by international investors in some countries in the pre-war years, aid and encouragement will undoubtedly be necessary if adequate international long-term credits are to be provided by private investors. It is this specialized role which the Bank is to play. To the extent necessary, it will guarantee private investment abroad and thus encourage lending by private investors through the usual investment channels.

In some instances, it will lend directly, out of its own resources or by participation with private investors. Procedures will be established to make certain that the Bank does not compete with private investment agencies and does not grant loans which can be placed in the private capital market on reasonable terms. The Bank's operations as guarantor, participant, and lender will undoubtedly encourage private investments and its guarantee may well become the mark of a high grade security. The Bank, by reducing and sharing risks and by establishing standards for sound loans, will help to restore confidence in international investment.

Although the major part of the Bank's activities will be concerned with loans, it will also provide assistance in the equity capital market. The fact that foreign loan capital required for a project may be available through the Bank should considerably facilitate the acquisition of the equity capital which may be necessary.

Structure

Like the International Monetary Fund, the International Bank for Reconstruction and Development is to be a voluntary, world-wide institution, with membership open initially to all the United and Associated Nations and to other nations under special arrangements at a later time. Its function will be to encourage international trade and world prosperity by aiding members in the development of worthwhile, productive projects which they would not otherwise be able to finance on reasonable terms. It

will be the legal entity—and in the conduct of its business may sue or be sued except by the members and persons deriving their claims from members.

The stockholders of this Bank will be the governments of member nations, and no individuals will be permitted to own or acquire shares. There will be 100,000 shares altogether, each valued at \$100,000., thus giving the Bank a potential capital of \$10,000,000,000. (£2,475,247,525). Of this total, 91%—or 91,000 shares have been allocated to the 44 original members whose delegations helped frame the agreement, the remainder is to be kept open for later purchase by Denmark, neutrals and other nations joining the Bank. This will give the Bank an initial capital of \$9,100,000,000. (£2,252,475,248), providing all of the original members accept membership in the Bank.

Allotment of individual subscriptions by members—that is, of the number of shares which each member will buy—is based on a quota system* which, with some modification, parallels that set up for the Fund. Thus the United States, China and Canada will each subscribe somewhat larger sums to the Bank than to the Fund, while other members, such as the Latin American republics, will pay somewhat less into the Bank. Only part of each member's Bank subscription will have to be paid immediately and in gold. Only 20% of the price of each share may be called by the Bank for direct loan operations, the remaining 80% may be retained by each member until such a time, if it ever comes, as some of it may be needed to make good on defaulted loans guaranteed by the Bank or to meet the other obligations of the Bank. These calls on the members are safeguarded by:

1. The special reserve, provided in Art. IV, Section 6.
2. The limitation on the total amount of loans and guarantees (Art. III, Section 3).
3. The provision enabling the Bank to redeem defaulting loans prior to maturity (Art. IV, Section 5(c) and Section 7(c)).

Of the 20% of each member's total subscription which may be called for direct loan operations, 18% is to be paid in the member's own currency; the remaining 2% must be paid in gold or United States dollars. The gold portion of the various national subscriptions is to be paid within 60 days after the Bank begins operations, although this requirement may be slightly modified in the case of members whose territories were occupied by the enemy or whose gold reserves are immobilized as a result of the war; the remaining 18% is to be called up by the Bank in installments which may not exceed 5% of each member's total

* See page 32.

subscription in any three months period and shall not be less than 8% during the first year.

It is convenient to visualize these detailed provisions for payment by means of two concrete examples: that of the United States, whose currency is dollars, and that of another subscriber, say Britain.

The United States quota would be \$3,175,000,000—which means that it would purchase 31,750 shares of the Bank's stock. If the United States joins the Bank, it will then have the option of paying the Bank, within 60 days, gold or United States dollars amounting to 2% (\$63,500,000) of its total subscription. Another 18% (\$571,500,000) of the total price may be called by the Bank in dollars, over a period of time: at least 8% within the first year, the remainder, at the Bank's discretion, in installments of not more than 5% (\$158,750,000) of the total during any three months. The bulk of the total subscription—80% or \$2,540,000,000.—need not be paid to the Bank at all until needed to meet guarantees of defaulted loans—that is, if all goes according to plan, most of it will never have to be paid at all.

The case of Great Britain, with its \$1,300,000,000 subscription will be somewhat different. If Britain ratifies, 2% of her quota—or \$26,000,000.—will again be payable within two months in gold or United States dollars. However, all further installments of Britain's subscription, though due over the same period as the payments of the United States, will be payable in British pounds, not in dollars.

Where it is necessary to make losses good, all members will have to meet the calls in gold or the currency which the Bank needs. It should also be noted that the rules of the Fund apply equally to all currencies.

Administration

A strong point of similarity between the Bank and Fund is to be found in the administrative structure of the two institutions.

As in the case of the Fund, all the powers of the Bank will be vested in a Board of Governors, composed of one governor and one alternate appointed from each member. The Board of Governors is to meet at least once a year, and its decisions except in special cases are to be made by a simple majority vote, with each governor—or in his absence, his alternate—casting all the votes to which the members he represents is entitled. Each member is to save 250 votes on the basis of membership, plus one additional vote for every share of the Bank's stock which it holds. Initially this would give the United States 32,000 votes (250 plus 31,750); Great Britain 13,250; the U.S.S.R. 12,250; and so on down to 252 votes (250 plus 2) for the small republic of Panama. The Bank may, in due course, decide to increase the capital and deter-

mine the issue price of stock by the purchase of which members may increase their holdings proportionately. If it is decided at any time to increase the Bank's total capital beyond the \$10,000,000,000 maximum initially agreed upon, all members will be given an equal chance to purchase additional stock in proportion with their accepted quotas, but no member will be compelled to buy further shares.

The immediate supervision of the Bank's operations is again placed in the hands of a paid Executive Directorate of 12 members, five of whom will be appointed by the 5 members holding the largest number of shares (initially: The United States, Great Britain, the U.S.S.R., China and France). The remaining seven Executive Directors are to be elected on the basis of proportional representation by all the other members of the Bank. There is no provision allotting a fixed number of places on the Directorate to the Latin American republics, as is the case with the Fund. The term of office of all Directors, whether appointed or elected, is to be two years, with re-election or reappointment permitted indefinitely. Each Executive Director will be entitled to cast all the votes to which the members appointing or electing him are entitled, and the decisions of the Directorate will be made on the basis of a majority vote.

The Executive Directors shall select a President, who may not himself be a Governor or an Executive Director. The President will be the head of the Bank's operating staff, which is to be recruited from qualified candidates representing the greatest possible number of member countries. He will also function as Chairman of the Executive Directorate, but will have no vote in its decisions except in the case of a tie.

Headquarters of the Bank are to be located in the territory of the member holding the largest number of shares, which will be the United States. However, regional and branch offices are to be opened in all other areas where the Bank's business warrants it, and these branch or regional offices are to be provided with regional advisors familiar with local problems.

Advisory & Loan Committees

Two features in the administrative structure of the proposed Bank have no parallel in the Fund. These are an Advisory Council, appointed by the Board of Governors, and Loan Committees which are to be appointed from time to time to consider projects for which loans are sought by the members.

The Advisory Council is to be composed of seven or more representatives of banking, commercial, industrial, labor and agricultural interests of the members, and is to advise the bank on matters of general policy. Its members are to be appointed for two-year terms, with reappointment permitted, and are to be

selected on the widest possible international basis. They must meet at least annually, and will be paid reasonable expenses incurred in discharging their functions.

Loan Committees will be appointed to investigate applications for specific loans from the Bank, and will be composed of one member appointed by the Governor representing the country in which the project for which the loan is sought is to be located, plus one or more experts from the technical staff of the Bank.

Purposes and Limitations

The making and guaranteeing of loans to members, their local governments and private enterprises for the development of sound and productive projects—will be the main business of the proposed Bank. It is important to realize that the Bank—like the Fund—is in no way intended to be either a charitable or relief institution, or on the other hand, to supplant private banking. It is to be sound and self-supporting, designed to encourage and supplement—rather than replace—private business in the encouragement and financing of post-war production, and the day-by-day conduct of its transactions will be subject to definite rules and restrictions.

Article I of the Articles of Agreement concerning the Bank defines its main functions as follows:

(I) To assist in the reconstruction and development of territories of members by *facilitating the investment of capital for productive purposes*, including the economies destroyed or disrupted by war, the reconversion of productive facilities to peacetime needs, and the encouragement of the development of productive facilities and resources in less developed countries.

(II) To promote private foreign investment by means of guarantees or participations in loans and other investments made by private investors; and when private capital is not available on reasonable terms, to supplement private investment by providing, on suitable conditions, finance for productive purposes out of its own capital, funds raised by it and other resources.

(III) To promote the long-range balanced growth of international trade and the maintenance of equilibrium of balances of payments by encouraging international investment for the development of the productive resources of members, thereby assisting in raising productivity, the standard of living and conditions of labor in their territories.

(IV) To arrange the loans made or guaranteed by it in relation to international loans through other channels so that the more useful and urgent projects, large and

small alike, will be dealt with first.

(V) To conduct its operations with due regard to the effect of international investment on business conditions in the territories of members and, in the immediate post-war years, to assist in bringing about a smooth transition from a wartime to a peacetime economy.

It will be noted that these provisions—key phrases of which have been italicized for ready reference—automatically eliminate nonproductive or speculative loans from consideration by the Bank, and that they lay maximum stress on the encouragement of private loans whenever these are available to members. They furthermore emphasize the paramount role in the reconstruction of the postwar world which private business everywhere is expected to play.

Article III of the Agreement further limits the conditions under which the Bank may make or guarantee loans in the following important respects:

1. Loans may be made or guaranteed only for specific projects examined and approved by responsible committees, and then only if the borrower appears likely to be able to meet his obligations.

2. In the case of private loans which the Bank is asked to guarantee, the Bank must satisfy itself not only that all the terms of the proposed loan are reasonable and appropriate, but also that the borrower would not be able to obtain the desired loan on reasonable terms without a guarantee from the Bank. If these conditions are met, the Bank must still charge a reasonable fee to compensate it for the risk of assuming a guarantee.

3. Where loans or guarantees are sought by local governments or private enterprises in a member country, the national governments of the member must also guarantee the loan.

Operations

It will be seen from the foregoing that, while all the Bank's transactions are to be conducted in accordance with accepted "sound" business principles, the Bank is not committed to any one hard-and-fast method of dealing with members in need of assistance. While direct loans to member governments or other member interests out of the Bank's capital may be necessary activities, these loans are limited by the agreement to less than \$2,000,000,000, even if all of the original members represented at Bretton Woods participate in the Bank. The difference between this sum and the total resources available to the Bank—possibly close to \$10,000,000,000—can be put to work either in the form of backing for guarantees or in the form of direct loans out of funds borrowed by the Bank in the private capital market.

Furthermore, the Agreement does not limit the Bank to making or guaranteeing loans only for the governments of members. The

political subdivisions of members—such as cities and counties—and all responsible business, industrial and agricultural enterprises are eligible to obtain loans, providing all other conditions are met and the government involved in the proposed transaction guarantees the loan. As to amounts, it is not necessary that the Bank assume the responsibility for the full amount of any given loan; it may either make or guarantee any portion of larger loans which it chooses. In this and all other questions of detail, the Bank is given the widest possible latitude to encourage co-operation, not only between public and private interests, but various private interests themselves in developing and rebuilding the world's productive machinery everywhere.

Let it be assumed, for example, that a new power plant is badly needed to furnish electricity for a new textile plant in some Chinese city, and that the necessary machinery is not available in China, but must be purchased from the United States or Great Britain. Assuming the project to be sound and to have the approval of the Chinese Government, the following different methods of financing are possible:

1. The Chinese Government itself might decide to build the plant for government operation. Being unable to pay for the required machinery outright, it would try to raise part or all of the money from private sources. If it was unable to do so, it would then go to the Bank for a guarantee. If the funds could not be obtained from the private capital market, even with the Bank's guarantee, China would go to the Bank for a direct loan.

2. The city in which the plant is to be located might build the plant as a municipal enterprise. It would then have open to it all of the same possibilities available to the national government, providing only that the government is willing to guarantee whatever agreements it makes.

3. The whole project might be placed into the hands of a Chinese private firm, which could in turn finance it either wholly or in part with a private loan guaranteed by the Bank, or, if financing could not otherwise be obtained, with a direct loan from the Bank. Here again a guarantee from the Chinese government would be needed before the Bank could act.

Generally speaking, direct loans will be made in the currency of the country in which the money is to be spent. Except in very exceptional cases, the Bank will not make or guarantee loans for expenditures in the borrowing countries. Loans will be granted to cover the goods and services which the borrower must import and for which he must pay currencies other than his own. It will not be possible, therefore, for any member to finance his national work or relief programs with money obtained from the Bank. Such projects will continue to depend on national and domestic resources for financing.

If the Bank should find itself short of certain currencies needed for loans, it may borrow them or convert some of its other currencies, providing all the members concerned agree. Each member assumes the responsibility for reimbursing the Bank for any loans which the Bank may sustain due to the member's devaluation of its currency.

Charges

The services of the Bank will be subject to reasonable charges. On direct loans interest will be charged at a rate to be determined by the Bank. On loans provided out of funds raised by the Bank (e.g. by the issuance of its bonds) the Bank will in addition charge a commission, which during the first ten years of the Bank's operations, will vary between one and one and a half per cent of the amount outstanding. After ten years the Bank may either lower or—for new loans—raise the rate in accordance with lessons learned from experience.

If the Bank guarantees a loan obtained from private sources—and this is to be the most important activity of the Bank—it will charge a commission the amount of which will, during the first ten years of the Bank's operations, vary between one and one and a half per cent on the amount of the loan outstanding. These rates may also be revised after ten years.

Except in special cases, all charges will be payable to the Bank in the currency in which the basic loan was made, or—at the borrower's option—in gold.

The Bank will assist borrowers to obtain foreign loans on reasonable terms. The reason for this is that the Bank's guarantee of any given loan is likely to reduce the lender's risk to such an extent that he will be able to lend profitably at lower interest rates. Furthermore, the Bank will itself exercise a favorable influence on the private investment market by stressing the importance of reasonable rates and terms appropriate to loan projects.

The amount of commissions received by the Bank on guarantees and direct loans will be set aside as a special reserve and will be held in liquid form. This special reserve will be kept available for meeting liabilities of the Bank. Other income may be distributed among members if the Board of Directors so determines. The Bank's interest and services charges will help to cover any defaults which may occur.

Other Provisions

As is the case with the Fund, it would be impossible to list in detail all the various exact provisions made for the Bank in the Articles of Agreement without actually reprinting the Agreement itself in its entirety.

Politically, the Bank will observe strict neutrality, basing all

its decisions on a sound and business-like interpretation of the purposes for which it was created and taking no action, direct or indirect, which would tend to exert undue influence on the internal political affairs of its members. Conversely, it is provided that the President and staff of the Bank must be free of political influences and obligations, owing their duty solely to the Bank and its interests. The Bank's communications are to enjoy the same status as official communications of the various members, and the Bank's archives are granted specific immunity from all form of seizure or interference by local authorities. Certain immunities are also extended to the Bank's staff, when engaged in the performance of its duty, and the Bank's assets and earnings are to be free from all sorts of local taxation. Taxes may be imposed on the securities and obligations issued or guaranteed by the Bank, but only on a non-discriminatory basis, applying equally to all similar forms of securities.

Other miscellaneous details of the Bank Agreement—such as the right of members to withdraw, the terms under which the Bank may dissolve etc.,—are so closely patterned after similar articles concerned with the Fund that they hardly require listing. The settlement of the accounts of a withdrawing member or of all members upon liquidation is more complicated in the case of the Bank, for no member can be relieved of the obligations incurred by the Bank while it was a member.

Entry Into Force

As with the Fund, all provisions of the Agreement dealing with the Bank will enter into force—and the Bank itself will begin operations—when the Agreement has been ratified by governments whose combined subscriptions total at least 65% of the allotted quotas, but in no case before May 1, 1945. The United States Government is again designated to receive the official notices of acceptance from members, as well as the small gold or dollar payments (1/100% of the total subscription) which must accompany these notifications. If a sufficient number of governments have not ratified the Agreement by December 31, 1945, all deposits will be returned to their senders unless the Agreement has been previously amended by international action.

CHAPTER V CONCLUSION

Since the Bretton Woods Conference ended—and even since the writing of this pamphlet began—events in Europe and in the Pacific have advanced so swiftly that many of the circumstances which the Conference foresaw have already come to pass. France, Belgium, Luxembourg, Greece and most of Yugoslavia have been liberated from the enemy and have begun the long struggle to rebuild themselves, so that they can once more assume their full places in the family of the United Nations. Yet wherever the enemy has retreated, he has left behind him not only physical ruins and desolation, but often an even more serious economic chaos, hunger, poverty, unemployment and disease. In France, thousands of factories stand idle—though they could furnish jobs for the hungry and contribute badly needed equipment to the armies of the United Nations—because the Germans destroyed or removed the machines before leaving. In Belgium as well as France, harbors have been made useless for years to come—thus not only blocking the Allied supply lines, but paralyzing the economy of those nations. Everywhere there is the threat of inflation. At last reports, the inflation in Greece, for example, had reached a fantastic height, completely beyond the imagination of anyone who has not been exposed to a disaster of such magnitude. To cite just an example: the price of a single cigarette in Athens in early November, 1944, was something like *seven billion drachmae* whereas, before the war, it was one drachma.

These events underline the outstanding need for far-sighted and comprehensive international planning to combat continued economic insecurity.

Is Plan Big Enough?

One question almost sure to be asked when the time for public debate comes is: can it really be hoped that the two proposed institutions, with their combined capital of a little less than \$18,000,000,000. will be able to cope with problems left in the wake of a war which has cost Great Britain and the United States alone more than twenty times that sum? Or is it not likely that the Bank and the Fund, will be completely overwhelmed and will be destined to failure within a few years simply because they are not big enough?

In this connection, it is worth pointing out that the average of gross international investment between 1923 and 1937 was less than \$3,000,000,000 per year. While it is true that the demands made upon capital for international investment after the war will be much greater, it is necessary to repeat that the

International Bank is not intended to furnish *all*, or even the major portion of that capital, but is to act merely as a "support" for private investment, with direct loans limited to cases where private capital is not available. Thus the \$9,100,000,000 capital available to the Bank will act as a primer rather than as the full charge, and its effect will be multiplied many times over.

Similarly, during the three year period of 1936-38, the total international debit balances—money paid out to over an excess of imports over exports by the various countries—was something like \$2,500,000,000. Thus the Monetary Fund, with its \$8,800,000,000 of assets is several times as much as the usual pre-war volume of trade. As it is by its nature a short-term revolving Fund, it should replenish itself continually. It should also be noted that a great part of the problems after the war will require domestic effort for their solution and that it is only the residual problems that require international effort.

Other Effects

Two other results of the proposed world agreement have so far been given little mention, yet appear worthy of notice because of the indirect effect which they are likely to have on world trade and recovery.

One of these has to do with the powerful influence which acceptance of the Bretton Woods proposals would have on the role of gold as an international measure of value. Not since the early 1930's, when country after country abandoned the "gold Standard" has gold been able to fulfill this function as universally and dependably as was the case previously. Most nations were so short of gold that they were forced to resort to other means of meeting their payments—and as time went on, these methods too often tended to become disruptive and detrimental to their own interests as well as those of other nations. Under the Bretton Woods plan, gold would be reinstated in its useful role as a "standard" or measure of international trade values. Yet at the same time, the plan would still make it possible for gold-poor nations to trade thus reinstating gold as a stable yard-stick without condemning to economic strangulation those nations which do not have any.

A second incidental benefit of the Bretton Woods plan would arise from those of its provisions which require members to furnish the Fund and Bank with accurate information on such matters as their monetary reserves, gold production, balance of payments, international investments.

These provisions are hedged with clauses protecting the interests of the nations furnishing the information and are not intended to make private business secrets generally available to the unauthorized. They would, however, provide something the

world has never had before; a complete pool of information relating to the world economic system which would be available to all member countries and provide them with very helpful information.

Ratification

The fate of the Bretton Woods Agreement now lies with the legislative bodies of the 44 nations whose experts gave the best of their experience and knowledge to its development. By December 31, 1945, enough of these legislatures must have decided to ratify the Agreement to enable the Bank and the Fund to begin operations, or the Agreement, by its own terms will lapse. The governments ratifying must control at least 65% of the allotted quotas. This means that a number of smaller countries could neglect to ratify the Agreement without ill effect—but any two or three of the major powers could doom the Agreement to failure. In the case of the Bank, for example, the United States alone is to control nearly 32% of the quotas and votes. Thus the United States alone could practically block the Agreement from coming into effect, even though a numerical majority of other countries were strongly in favor of ratification.

What would happen if the Agreement were to be rejected is difficult to foresee in its entirety. Perhaps another agreement could be drawn up which would prove more acceptable to the governments in question and still achieve broadly the same essential objectives. At best, this would require another conference and might well take years, as Bretton Woods itself was two years in the making, and in the meantime, those very disasters which the Agreement was designed to forestall might already have taken place. The stakes are high, and the issues at stake are urgent. As Secretary of the Treasury, Henry Morgenthau, Jr., said in his closing address to the Conference:

"The results (of the Agreement's consideration by the legislatures of member nations) will be of vital importance to everyone in every country. In the last analysis, it will help determine whether or not people will have jobs and the amount of money they are to find in their weekly pay envelope. More important still, it concerns the world in which our children are to grow to maturity. It concerns the opportunities which will await millions of younger men when at last they can take off their uniforms and come home to civilian jobs. . . .

"We are at a crossroad, and we must go one way or the other. The Conference at Bretton Woods has erected a signpost—a signpost pointing down a highway broad enough for all men to walk in step and side by side. If they will set out together, there is nothing on earth that need stop them."

E N D .

*THE UNITED NATIONS MONETARY FUND

Quotas of Participating Countries

(In millions of U. S. dollars)		(In millions of U. S. dollars)	
Australia	200	India	400
Belgium	225	Iran	20
Bolivia	10	Iraq	8
Brazil	150	Liberia5
Canada	300	Luxembourg	10
Chile	50	Mexico	90
China	550	Netherlands	275
Colombia	50	New Zealand	50
Costa Rica	5	Nicaragua	2
Cuba	50	Norway	50
Czechoslovakia	125	Panama5
Denmark (x)	x	Paraguay	2
Dominican Republic	5	Peru	25
Ecuador	5	Philippine Commonwealth	15
Egypt	45	Poland	125
El Salvador	2.5	Union of South Africa	100
Ethiopia	6	Union of Soviet Socialist Republics	1200
France	450	United Kingdom	1300
Greece	40	United States	2750
Guatemala	5	Uruguay	15
Haiti	5	Venezuela	15
Honduras	2.5	Yugoslavia	60
Iceland	1		

(x) The quota of Denmark is to be determined by the Fund after the Danish government has declared its readiness to sign this Agreement but before signature takes place.

International Bank Quotas for Participating Countries

(In millions of U. S. dollars)		(In millions of U. S. dollars)	
Australia	200	Iran	24
Belgium	225	Iraq	6
Bolivia	7	Liberia5
Brazil	105	Luxembourg	10
Canada	325	Mexico	65
Chile	35	Netherlands	275
China	600	New Zealand	50
Colombia	35	Nicaragua8
Costa Rica	2	Norway	50
Cuba	35	Panama2
Czechoslovakia	125	Paraguay8
Denmark	—(x)	Peru	17.5
Dominican Republic	2	Philippine Commonwealth	15
Ecuador	3.2	Poland	125
Egypt	40	Union of South Africa	100
El Salvador	1	Union of Soviet Socialist Republics	1200
Ethiopia	3	United Kingdom	3175
France	450	Uruguay	10.5
Greece	25	Venezuela	10.5
Guatemala	2	Yugoslavia	40
Haiti	2	United Kingdom	1300
Honduras	1		
Iceland	1		
India	400	Total	9100

(x) The quota of Denmark will be determined by the Bank after Denmark accepts membership in accordance with these Articles of Agreement.

H-K

SELECTED READING LIST ON DUMBARTON OAKS PROPOSALS



*Prepared by the
United Nations Information Office*

Additional copies may be obtained from United Nations
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of:—the governments of Australia, Belgium,
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Britain, Greece, India, Luxembourg, The Nether-
lands, New Zealand, Norway, The Philippines,
Poland, South Africa, Yugoslavia, the Danish
Legation and the government of the United States
of America.**

Text

International Peace and Security Organization. Dept. of State Bulletin, v. 11, no. 270, 27 Aug. 1944, p. 197-204.

Includes the President's remarks to the Delegates; remarks by the Secretary of State, by Ambassador Gromyko and by Sir Alexander Cadogan at the opening session; discussions of general principles; subcommittees for the conversations; statement on news policy; meetings of committees.

U. S. Dept. of State. *Dumbarton Oaks documents together with chart and questions and answers*. (Revised) Washington, D. C., Govt. Print. Off., 1944. 22 p. (Conference Series, no. 60) Publication 2257. 5¢

Text of the Proposals followed by 17 questions and answers prepared by the Department to assist in the study and discussion of the scope and the functions of the General International Organization and a chart illustrating its structure.

U. S. Dept. of State. *The United Nations: Dumbarton Oaks Proposals for a General International Organization to be the subject of the United Nations Conference at San Francisco, April 25, 1945*. [Washington, D. C.] Govt. Print. Off., 1945. 8 p. pictograph (Conference Series, no. 66.) Publication 2297. Free

Together with this, the Department distributes a series of leaflets: *Foreign Affairs Outlines: building the peace*. Spring 1945, no. 1-4. Publication nos 2300-2303. Designed for public discussion and comment, as well as for teaching.

Dumbarton Oaks Proposals for the establishment of a general international organization, as agreed upon by the representatives of the United Kingdom, the United States, the U.S.S.R. and China at Dumbarton Oaks, Washington, U. S. A. in October, 1944 [Ottawa, Wartime Information Board, 1944?] 22 p.

Includes, besides the official text, the press release by the Prime Minister of Canada regarding the Dumbarton Oaks Proposals, October 9, 1944 and a pictograph showing the structure of the proposed body.

Dumbarton Oaks conversations on world organisation, 21st August—7th October, 1944, Statement of tentative proposals. London, H. M. Stationery Office, 1944. 10 p. (Cmd. 6560) Miscellaneous no. 4 (1944)

The Dumbarton Oaks Proposals for the establishment of a General International Organisation; with the Covenant of the League of Nations and suggestions from New Zealand for its reform in 1936. Wellington, Department of External Affairs, 1944. 34 p. (Publication no. 7)

Proposals for the establishment of a General International Organization as submitted by the Dumbarton Oaks Conference. Washington, D. C., October 9, 1944. New York, Woodrow Wilson Foundation, 1944. 12 p. Free.

Comment

By Government Agencies and Officials

China

The Dumbarton Oaks Proposals. Contemporary China, v. 4, no. 18, 22 Jan. 1945. Published by Chinese News Service, 30 Rockefeller Plaza, New York 20, N. Y.

Gives a summary of the Proposals, the text of Dr. Wellington Koo's speech representing the general views of the Chinese Government and the opinions of Dr. Wang Chung-hui and Dr. Sun Fo, high Chinese officials. Also the views of the Chinese League of Nations Union, which call for certain additional points intended to improve the coming peace structure.

Koo, Wellington. *Dr. Wellington Koo praises proposed world security organ in comparison with League*. Chinese News Service Release SA:155, 19 March 1945. 2 p.

Summary of speech by the Chinese Ambassador to the Court of St. James. Briefly indicates wherein the new international organization as proposed at Dumbarton Oaks would constitute an improvement over the League of Nations, specifically in the use of economic sanctions and military force by the former, and in the improved voting formula of the new organization.

France

Note and text of proposed French amendments to Dumbarton Oaks. New York 22, N. Y., French Press and Information Service, April 1945. 13 p. (Document serie II, no. 2224 E) Mimeographed.

An analysis of the proposed French amendments, point by point, was also published as Supplement to "News of France at War," no. 70, 7 April 1945, by France Forever, 587 Fifth Ave.

Great Britain

A commentary on the Dumbarton Oaks Proposals for the establishment of a General International Organisation. London, H. M. Stationery Office, 1944. 11 p. (Cmd. 6571) Miscellaneous no. 6 (1944)

An analysis of the main points of the proposed instrument in factual and concise language. A comparison with corresponding features of the Covenant of the League of Nations is made throughout.

Dumbarton Oaks: Lord Cranborne, Secretary of State for Dominion Affairs, House of Lords, October 11, 1944. British Speeches of the Day, published by British Information Services, New York 20, N. Y., v. 2, no. 11, Nov. 1944, p. 43-47.

From the debate in the House of Lords on the Dumbarton Oaks Proposals. Lord Cranborne believes the plan to be superior to the League of Nations because of its greater flexibility.

Netherlands

Netherlands memorandum on Dumbarton Oaks Proposals. Knickerbocker Weekly, v. 4, no. 52, 19 Feb. 45, p. 6.

Provisional opinion of the Netherlands Government expressed under seven points. This statement to accompany the Netherlands Government memorandum addressed recently to the governments of the other United Nations, publicly released at the same time as the above statement.

Suggestions presented by the Netherlands Government concerning the Proposals for the maintenance of peace and security agreed on at the Four Powers Conference of Dumbarton Oaks as published on October 9, 1944 [n.p.n.d.] 17 p. Obtainable from Netherlands Information Bureau, 10 Rockefeller Plaza, New York 20, N. Y.

Poland

Polish amendments to the Dumbarton Oaks Proposals. New York 22, N. Y., Polish Government Information Center [1945] 27 p.

U. S. S. R.

International security organization. Soviet War News Weekly, 7 Dec. 1944, p. 4 & 7.

Translation of an article from "War and the Working Class." Stresses the fundamental features of the Dumbarton Oaks Proposals comparing them with the League of Nations. Explains the Russian attitude as regards voting procedure.

On the problem of international organization of security. Information Bulletin of the Embassy of the Union of Soviet Socialist Republics, v. 4, no. 110, 13 Oct. 1944, p. 1-2.

Reproduces an editorial of "Izvestia" dated October 19, 1944 in which the implications of the proposed organization for world peace are examined. Dwells mainly on the functions of the Security Council and stresses the need for unanimous decisions of this Council from which no member should ever be excluded.

Rubinin, E. The International security organization. Information Bulletin of the Embassy of the Union of Soviet Socialist Republics, v. 4, no. 113, 28 Oct. 1944, p. 4-5.

Brief statement of the attitude of the Soviet public toward the Dumbarton Oaks Proposals as expressed in a leading article in "Pravda," October 11, 1944. This attitude is one of deep and sympathetic interest and of hope that the organization will succeed where the League of Nations failed.

U. S.

"Building the Peace." What is America's foreign policy? Dept. of State Bulletin, v. 12, no. 296, 25 Feb. 1945, p. 282-289.

Text of a radio forum broadcast over the National Broadcasting Company, Feb. 24, 1945, the first of a series of seven sponsored by the Department of State. Participants: Edward R. Stettinius, Jr., Dean Acheson, Archibald MacLeish, Kennedy Ludlam. This group discussion shows how U. S. foreign policy is in complete harmony with the far-reaching aims of the proposed international peace organization.

"Building the peace." Main street and Dumbarton Oaks. Dept. of State Bulletin, v. 12, no. 297, 4 March 1945, p. 354-361.

Text of radio forum No. 2, March 3, 1945. Participants: Joseph C. Grew, Archibald MacLeish, Alger Hiss, and Kennedy Ludlam. Informal discussion of the purposes of the proposed international peace and security organization, based on questions which the Department of State has received from thousands of the American people. Explanation is given of the aims, organization, functions, actual operation of the new league. What the average American can do to further these peace efforts.

Cordier, Andrew W. A general peace and security organization: Analysis of its major functions. Dept. of State Bulletin, v. 12, no. 295, 18 Feb. 1945, p. 253-255.

Text of an address delivered on the Southwest Radio Forum, Feb. 17, 1945. Survey of the aims of the new international organization as proposed at Dumbarton Oaks with a description of the functions of the various divisions within the new league as they implement these aims.

The Dumbarton Oaks Proposals: Public discussion should be stimulated. Education for Victory, official biweekly of the U. S. Office of Education, v. 3, no. 14, 20 Jan. 1945, p. 1-3.

An article based upon various Dept. of State releases. Addressed to teachers and discussion leaders, it dwells on the reasons why great publicity should be given to the Proposals and their implications for everyone.

Fosdick, Dorothy. International understanding: a foundation for the peace. Dept. of State Bulletin, v. 12, no. 296, 25 Feb. 1945, p. 295-298.

Emphasizes the importance of the role of the American people in forming and carrying out American foreign policy. The vital task of the people of all the United Nations in insuring that the cooperation initiated at Dumbarton Oaks becomes and remains effective. Ways in which the Department of State is cementing United Nations solidarity through various educational and cultural groups.

Green, James Frederick. The Dumbarton Oaks conversations. Dept. of State Bulletin, v. 11, no. 286, 17 Dec. 1944, p. 741-747 & 756.

Address delivered at a meeting sponsored by the Chicago Council on Foreign Relations and the Chicago Association of Commerce, Dec. 13, 1944. Reviews the steps that led up to the Dumbarton Oaks Conference and discusses the provisional blueprint produced during the Conference and the considerations underlying the more important provisions in the plan.

Also printed in Vital Speeches of the Day, v. 11, no. 7, 15 Jan. 1945, p. 205-209, with the title: Maintaining world peace and security.

Grew, Joseph Clark. Pioneering the peace. Dept. of State Bulletin, v. 12, no. 295, 18 Feb. 1945, p. 223-224.

Text of a broadcast on the Metropolitan Opera Rally, Feb. 17, 1945. Reminds us that the new United Nations organization will not be perfect, at first, but that just as the U. S. Constitution has been the product of revision, of growth, so this organization will reach maturity only through various stages of improvement.

Hackworth, Green N. Settlement of disputes under the Dumbarton Oaks proposals. Dept. of State Bulletin, v. 12, no. 292, 28 Jan. 1945, p. 124-128.

An address delivered before the Section of International and Comparative Law of the American Bar Association. Discusses the methods for the peaceful adjustment of differences between nations contemplated in the Proposals and examines more particularly the scope and functions of the proposed international court.

Pasvolsky, Leo. *Dumbarton Oaks Proposals*. Dept. of State Bulletin, v. 11, no. 285, 10 Dec. 1944, p. 702-706.

Address delivered at the closing session of the United Nations Institute on Post-War Security, Cincinnati, Nov. 18, 1944. Outlines the provisions of the Proposals and describes a series of three steps envisaged in the setting up of a general system of collective security.

Pasvolsky, Leo. *Dumbarton Oaks Proposals*. Dept. of State Bulletin, v. 11, no. 286, 17 Dec. 1944, p. 748-751.

Address delivered at the American Labor Conference on International Affairs at New York, Dec. 16, 1944. Discusses more particularly the functions of the Economic and Social Council and its relation with specialized functional agencies already in existence or in contemplation.

Sandifer, Durward V. *Dumbarton Oaks Proposals*. Dept. of State Bulletin, v. 11, no. 285, 10 Dec. 1944, p. 710-713.

Address delivered before the Federal Bar Association at Washington, Dec. 8, 1944. Examines the machinery for international judicial organization embodied in the Proposals for the Establishment of a General International Organization.

Sandifer, Durward V. *Dumbarton Oaks Proposals*. Dept. of State Bulletin, v. 11, no. 286, 17 Dec. 1944, p. 751-756.

Address delivered at a meeting of the Bar Association of the city of New York, Dec. 12, 1944. Dwells on certain features of particular constitutional or legal interest, such as the statement of the purposes and principles of the projected Organization, the question of membership, the differentiation of power between the General Assembly and the Security Council, the procedure of pacific settlement of disputes, the international court of justice and amendment procedure.

Sandifer, Durward V. *Regional aspects of the Dumbarton Oaks Proposals*. Dept. of State Bulletin, v. 12, no. 292, 28 Jan. 1945, p. 145-147.

Analyzes the role of regional agreements and arrangements within the framework of the General International Organization in matters relating to international peace and security as well as in the field of economic and social cooperation. Discusses the relation of the inter-American system to the general organization.

Stettinius, Edward R., Jr. *What the Dumbarton Oaks peace plan means*. Readers Digest, v. 46, no. 274, February 1945, p. 1-7.

Originally published in Dept. of State Bulletin, v. 12, no. 292, 28 Jan. 1945, p. 115-119. The Secretary of State analyzes in non-technical language the spirit and the practical operating value of the Dumbarton Oaks plan. Designed to enlist popular support of the Proposals.

Taft, Charles P. *Dumbarton Oaks Proposals*. Dept. of State Bulletin, v. 11, no. 285, 10 Dec. 1944, p. 707-710.

Address delivered before the Business and Professional Women's Club at Richmond, Va., Dec. 4, 1944. Compares the aims of the plan with those of the League to Enforce Peace and the Covenant of the League of Nations. Points out the strength and the foundation of experience of the various features of the General International Organization. Warns against two great dangers, one from the perfectionist, the other from the pessimist-materialist.

Taft, Charles P. *World organization and economic phases*. Dept. of State Bulletin, v. 12, no. 297, 4 March 1945, p. 382-385.

Text of speech delivered before the Presbyterian Social Union, Feb. 26, 1945. Stresses the importance of Christian realism as opposed to perfectionism in the successful operation of the General International Organization. It is emphasized that one of the important problems of the organization is the coordination of the interests of the various specialized groups (such as the Combined Boards, monetary bodies) under the Economic and Social Council.

Villard, Henry S. *The positive approach to an enduring peace*. Dept. of State Bulletin, v. 12, no. 292, 28 Jan. 1945, p. 136-141 & 148.

Deals more specifically with the possibilities and implications of the Economic and Social Council which, under the General Assembly, is to have responsibility for promoting international cooperative activity in the economic and social fields.

Wilson, Edwin C. *Dumbarton Oaks Proposals*. Dept. of State Bulletin, v. 11, no. 282, 19 Nov. 1944, p. 592-595.

Address delivered at the International Trade Luncheon sponsored by the Export Managers Club of New York, Nov. 14, 1944. Dwells on certain features of the proposals such as the generally representative character of the proposed Organization, the arrangements contemplated for the peaceful settlement of disputes and the mechanism for facilitating and promoting the solution of international economic and social problems.

Young, John Parke. *International economic problems*. Dept. of State Bulletin, v. 12, no. 297, 4 March 1945, p. 375-381.

Address delivered before Occidental College Institute of Economics and Finance, Los Angeles, Calif., 28 Feb. 1945. Deals with the Economic and Social Council that will be set up to operate under the guidance of the General Assembly of the Security Organization. Explains more specifically the role of the International Monetary Fund and Bank for Reconstruction and Development.

General

Dumbarton Oaks Proposals; remarks and comments by Officials and experts. World Affairs, v. 107, no. 4, December 1944, p. 219-256.

A symposium comprising the text of the Proposals; the joint statement by the representatives of the U.S., the U.K. and the USSR; the remarks of the heads of delegations; the report submitted to Secretary of State Hull by Edward R. Stettinius Jr., chairman of the Conference; the statements of Secretary Hull, President Roosevelt, Governor Dewey, Senator Connally, Senator Warren R. Austin, Premier Stalin; views of the Soviet Union; comments by Nicholas Murray Butler, Manley O. Hudson, Leo S. Rowe, William R. Castle, Frederick R. Coudert, George A. Finch, James T. Shotwell, Gen. U. S. Grant, 3rd, Arthur Sweetser, Egon F. Ranshofen-Wertheimer, Theodore Warburg, and Thomas J. Watson.

By Church Groups

Catholic leaders on Dumbarton Oaks. World Alliance Newsletter, v. 20, no. 10, 15 Dec. 1944, p. 5-6.

Statement issued by the Catholic Bishops of the United States on November 19, 1944. Without mentioning specific provisions of the plan, counter-proposals based on the aims of the Atlantic Charter, moral principles and the innate rights of man, are made. These, it is held, will be more effective in the maintenance of peace and security and the creation of conditions which make for peace.

Catholic peace demands. Christian Century, v. 61, no. 49, 6 Dec. 1944, p. 1406-1407.

An endorsement of the position taken by the Catholic Bishops in the U. S. with regard to the Dumbarton Oaks Proposals.

Graham, Robert A. [and others] *Hope for peace at San Francisco; what Catholics should think of the world organization.* New York, America Press, 1945. 42 p. 25¢

Compares the aims of the General International Organization with the Christian principles advocated by the Pope and the Catholic Bishops of the U.S. Strongly urges popular support of the Proposals, but points out several shortcomings and obscurities in the draft plan. Includes a brief reading list.

Jewish leaders on Dumbarton Oaks. World Alliance Newsletter, v. 21, no. 2, 15 Feb. 1945, p. 6-7.

Message issued Jan. 18, 1945, by the Synagogue Council of America and by the Council's Committee on Peace Studies. While making some reservations, welcomes the proposals as marking a significant step forward toward world unity.

Judging the Dumbarton Oaks Proposals; a preliminary statement of the Post War World Committee. Washington, D. C., Catholic Association for International Peace [1945] 8 p.

A lucid and courageous examination of the Proposals, wholeheartedly accepting their good features, but pointing out various defects under 6 headings with corresponding constructive suggestions and a call for the immediate formation of a United Nations Council of an advisory character. Includes questions for discussion and a list of suggested readings.

A message to the Churches from the National Study Conference on "The Churches and a Just and Durable Peace," Cleveland, Ohio, Jan. 16-19, 1945. The Commission on a Just and Durable Peace of the Federal Council of the Churches of Christ in America, 297 Fourth Ave., New York 10, N. Y.

The Conference recommended support of the Proposals by all churches, as an important step in world cooperation, but because it did not approve of them in their entirety it offers certain measures for their improvement. Text of these given in full.

Partial text also in *Post War World*, published by the Commission, v. 2, no. 2, 15 Feb. 1945, p. 1 & 3.

The National Study Conference on the Churches and a Just and Durable Peace, Cleveland, January 16-19, 1945, convened by the Commission on a Just and Durable Peace of the Federal Council of the Churches of Christ in America. *International Conciliation*, published by the Carnegie Endowment for International Peace, no. 409, March 1945, Section I.

Represents the views of this influential church group on the future peace organization. Includes the opening address by John Foster Dulles, part II of "Message to the Churches." The Churches and the Current International Situation, Statement adopted at the biennial meeting of the Federal Council of the Churches of Christ, Pittsburgh, November 28, 1944 and Statement of Political Propositions formulated by the Commission on a Just and Durable Peace.

Protestant leaders on Dumbarton Oaks. World Alliance Newsletter, v. 20, no. 10, 15 Dec. 1944. p. 4.

Statement adopted at the biennial meeting of the Federal Council of the Churches of Christ in America, Pittsburgh, Nov. 28, 1944. Balances the merits against the defects of the plan and urges popular support of the contemplated measures, provided certain beneficial modifications are introduced.

A statement on the proposals for world organization made at Dumbarton Oaks. Prepared and used jointly by Evangelical and Reformed Council for Social Reconstruction, Presbyterian Fellowship for Social Action, Methodist Federation for Social Service, Church League for Industrial Democracy, Unitarian Fellowship for Social Justice, Rauschenbusch Fellowship of Baptists, cooperating through United Christian Council for Democracy, 457 West 123 Street, New York 27, N. Y. January 1, 1945. 4 p. 3¢

A critical examination of the various provisions of the proposed organization with constructive suggestions for amendments and additions, while supporting the proposals as such. Aimed at church discussion groups.

By Organizations

Democratic National Committee. Women's Division. *A panel discussion on Dumbarton Oaks*, presented at the White House, February 20, 1945. Washington, D. C., 1945. 20 p.

Address: Women's Division, Democratic National Committee, Mayflower Hotel, Washington 6, D. C.

Includes the remarks of Mrs. Charles W. Tillett, Fannie Hurst, Mrs. William H. Davis, Trude Lash, Emily Taft Douglas, also those made on February 26, 1945 by Mrs. Raymond Clapper and Mrs. Irving Berlin.

The Dumbarton Oaks Proposals. World Alliance News Letter, v. 20, no. 9, 15 Nov. 1944.

A summary of the plan intended as a brief and non-technical introduction to a more detailed study of the documents themselves, for the use of study groups on world order. The same issue contains also an editorial on the Proposals entitled "Alternatives" and the text of a Resolution on Dumbarton Oaks adopted by the conference of the American Council of the World Alliance under the auspices of six international agencies at the Hotel Biltmore, New York, November 10, 1944.

A guide to group discussion on the Dumbarton Oaks Proposals. Published by the Canadian Council of Education for Citizenship, 166 Marlborough Avenue, Ottawa and the League of Nations Society in Canada, 124 Wellington Street, Ottawa, January 1945. 28 p. 10¢

A useful outline in the form of question and answer, designed for 6 discussion meetings. With references to related literature and a brief reading list on the proposals. Stresses the Canadian point of view.

Memorandum of the Washington dinner on the Dumbarton Oaks proposal. Washington, D. C., National Policy Committee 1944. 29 p. (National Policy Memoranda, no. 34)

Summary of the discussion on the strengths and weaknesses of the proposal and of U. S. domestic policy regarding the document. Lists five key questions on which the public should be given the fullest possible information at once and on which the Congress should take a definite stand.

Reports of sessions in Cleveland, Philadelphia and Arkansas [on] World Organization as proposed at Dumbarton Oaks, Cleveland, Ohio, Oct. 14, 1944; Philadelphia, Penna., Nov. 10, 1944; Little Rock, Ark., Dec. 2, 1944. Washington, National Policy Committee, 1944, 49 p. (National Policy Reports, no. 26)

Summaries of discussions of the Dumbarton Oaks plan held in three different areas of the country by cross-section groups of citizens. While aware of the shortcomings of the plan, the general attitude of the groups was one of approval in principle.

Resolution on The Dumbarton Oaks Proposals. Adopted by the Political Committee of the American Labor Conference on International Affairs, 9 E. 46 St., New York 17, N. Y.

Text of the resolution adopted by the Committee and made public at the Second Meeting of the Conference, New York, Dec. 16, 1944. While endorsing the principles of the Proposals it criticizes what is termed weaknesses and shortcomings of the draft in its present form and offers amendments on the formula of membership, functions of the General Assembly, role of the Security Council, and provisions for raising the living standards of groups or peoples that cannot now be self-governing.

Statement adopted by the Trustees of the Carnegie Endowment for International Peace at the semi-annual meeting held in New York, December 11, 1944. International Conciliation, no. 407, January 1945, p. 2-3.

Whole-hearted approval of the Proposals and a pledge to devote the activities of the Endowment to the Dumbarton Oaks program which embodies the very purpose for which the Endowment was founded.

The United Nations. The World Through Washington. Published by the American University, Washington 6, D. C. v. 2, no. 1, October 1944, p. 1-7.

Summary of the provisions of the Dumbarton Oaks Proposals together with the attitude of the Congress and Party leaders.

Universities Committee on Post-War International Problems, The Dumbarton Oaks Proposals: The enforcement of peace. Boston, December 1944. 39 p. (Problem 18) 5¢. Obtainable from the Committee, 40 Mt. Vernon Street, Boston 8, Mass.

This analysis, intended for the use of college and university faculty groups and other interested individuals and organizations, is confined to an examination of those parts of the Dumbarton Oaks Proposals which relate to the enforcement of peace, i.e. the prevention or suppression of wars of aggression by means of force placed at the disposal of an international organization.

Views on Dumbarton Oaks. League Union supports international organization. China at War, v. 13, no. 6, December 1944, p. 57-60.

Statement issued by the Board of Directors of the Chinese League of Nations Union fully approving the spirit and practical details of the proposed international organization, with some suggestions for amendments.

By Others

Amend Dumbarton Oaks! Christian Century, v. 51, no. 48, 29 Nov. 1944, p. 1374-1377.

A critical, but at the same time constructive comment on the proposed General International Organization. Holds that the whole of Chapter VIII should be reconsidered, and much of it eliminated. Urges the inclusion of the Chinese counter-proposals which were rejected at Dumbarton Oaks.

Pact renouncing war in dealings between nations. Backs moral and juridical principles of the Kellogg-Briand

Conwell-Evans, T. P. Old and new security league. Nineteenth Century, v. 137, no. 815, January 1945, p. 43-48.

Brief comparison of the chief provisions of the Dumbarton Oaks Proposals with corresponding features of the League of Nations. Brings out similarities and differences between the two.

Borchard, Edwin. The Dumbarton Oaks Conference. American Journal of International Law, v. 39, No. 1, January 1945, p. 97-101.

A rather critical summary of the provisions of the Dumbarton Oaks Proposals, pointing out the privileged status of the Big Five, the lack of incentive for small states to join the organization and the major omissions, such as the lack of prophylactic measures before conditions become ripe for conflict.

Briggs, Herbert W. Membership in the proposed General International Organization. American Journal of International Law, v. 39, no. 1, January 1945, p. 101-103.

Offers some constructive suggestions in regard to Chapter II of the Proposals which deals with membership. Stresses the advantages of universal membership in the new organization which would make all states a part of the international community subject to the obligations of the law of the community of states.

Cecil, Viscount. Dumbarton Oaks excels the League. Free World, v. 9, no. 1, January 1945, p. 13-17.

Finds the new plan for world organization superior to the old in various important respects. Stresses the importance of support from world public opinion if the plan is to succeed.

Dean, Vera Micheles. Acts not words will be test of Dumbarton Oaks blueprint. Foreign Policy Bulletin, v. 23, no. 52, 13 Oct. 1944, p. 1-2.

A frank examination of the limitations and potentially dangerous features of the plan. Points out that the operation of any international machinery depends on the sense of responsibility of the great Powers and on their willingness to have it work not only when it is to their own advantage but to that of the international community as a whole.

Dean, Vera Micheles. After victory . . . questions and answers on world organization. New York, Foreign Policy Association, January, 1945. 96 p. (Headline Series, no. 50) 25¢

A survey of the tasks that confront the voters of the nation in regard to the Security Organization and answers to eight key questions that have been raised concerning it, with particular emphasis on the role of the U. S. Comment by C. Grove Haines urging serious attention by every responsible citizen. Text of the Proposals, suggested reading, graphs and illustrations included in the study.

Drummond, Roscoe. *Comes a new league*. Christian Science Monitor, Weekly Magazine Section, 25 Nov. 1944, p. 4.

Points out five things which the new organization will be capable of doing and which the members of the old League did not enable the League to do. Believes that the charter will bring into being a living organism capable of serving a changing world.

Dulles, John Foster. *Warning: Dumbarton Oaks Proposals*. Time, v. 44, no. 23, 4 Dec. 1944, p. 18.

Very brief statement expressing concern over the shortcomings of the plan and especially over its alleged lack of provisions to ensure peace with justice.

"Dumbarton Oaks and our postwar social welfare," [radio discussion] with Mr. Arthur Sweetser. "Beyond Victory," program No. 78 presented by the World Wide Broadcasting Foundation in collaboration with the Carnegie Endowment for International Peace. 7 p. mimeographed.

Mr. Sweetser, in reply to questions, outlines the possibilities in the field of special work for the proposed Social and Economic Council, the most constructive part of the whole plan. Mentions the work of the League of Nations Health Service, which will probably be integrated in the new organization. Touches also on relations with the International Labor Organization.

The Dumbarton Oaks Plan. The New Republic, 23 Oct. 1944, p. 510-511.

Approves the plan with certain reservations, chiefly with regard to the composition and functioning of the proposed Security Council.

The Dumbarton Oaks plan for world government; a radio discussion over Station WGN and the Mutual Network. Northwestern University on the Air; the Reviewing Stand, v. 3, no. 25, 29 Oct. 1944, 12 p. 10¢

Frank Smothers of the Chicago Sun, Professor Kenneth Colegrove and William Stokes, Department of Political Science, Northwestern University, discuss the essential features of the plan, its provisions for representation and voting, the use of military forces and national integrity and interests as affected by the plan.

The Dumbarton Oaks Proposals: A comparison with the League of Nations Covenant. Published by United Nations Educational Campaign, conducted jointly by League of Nations Associations, Inc. and Commission to Study the Organization of Peace, 8 West 40 Street, New York 18, N. Y. 4 p. Free. Convenient comparison of the main features of the two organizations tabulated in parallel columns.

Dumbarton Oaks; proposed world organization. The Commonwealth, v. 41, no. 2, 27 Oct. 1944, p. 27-28.

Criticizes the plan as a slightly decorated scheme for a power alliance which shall rule the world rather than a cornerstone on which to build a new world.

Eichelberger, Clark M. *Proposals for the United Nations charter. What was done at Dumbarton Oaks*. New York, Commission to Study the Organization of Peace, October 1944. 32 p. Address: 45 East 65 Street, New York 22, N. Y.

Attempts an explanation of the decisions reached at Dumbarton Oaks under the following chapter headings: What was done at Dumbarton Oaks.—What was postponed for later decision.—Autonomous agencies in the social and economic fields.—The role of the United States. Includes the text of the proposals.

Eichelberger, Clark M. *Time has come for action*. New York, Commission to Study the Organization of Peace, August 1944. 32 p. 10¢. Address: 45 East 65 Street, New York 22, N. Y.

Written at the time the Dumbarton Oaks conversations were in progress, the pamphlet discusses how the General International Organization should be built, who should belong, how it shall be controlled, what the obligations are, how peace shall be enforced, how justice shall be attained, whether living standards can be improved, where the headquarters will be, who will pay the bills and what shall be done with the League of Nations. Is still useful as general background.

Fosdick, Raymond B. *The League and the United Nations*. World Alliance Newsletter, v. 21, no. 2, 15 Feb. 1945, p. 4-5.

Major part of an address given before the League of Nations Association, Feb. 1, on the occasion of the 25th anniversary of the founding of the League of Nations. Mainly a plea to support the Dumbarton Oaks plan, which the speaker considers an improvement over the Covenant. Draws a parallel with the circumstances under which the American Constitution of 1787 came into being.

Hocking, William Ernest. *Is a world police possible?* Christian Century, v. 61, no. 47, 22 Nov. 1944, p. 1347-1349.

Sees in the Dumbarton Oaks plan the germ of a world government by force, as distinct from a world organization for consultation and administration. Prefers the Chinese proposals, which reduced attention to the military instruments of peace by making them the object of only one of six parallel commissions. Urges more reliance on the moral force of law and the moral force of opinion as a prerequisite to world confidence, the true cement of the future world order.

Hudson, Manley O. *An approach to the Dumbarton Oaks Proposals*. American Journal of International Law, v. 39, no. 1, January 1945, p. 95-97.

Expresses the hope that greater and lesser states will have a chance to complete and improve the provisions for a General International Organization and especially, that international law will have more emphasis in the final Charter and that the provisions for international adjudication will be strengthened to take account of recent advances.

Jessup, Philip C. *The Court as an organ of The United Nations*. Foreign Affairs, v. 23, no. 2, January 1945, p. 233-246.

Discusses four problems still to be solved in connection with the stated intention of the four Powers at Dumbarton Oaks to include a court as an integral part of the organization to be known as The United Nations.

Kelsen, Hans. *The old and the new league: The Covenant and the Dumbarton Oaks Proposals*. American Journal of International Law, v. 39, no. 1, January 1945, p. 45-83.

A careful comparison of the main features of the League of Nations and the proposed General International Organization under the following headings: purposes and general structure; Council and Assembly; settlement of disputes; the Court; sanctions; regional arrangements; arrangements for international economic and social co-operation; the Secretariat; subject matters not regulated by the Dumbarton Oaks Proposals, e.g. the seat of the new League, withdrawal from or liquidation of the League of Nations, disarmament, mandates, guarantee of *status quo*. In spite of some minor criticism, the author finds the proposed new organization superior to the old League.

Kirk, Grayson. *The politics of world security*. The Nation, v. 160, no. 5, 3 Feb. 1945, p. 120-122.

Warns against over-optimism in regard to the proposed international organization as a panacea for future peace. Holds that the organization must rest on the basis of great-power solidarity for all effective action, coupled with the acceptance of responsibility for states which are weaker. Minimizes the conflict between national security arrangements and those associated with the international organization, provided the arrangements are made on the basis of mutual understanding of the respective positions of the other powers concerned.

Lippmann, Walter. *Pacification for peace*. Atlantic Monthly, v. 174, no. 6, December 1944, p. 46-52.

A full discussion of the proposed charter as it relates to peace, with special emphasis on the work of the Security Council and its responsibility for pacification. Written in popular style, the article supports the general aims of the Proposals but makes some recommendations for certain provisions yet to be worked out.

Machinery for peace. The Economist, v. 147, no. 5277, 14 Oct. 1944, p. 497-498.

A realistic appraisal of the effectiveness of the proposed instrument taking into consideration the emergence of the same type of problem as confronted the old League of Nations. Holds that the success of the organization will depend on the will to peace of the great Powers and on their continued close cooperation rather than on technical machinery for security.

Malles, Paul. *What hope for small powers?* The Nation, v. 160, No. 9, 3 March, 1945, p. 241-242.

An appeal for functional representation for the small nations in the new world organization to be set up. Opposes the reduction of the Assembly to a "debating society" and the investiture of the big nations with sacrosanct powers through the Council.

Morton, W. L. *Behind Dumbarton Oaks*. Toronto, 1945, 28 p. illus. (Behind the Headlines, v. 5, no. 2) 10¢

One of a series of pamphlets on current problems published jointly by the Canadian Institute of International Affairs, 230 Bloor St. West, Toronto and the Canadian Association for Adult Education, 198 College St., Toronto. While surveying the proposals in general the author gives special attention to the question of whether the Big Five are to rule the world in future, and what Canada's place is to be in a world organized on the lines of Dumbarton Oaks. Includes five questions for group discussion, and a list of reading suggestions.

Mowrer, Edgar Ansel. *Dumbarton hopes*. Survey Graphic, January 1945, p. 5.

Backs the proposals, although with some reservations. Believes that the clause excluding violence or threat of violence by national states except at the behest of the international community contains a seed that could develop into a real guarantee. Believes that we should work to make that organization strong, fight to get it accepted by the Senate and implemented by the Congress, and struggle to make it work.

Nash, Philip C. *Dumbarton Oaks; first steps toward peace*. Reader's Scope, April 1945, p. 3-8.

Explains in fairly simple terms what the functions of the Assembly, the Social and Economic Council and the Security Council will be in the proposed organization. Suggests several subsidiary bodies that should be created and attached to the General International Organization, both under the Security Council and under the Assembly. Includes two charts illustrating the planned setup.

Plan for world security: How machinery would work. Dumbarton Oaks proposal as framework for permanent structure. United States News, 20 Oct. 1944, p. 24-33. With chart and pictograph.

Describes at the hand of various concrete examples what would happen if the United Nations were already functioning and certain political situations would arise, stressing the role to be played by the United States. Includes the full text of the proposals.

Potter, Pitman B. *The Dumbarton Oaks Proposals viewed against recent experience in international organization*. American Journal of International Law, v. 39, no. 1, January 1945, p. 103-107.

In a general comparison of the proposals with the League of Nations, the author lists the various omissions, all of which he considers serious. He deplores the lack of emphasis throughout the proposals upon legal principles or rules, judicial decisions and similar elements. Concludes that the organization fore-shadowed in the proposals appears to be much like the League of Nations in general form and objectives, with even some of the bad points of the League perpetuated, but with notable differences in detail.

Poznanski, Czeslaw. *Collective security and the Dumbarton Oaks Proposals*. The Norseman, v. 3, no. 1, January-February 1945, p. 33-37.

Is based throughout on the British White Paper, A Commentary on the Dumbarton Oaks Proposals. Levels criticism at specific provisions in the Proposals which, it is charged, fail to assure collective security and permit action to be taken only against the small "aggressor" nations. It is argued that the Big Powers control the Security Council and are able to determine by their own yardstick just what constitutes aggression.

Sharp, Walter R. *The Inter-American system and the United Nations*. Foreign Affairs, v. 23, no. 3, April 1945, p. 450-464.

Written before the Inter-American Conference at Mexico City, the article examines the possibility of integrating existing Inter-American machinery in the new international organization. Contains several helpful suggestions as to the best use which might be made of the experience and the resources of the Inter-American system in the world organization so as to avoid duplication of effort and waste.

Smith, Rennie. *Dumbarton and international security*. Central European Observer, v. 21, no. 22, 27 Oct. 1944, p. 325-326.

Finds the proposals greatly superior to the old League of Nations and sees in the projected organization a well-considered scheme for post-war security. Admits, however, that peace depends on the continued unity of purpose of the Powers who have united to defend themselves against the war-making imperialists of our times.

Stronski, Stanislaw. *The new League of Nations: Dumbarton Oaks Proposals, a commentary*. Glasgow, Polish Library, 1944. 31 p. Address: 242-250 Hope Street, Glasgow C.2.

Gives the text of the Proposals with critical comments in the form of foot-notes. Concludes that the new proposals differ widely from the old Covenant, points out the all-powerful position of the Security Council, the relatively unfavorable position of non-permanent member states, the lack of equality among members and other failings. Makes four suggestions for amendments.

Sturzo, Luigi. *Dumbarton Oaks. What it is and what it should be*. The Commonweal, v. 41, no. 18, 23 Feb. 1945, p. 467, 470-473.

Points to specific provisions of the Dumbarton Oaks proposals which if incorporated into a fixed system would "condemn peoples to a perpetual servitude." Suggestions made for remedying these failings, and for basing the organization on moral principles, on a stable policy and on concomitant social and economic aims.

Sulkowski, Joseph. *Dumbarton Oaks; an alliance of great powers or an international organization based on law*. New York, Polish Catholic Press Agency [1945] 32 p.

A critical analysis of the proposals in which the author sees an alliance of great powers rather than a truly international organization based on equality of states. Recognizes the necessity of establishing an international organization to ensure a durable peace and emphasizes the need of additional provisions guaranteeing the supremacy of right over might. Advocates majority vote rather than unanimity of the Big Five and suggests several other constructive changes.

Toward a new world order. Christian Century, v. 61, no. 43, 25 Oct. 1944, p. 1222-1224.

A rather pessimistic view of the Dumbarton Oaks proposals, which however does not reject the plan, but urges qualified support in the hope that it will eventually lead to a true world federation.

Villard, Oswald Garrison. *A brand-new crime*. Christian Century, v. 61, no. 50, 13 Dec. 1944, p. 1444-1445.

An outspoken, at times even caustic, appraisal of the Dumbarton Oaks plan, pointing out its limitations and "one-sidedness." Chief criticism is directed at the preponderant position of the great powers, at the absence of a practical plan for gradual disarmament and the lack of machinery for compulsory arbitration.

The world security organization drafted at Dumbarton Oaks. American Forum of the Air, v. 6, no. 40, 10 Oct. 1944, 14 p. 10¢

Debate between Senator Joseph H. Ball and Congressman Hamilton Fish. Both argue that it is a step in the right direction toward world security, but they disagree on the precise time when this organization should be set up, Hamilton Fish insisting on being first informed of all the terms of the peace settlement.

THE

United Nations

IN FILMS

A LIST OF

16 and 35 MM

MOTION PICTURE FILMS

ON

THE UNITED NATIONS

AND

**WHERE THEY CAN
BE SECURED**

●
Revised Edition April, 1945

Released by

UNITED NATIONS INFORMATION OFFICE

610 Fifth Avenue

New York 20, N. Y.

An agency of:—the governments of Australia, Belgium, Canada, China, Czechoslovakia, France, Great Britain, Greece, India, Luxembourg, The Netherlands, New Zealand, Norway, The Philippines, Poland, South Africa and Yugoslavia; the Danish Legation; and the government of the United States of America.

THE UNITED NATIONS AND THE FUTURE

FOREWORD

This second yearly issue of the United Nations Film Catalogue appears at a momentous period of the war. Five years ago this month Germany invaded Poland and for the second time in a generation became the ravager of Europe and the tormentor of the world. Four years ago this month, at the darkest moment of the war, a group of Allied Information Offices joined together to form in New York the Inter-Allied Information Committee, which was to become in 1942 the present United Nations Information Office. When the Inter-Allied Information Committee was founded, the road ahead was long, and no one could foretell when it would end. Now that end is plainly in sight. The road ends at a crossroads, and we must all decide, very soon now, which turn to take at this crossroads, whether the road back to the narrow selfish, economic and political nationalisms of the 1920's and 1930's which will inevitably lead to a third world war far more catastrophic than the present conflict, or the onward road of progress, the road to a world in which the United Nations will continue their wartime partnership and work together to overcome the problems of the peace in the same spirit of friendship and cooperation which has characterized their wartime activities.

It is essential, for the happiness and well-being of all mankind, that we make the correct choice and take the onward road of progress. To make the correct choice, free peoples must be in possession of all the facts.

To this end the films listed in this catalogue may be of service in two ways. Firstly, the films will help to give to audiences a clearer picture of each of their fellow United Nations, its countryside and cities, its people and their way of life, and its war effort. By having this clearer picture, the American people will get to know and appreciate their fellow United Nations better; as a result, they will be more willing to cooperate with the United Nations in the future, and the tasks of the peace will be made so much the easier. Secondly, so far as the future is concerned, it will be noticed that the present listings differ considerably in subject matter from last year's listings. It is evident from a glance at this year's issue of the catalogue that many nations are paying a great deal more attention than heretofore to the problems they will have to face collectively and individually at the war's end. More stress is also laid upon the importance of United Nations cooperation now and above all in the future.

This foreword provides a suitable opportunity to express, on behalf of the agencies of the different governments represented on the United Nations Information Board, our gratitude to all users of the United Nations film catalogue for their good results in arranging showings of United Nations films. In this coming year, a year crucial for the future of humanity, the Board hopes that cooperation will be even closer, and that even more United Nations films will be shown. Particularly would we ask all those who are interested in the films listed in this catalogue, when arranging showings, to bear in mind whenever possible the need for having programs which will assist our common task, the promotion of the concept of the United Nations as the only solid basis upon which a lasting peace can be built.

PETER BENNETT
Chairman, Film Committee
United Nations Information Board

New York, 1944

LIST OF THE INFORMATION OFFICES DISTRIBUTING FILMS ON THE UNITED NATIONS

Films will be loaned, in most instances, free of charge, upon application to the respective film officers listed. However, there are rental fees ranging from \$1.50 to \$5.00 for films on Canada, China, Denmark, Greece and Yugoslavia. Rental rates on U.S.S.R. films range from \$2 to \$6 on short subjects, depending on the running time, and from \$15 to \$25 on features.

Films are dispatched to applicants on a C.O.D. basis and are to be returned immediately after their showing, prepaid, to the address from which they were received by the applicants.

Inquiries regarding the purchase of prints of listed films should be addressed to the respective distributors.

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Australian News and Information Bureau
Att. Mr. Hugh Murphy
610 Fifth Avenue, New York 20, N. Y., CI 7-8094

BELGIUM

Belgian Government Information Center
630 Fifth Avenue, New York 20, N. Y., CI 6-2450

CANADA

National Film Board of Canada
Att. Miss Rosalind Kossoff
620 Fifth Avenue, New York 20, N. Y., CI 6-0224

CHINA

Chinese News Service
Att. Miss Jean Lyon
30 Rockefeller Plaza, New York 20, N. Y., CI 6-5240

CZECHOSLOVAKIA

Czechoslovak Government Information Service
Att. Mr. F. B. Grunzweig
1790 Broadway, New York 19, N. Y., CO 5-1914

DENMARK

Friends of Denmark, Inc.
Att. Mr. C. H. W. Hasselriis
116 Broad Street, New York 4, N. Y., BO 9-1435

FRANCE

French Press and Information Service
Att. Mr. Simon Schiffrin
Motion Picture Division
723 Seventh Avenue, New York 19, N. Y., BR 9-7957

GREAT BRITAIN

British Information Services
Film Division
30 Rockefeller Plaza, New York 20, N. Y., CI 6-5100

GREECE

Greek Office of Information
Att. Miss Doris Foote
30 Rockefeller Plaza, New York 20, N. Y., CO 5-5607

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Government of India Information Services
Att. Mr. T. A. Raman
2633 16th Street, N.W., Washington 9, D. C.
Columbia 2467

LATIN AMERICA

Office of Inter-American Affairs
Motion Picture Division
444 Madison Avenue, New York 22, N. Y., PL 5-3939

LUXEMBOURG

Luxembourg Information Center
Att. Mr. Andre Wolff
441 Lexington Ave., New York 17, N. Y., MU 3-5883

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Netherlands Information Bureau
Att. Mr. M. T. Groen
10 Rockefeller Plaza, New York 20, N. Y., CO 5-6217

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Att. Film Officer
19 Observatory Circle, N. W., Washington 8, D. C.
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Norwegian Information Bureau
Att. Dr. Per Host
30 Rockefeller Plaza, New York 20, N. Y., CO-5-7124

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Department of Information and Public Relations
Commonwealth of the Philippines
1617 Massachusetts Avenue, Washington 6, D. C.
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P.I.C. Films, Inc.
Att. Mr. Vincent Bejtman
745 Fifth Avenue, New York 22, N. Y., PL 8-2731

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Att. Mr. H. M. Moolman
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Delegate for Information
Royal Yugoslav Government
119 East 89 St., New York 28, N. Y., AT-9-2659

A U S T R A L I A

AMONG THE HARDWOODS

11 minutes—16 and 35 mm. sound

The timber industry in the southwest corner of Western Australia.

AUSTRALIA CALLING

20½ minutes—16 and 35 mm. sound

A general view of Australian life and scenery, from Fremantle in the west to the Great Barrier Reef in the northeast.

BUSHLAND REVELS

8 minutes—16 and 35 mm. sound

The life history of the lyre-bird, the world's greatest mimic. Actual recordings of its songs and imitations.

GOLDEN FLEECE

10 minutes—16 and 35 mm. sound

The sheep and wool industry of Australia, including scene of drafting, mustering, shearing, wool-classing, transport wool auctioning.

THROUGH THE CENTRE

33 minutes—16 mm. sound

The little-known parts of Australia, in the north, north-west and centre of the continent. Pearlring, opal-mining, gold-mining, aborigines, crocodiles.

TROPIC GARDEN

12 minutes—16 and 35 mm. sound

The Great Barrier Reef and tropical islands off the coast of Queensland. Underwater shots of fish and coral.

WANDERING WESTWARD

17½ minutes—16 mm. sound

Aborigine life, the Golden Mile at Kalgoorlie, a mission in the "outback", life on a cattle station, the "Flying Doctor" service in the remote areas of Australia.

ANZACS IN OVERALLS

26½ minutes—16 and 35 mm. sound

The war effort of Australia's civilians—factory workers, farmers and women. A general view of the nation's primary and secondary industries.

DEFENDERS OF TOBRUK

8½ minutes—16 and 35 mm.

Fighting scenes during the historic six months defense of Tobruk in 1941, in which Australians played a prominent part.

JUNGLE PATROL

19½ minutes—16 and 35 mm. sound

The gripping story of a patrol of eight Australians, typical of those who prepared the way for the storming of Shaggy Ridge, which dominates Ramu Valley in New Guinea.

KOKODA FRONT LINE

9 minutes—16 and 35 mm. sound

Damien Parer's academy award-winning picture, made during the fighting in the Owen Stanley Mountains of New Guinea, shows also the magnificent part played by the native carriers.

MEN OF TIMOR

9 minutes—16 and 35 mm. sound

The story of how a small band of Australian guerillas, considered lost for 59 days, re-established contact with Australia after successful commando work in the island of Timor.

ROAD TO VICTORY

20 minutes—16 and 35 mm. sound

A stirring dramatization of the outbreak of war in Europe, Australia's part in the fighting in Middle East and Mediterranean and pre-Pearl Harbor war events.

SOLDIERS WITHOUT UNIFORM

11 minutes—16 and 35 mm. sound

A fine presentation of Australia's heavy industries harnessed for war production, and the men at the machines.

WAR IN NEW GUINEA

8 minutes—16 and 35 mm. sound

Australian-American co-operation on land and in the air. Transport of wounded and supplies is shown.

WINGS OVER NEW GUINEA

8½ minutes—16 and 35 mm. sound

Damien Parer's documentary story of the work of the Royal Australian Air Force in Boston bombers and Beaufighters.

BELGIUM

All Belgium films are distributed by the Belgian Government Information Center, 610 Fifth Avenue, New York City.

ALBERT CANAL

7 minutes—16 and 35 mm. sound

The construction of the Albert Canal. It contains a photograph of the Fort of Eben-Emael.

ART AND LIFE IN BELGIUM

15 minutes—16 and 35 mm. sound

Showing the age-old types of people and landscapes of the Flemish art.

BELGIAN FLAG SAVED FROM ENEMY HANDS

5 minutes—35 mm. sound only

The flag of the Belgian Air Corps, buried in a Belgian farm, was uncovered and presented through underground channels to the Belgian Air Corps in England.

BELGIAN WAR EFFORT

12 minutes—16 and 35 mm. sound

Showing a Belgian corvette, the Belgian Army and airmen in Great Britain; also pictures of ships transporting raw material from the Belgian Congo.

CONGO LIVING WATERS

60 minutes—35 mm. sound

Dialogue: French. Various aspects of life in the Belgian Congo.

DINANDERIES

6 minutes—35 mm. sound

The art of making hammered coppered objects.

FLANDERS

20 minutes—16 and 35 mm. sound

Showing scenes of West Flanders, the Coast and Bruges.

FLEMISH FOLK

20 minutes—16 and 35 mm. sound

Documentary produced by George Fitzpatrick for Twentieth Century-Fox. The film describes the lovely landscapes and customs peculiar to Belgium.

GRAND WORK BY THE FREE BELGIAN FORCES

20 minutes—16 and 35 mm. sound

The story of the Belgian campaign in Ethiopia in 1940 which ended in a brilliant victory.

GLIMPSES OF BELGIUM

20 minutes—16 and 35 mm. sound

Dialogue: English. The history of Belgium as seen in her monuments and documents.

HOLIDAYS

12 minutes—16 and 35 mm. sound

Dialogue: English. Similar to "Flanders" with more concentration on seaside summer resort activities.

JOURNEY IN FLANDERS

20 minutes—16 and 35 mm. sound

Documentary produced by George Fitzpatrick for Twentieth Century-Fox as part of the "Magic Carpet" series. The film describes the quaint personality of Flanders.

LEATHER

11 minutes—35 mm. sound

The leather industry in Belgium before the war.

LITTLE BELGIUM

15 minutes—16 and 35 mm. sound

How several hundred Belgian fishermen's families fled to England to help the war effort there and established their own Belgian community.

MEMLING

10 minutes—16 and 35 mm. sound

Analysis of the paintings of Hans Memling, preserved at the Saint John's Hospital at Brugge.

MYSTIC LAMB

10 minutes—16 and 35 mm. sound

An analysis of the greatest masterpiece of the School of Flemish primitive paintings, the ADORATION OF THE LAMB by van Eyck.

OUR AFRICAN SOLDIERS

16 and 35 mm. sound

Dialogue: French. Military training of the Belgian Congo's Negro soldiers, important because of the part taken by our colonial soldiers in the conquest of Ethiopia.

OUT OF DARKNESS

10 minutes—16 and 35 mm. sound

Documentary produced by Metro-Goldwyn-Mayer. An exciting short dramatization of a story about the famous Belgian underground newspaper, La Libre Belgique.

PERIL OF THE JUNGLE

20 minutes—35 and 16 mm. sound

Produced by Warner Brothers. A short hunting expedition in the Belgian Congo, and the capture of the famous Okapi.

ROADS IN SUMMER

12 minutes—16 and 35 mm. sound

The beauties of the Ardennes and Luxembourg, including view of the Han Grottoes and Rochefort.

STYLE

6 minutes—16 and 35 mm. sound

Evolution of decorative art in Belgium since 1900.

SUMMER BY THE SEA

12 minutes—35 mm. sound

Pictures of Belgian coastal towns in the summertime before the war.

WINGS OVER BELGIUM

15 minutes—16 and 35 mm. sound

Dialogue: English. Pigeon sport in Belgium.

RESURRECTION

15 minutes—16 mm. sound

Depicts destruction in Belgium in May, 1940, and how Belgium has risen to fight back with the Allies.

HOW BELGIUM GETS REAL NEWS

5 minutes—35 mm. sound

Short exposé of the underground newspaper activity in Belgium.

BELGIAN MEDICAL AID TO THE BELGIAN CONGO

Medical center established in Belgian Congo through the efforts of the University of Louvain.

SOCIAL SERVICES IN THE BELGIAN CONGO

What Belgium is doing to improve the living and working conditions of the natives in the Belgian Congo.

SOCIAL SERVICES IN KATANGA

Social services in the province of Katanga, Belgian Congo.

NEWS FLASHES FROM THE BELGIAN CONGO

North and South Africa welcome Belgian Forces. Belgian pilots training in South Africa.

BELGIAN WOMEN AT WAR

5 minutes—35 mm. sound

The exiled women of Belgium are also taking an active part in the fight for freedom. They are occupied in war industries, as nurses, on the farms and in all branches of the armed forces.

CANADA

PARTNERS IN PRODUCTION

27 minutes—16 mm. sound. Exclusive sales by Brandon Films Inc., 1600 Broadway, New York City—rental through British Information Service, 30 Rockefeller Center, New York City

This film is the story of Labor-Management committees in wartime Britain. Workers' representatives of Labor-Management Committees are democratically elected. A typical election in a factory is shown, and the machinery by which Labor-Management Committees can refer questions to the Regional Boards of the Ministry of Production, which in turn can take them to the National Production Advisory Council. The film briefly reviews some of the different kinds of Labor-Management Committees in existence, and the methods they use to ensure that workers and management really become partners in production.

THE PEOPLES BANK

20 minutes—16 mm. sound. Exclusive sales and rental by Brandon Films, Inc., 1600 Broadway, New York City

This film describes the growth of credit unions in Canada. A credit union is a society organized on a co-operative basis, incorporated for the two-fold purpose of promoting thrift by systematic saving among its members, and of creating a source of credit for its members at moderate rates of interest, exclusively for "provident and productive" purposes. The education of its members on vital matters affecting their common economic welfare is also an important function of this form of co-operative group.

BEFORE THEY ARE SIX

15 minutes—16 mm. sound. Exclusive sales and rental by Pictorial Films, Inc., 1260 Sixth Avenue, New York City

This is a film for working mothers. It tells the story of Canada's day nurseries where children can be looked after during their mothers' absence at work in essential war factories. Twenty mothers working in war industries can form a group entitled to a day nursery for their district. For 35¢ a day a child can be fed, tended and its health and recreation supervised by a staff of trained nursery personnel. The mothers can do better work if they are relieved of all anxiety about their children's welfare and safety.

VITAMINS A, B, C, D

Four short films, 4 minutes each—16 mm. sound. Exclusive sales and rental by Pictorial Films, Inc., 1260 Sixth Avenue, New York City

Each film in this series deals with one of the main vitamin groups and gives a graphic survey of the importance for both mothers and children of eating well-balanced meals in which these vitamin categories are contained in sufficient quantity to ensure a healthy new generation and to counteract wartime food limitations.

A MAN AND HIS JOB

17 minutes—16 mm. sound. Exclusive sales and rental by Brandon Films, Inc., 1600 Broadway, New York City

This film is the story of Joe Martin, a typical Canadian workman, from the depression years of the "twenties" to the present day. The film attempts to show up the inefficiency and hit-and-miss nature of the past, when there was no centralized system of correlating available manpower and jobs. Out of the democratic pressure grew the Unemployment Insurance Act, not a panacea for all unemployment troubles, nor sufficient in itself to tide men over the periods of temporary industrial dislocation that must occur as long as there is change and progress, but a single part of a broader social pattern, all parts of which are interdependent and the sum of which is the Rights of Man.

LABOR FRONT

21 minutes—16 mm. sound. Exclusive sales and rental by Brandon Films, Inc., 1600 Broadway, New York City

In this film, the story is dramatically told of the mobilization of the United Nations manpower. Thousands of man-hours have built great stockpiles of new machines that are pouring into battle. The workers on the United Nations' production lines have given magnificent proof of the ability of free men to produce the tremendous volume of materials for the Allied war machine. And, as the commentary emphasizes, "when victory comes, then millions upon millions will seek, and will expect to find the opportunities for peace".

THE MAIN DISH

18 minutes—16 mm. sound. Exclusive sales and rental by Pictorial Films, Inc., 1260 Sixth Avenue, New York City

This film shows the necessity for conservation and planning with regard to wisely chosen cuts of meat. Various cooking methods are demonstrated to help housewives plan meals economically. The film opens with a reminder that half our meat production must go directly or indirectly to serve the needs of war. There has been, during the past few years, a tendency on the part of housewives to prefer steaks, tenderloins, and the more expensive cuts of meat. THE MAIN DISH explains why this is bad home economics and why the housewife should spread her buying over all cuts. By planning and cooking well, the wartime housewife is earning thanks from the nation as she helps solve the problems of rationing during a national food emergency.

IT'S YOUR PIGEON

15 minutes—16 mm. sound. Exclusive sales and rental by Pictorial Films, Inc., 1260 Sixth Avenue, New York City

One of the truly unsung heroes of this war is the homing pigeon. How these vital birds carry out their duty is shown in dramatic detail in the National Film Board's release, IT'S YOUR PIGEON. Canadian airmen are pictured caring for the pigeons in their lofts, handling them like precious gems in the plane and depending on them to save their lives after the craft has been forced down.

CHINA

Chinese News Service distributes no films since there are almost no Chinese Government films currently available in this country because of the extreme difficulties of transportation. The following list of films has been compiled largely from non-Government productions. Titles have been chosen which it is thought will prove helpful and informative, but their selection does not necessarily signify complete endorsement of the entire film by the Chinese Government. Arrangements for bookings should be made through the film distributor.

Source: *American Bureau for Medical Aid to China*
1790 Broadway, New York 19, N. Y.

RED CROSS IN ACTION

22 minutes—16 mm. silent, \$5 rental

Pictures taken in China by the Chinese Red Cross, showing the training of Red Cross workers, rescue squads, preparation of bandages, etc.

Source: *Brandon Films, Inc.*

CHINA'S 400,000,000

1690 Broadway, New York 19, N. Y.

54 minutes, 16 and 35 mm. sound, \$15 rental

Documentary screen story of China's resistance as seen by an American. Taken in 1937-38 in China by Joris Ivens and John Ferno. Narration by Frederic March.

CHINA STRIKES BACK

22 minutes—16 mm. silent, \$5 rental

A Frontier Film, taken in 1937 in North China, in the area of the former Eighth Route Army.

FIGHT TO THE LAST

60 minutes—16 mm. sound with all-Chinese dialogue (Mandarin) with English titles, \$15 rental

A feature film, partly re-enacted and partly actual battle scenes.

INSIDE FIGHTING CHINA

18 minutes—16 mm. sound, \$3 rental

Picture of Sino-Japanese relations from September, 1931, until after Pearl Harbor. Produced by National Film Board of Canada.

WAR IN CHINA

15 minutes—16 mm. silent, \$1 rental

Newsreel showing bombing in an attack on Shanghai by the Japanese in 1937.

Source: *Encyclopedia Britannica Films, Inc.*

1841 Broadway, New York 23, N. Y.

Rental prints of the following two films are not available through the above distributor but through film libraries, particularly those at state universities, and the American Museum of Natural History, New York City.

CHILDREN OF CHINA

11 minutes—16 and 35 mm. sound, \$1.50 rental

Episodes from the home, school and play life of children in a representative village deep in the interior of China. Produced in collaboration with Dr. Goodrich of Columbia University.

PEOPLE OF WESTERN CHINA

11 minutes—16 and 35 mm. sound, \$1.50 rental

Reveals the influence of habits and customs of past centuries in present-day China. Methods of agriculture, irrigation, and the culture and wide use of bamboo are shown.

Source: *Harmon Foundation*

140 Nassau Street, New York 7, N. Y.

ANCIENT CHINESE PAINTINGS IN AMERICA

41 minutes—16 mm. silent, Kodachrome, \$3 rental; sound, \$5 rental

Art from important Chinese collection in the United States. A perspective of Chinese paintings through various dynasties. Produced by Wango Weng.

BOY SCOUTS OF CHINA

11 minutes—16 mm. silent, \$1.50 rental

Pre-war film of the activities of Chinese Boy Scouts. Chinese titles with English script.

THE BURMA ROAD

33 minutes—16 mm. silent, Kodachrome, \$10 rental; black and white, \$4.50 rental

(Also available through Universal Trading Corporation; see below). A picture of the road which engineers said "couldn't be built," showing the terrain over which it winds, the people who live there, the work of modern health services. Produced by Warren Lee, edited by Weng and Leopold Steiner.

CHARM AND BEAUTY

11 minutes—16 mm. silent, Kodachrome, \$3 rental

Chinese dress and designs are adapted to American styling, photographed in this country. Some historical background on styles and cloth.

CHINA GETS HER SALT

11 minutes—16 mm. silent, \$1.50 rental

The salt mines and workers of China. Produced by Hanson Huang.

CHINA'S GIFT TO THE WEST

22 minutes—16 mm. silent, \$3 rental

China's influence on western culture. Film made in cooperation with the Institute of Pacific Relations.

CHINA INVADED

11 minutes—16 mm. silent, \$2 rental

Scenes of the rape of Nanking photographed during the occupation show the Japanese atrocities.

CHINA OUR NEIGHBOR

Eight reels—16 mm. silent, \$10.80 rental (one reel, \$1.50)

Background on Chinese life and culture. Reel titles: (1) China and America, (2) China's Home Life, (3) How China Makes a Living, (4) China's Children, (5) Education in China, (6) The Three Great Religions, (7) The Arts of China, (8) Mr. Chang.

CHUNGKING RISES AGAIN

11 minutes—16 mm. silent, \$1.50 rental

Chungking under bombardment, showing the city's ability to go on rebuilding after each Japanese air raid. Includes pictures of Madame Chiang Kai-shek.

FOR THE WOUNDS OF CHINA

11 minutes—16 mm. silent, \$1.50 rental

Relief work for soldiers and civilians in wartime China. Pictures of refugees and destruction caused by invaders.

GLIMPSES OF MODERN CHINA

22 minutes—16 mm. silent, \$3 rental

A swift tour of pre-war Shanghai, Peiping, Nanking, Canton, Hangchow, and West China. Film taken by Dr. Chih Meng in 1937.

GRAINS OF SWEAT

11 minutes—16 mm. silent, \$1 rental

The rice farmer in wartime China. An epic in the spirit of the old Chinese poem.

HOW TO PAINT IN THE CHINESE WAY

11 minutes—16 mm. silent, Kodachrome, \$3 rental; sound, \$5 rental

Pictures of Chinese artist, Madame Yee Pin Shen Hsu, demonstrating Chinese painting technique. Produced by Wango Weng.

MODERN CHINA

22 minutes—16 mm. silent, \$5 rental

Western influence in present-day China. Pictures of Chinese universities, Boy Scouts and some of her cultural leaders.

OUT OF A CHINESE PAINTING BRUSH

11 minutes—16 mm. silent, Kodachrome, \$3 rental; sound, \$5 rental

Professor Chang Shu-chi demonstrates his painting technique. Produced by Wango Weng.

SERICULTURE

22 minutes—16 mm. silent, \$3 rental

Pre-war film on the cultivation of China's most ancient export product, silk. The picture emphasizes modern techniques and standards that have been introduced in recent years.

SMILE WITH THE CHILDREN OF CHINA

11 minutes—16 mm. silent, Kodachrome, \$5 rental; black and white, \$1.50 rental

Chinese school children receive wartime education in Free China. Photographed by Warren Lee. Edited by Wango Weng and Leopold Steiner.

WE FLY FOR CHINA

11 minutes—16 mm. sound, \$2 rental

Chinese aviation students training.

Source: *United China Relief*

1790 Broadway, New York 19, N. Y.

HERE IS CHINA

26 minutes—16 mm. sound, transportation charge and 50 cents service fee.

Shows the ancient art and culture of China, Chinese at work and at play, city and rural life and recent developments of schools, hospitals and industries. Narrated by Clifton Fadiman. 1944.

WESTERN FRONT

22 minutes—16 mm. sound, transportation charge and 50 cents service fee

Picture emphasizes the importance of China to the United States war effort, and includes shots of China's armies, the Burma Road, etc. 1942.

Source: *Universal Trading Corp.*

630 Fifth Avenue, New York 20, N. Y.

THE BURMA ROAD

(See Harmon Foundation listing above.)

CHINA WOOD OIL

11 minutes—16mm, silent, transportation charges only

The story of tung wood oil, from the gathering of the nuts to the shipping of the graded oil.

CZECHOSLOVAKIA

All films are distributed by the Czechoslovakia Information Service unless otherwise indicated.

CRISIS—THE NAZI WAY

72 minutes, short version 40 minutes—16 mm. sound. Distributed by Brandon Films, Inc., 1600 Broadway, New York City

The Munich crisis is here visualized, hour by hour in this camera report on Czechoslovakia under the terror of both Hitler and the appeasers. It is an epic of the Czechoslovak nation and people, directed by Herbert Kline and Hans Burger, with a commentary by Vincent Sheean. A lasting document depicting the costly failure of the policy of "appeasement," it shows the Nazi technique of dividing a nation, propaganda methods, and invasion.

CZECHOSLOVAKIA

10 minutes—16 mm. sound. Distributed by Bell and Howell, 1801 Larchmont Avenue, Chicago, Illinois

An exceptionally artistic European production showing the land-locked nation composed of Bohemia, Moravia, Slovakia and Carpathian Russia. Old Prague, and Modern Prague. Baroque and Gothic architecture. Vineyards and wine-making. Village dancing to the old piper's tunes. English narrative, with a background of lively native music. 1937.

MODERN CZECHOSLOVAKIA

17 minutes—16 and 35 mm. sound

Shows achievements attained during 20 years of construction in the social, industrial and political fields, gives account of beauty of old and modern buildings and the country, ways of life of the people.

SOKOLS—THE CZECHOSLOVAK FALCONS

10 minutes—35 mm. sound. Distributed by the Czechoslovak Information Service. 16 mm. sound. Distributed by Brandon Films, Inc., 1600 Broadway, New York City

Shows scenes of the SOKOL Festival held in Prague in 1938 and scenes from the great Sokol Stadium. It portrays the unity of the Czechoslovak nation embodied in the Sokol Movement and the tradition carried on today by the Czechoslovak Armed Forces in England.

VLTAVA (The Moldau)

12 minutes—16 and 35 mm. sound

A new film interpretation of a symphonic poem by Bedrich Smetana; Produced and distributed by the Czechoslovak Government Information Service, New York. Prints in 16 mm. distributed by Brandon Films, 1600 Broadway, New York, N. Y. Commentary spoken by JAN MASARYK, Minister of Foreign Affairs of Czechoslovakia. The commentary was compiled from the works of THOMAS G. MASARYK, the Founder and First President of the Czechoslovak Republic and explains the historical, cultural and economic background of the Republic.

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CZECHOSLOVAKS MARCH ON

10 minutes—16 mm. sound. The Czechoslovak Information Bureau and Brandon Films. Dialogue: English. Narration by Vic Oliver

It portrays the daily tasks of the soldiers and pilots of the Czechoslovak forces and shows the part the Czechoslovaks are taking as one of the members of the United Nations, waiting for the day when they will again fight against the invaders of their country.

FIGHTING PILOT

9 minutes—16 and 35 mm. sound. Dialogue: Czech

Shows life of a Czechoslovak pilot in England and some of his activities including actual combat scenes and the review of the Czechoslovak Air Corps Unit by President Benes.

OUR FIGHTING ALLIES—THE CZECHS

9 minutes—16 and 35 mm. sound. British Information Services, R.C.A. Building, New York City

This is the story of the Czech people in exile who have brought their skills to aid Britain. There are 15,000 Czechs in Britain today. We see former artists, musicians and writers now helping in lumbering. On merchant ships there are Czech doctors; and in many new industries—the Czechs are giving their best. In heavier industries—in manganese smelting, production of fire-fighting apparatus and Bren guns—they are laboring too. Finally we see the Czechs in uniform, as part of the United Nations forces.

PRAGUE

10 minutes—35 mm. sound

Shows scenes from the castle of Prague, Hradcany. President Masaryk is shown looking down over the city from his office in the castle. Architecture of the castle, the guards of honor and legionnaires in their historic uniforms are shown. Interesting scenes of the surrounding parks and castles.

THE GLORY OF PRAGUE

10 minutes—35 mm. sound. Dialogue: Czech

Shows scenes of daily life in Prague, street scenes, architecture and monuments on a sight-seeing tour.

CARPATHO-RUSSIA

10 minutes—35 mm. sound

Shows scenes and folklore from Carpatho-Russia. The Tisa River, a typical village and church, Czechoslovak frontier guards.

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T. G. MASARYK

30 minutes—16 mm. silent, with Czechoslovak titles

Shows scenes from the life of President-Liberator Thomas G. Masaryk, the first President of Czechoslovakia, beginning with shots of Masaryk's activities during the first World War in the United States, the return to the liberated Republic, historic scenes during his Presidency and many rare shots of the President's private life and activities.

SILENT VILLAGE

35 minutes—Distributed by the British Information Services, R.C.A. Building, New York City, and the Czechoslovak Government Information Service

Silent Village is a tribute to the people of Lidice by the miners of Cwmgiedd in South Wales. The tragic story of Lidice is movingly re-enacted by the people of this small Welsh village.

BATTLE OF THE FOREST

20 minutes—16 and 35 mm. sound, with English commentary, and music, produced in Great Britain in 1944.

Gives a detailed account of the eastern part of Czechoslovakia, the Carpathian Ukraine, life of the people; occupation by Hungarians; activities of the partisans who are helping the advance of the liberating Red Army; and the signing of the Czechoslovak-Soviet Treaty in December 1943.

THE CZECHOSLOVAK ARMY UNIT IN THE U.S.S.R.

13 minutes—16 mm. sound, with Czechoslovak narration

Shows scenes of the Czechoslovak Army unit fighting together with the Red Army on the Eastern front; their training period and the official visit of General Sergej Ingr, Czechoslovak Minister of Defense to the Czechoslovak Army Camp in the U.S.S.R.

PRESIDENT BENES OF CZECHOSLOVAKIA VISITS MOSCOW

10 minutes—16 mm. sound. Distributed by the Czechoslovak Information Service and Brandon Films, 1600 Broadway, New York City

Shows the arrival of President Benes in Moscow, his visit to the Kremlin, discussions with Marshal Stalin, President Kalinin and Molotov, the signing of the Russo-Czechoslovak Treaty. President Benes visits armament factories in Moscow, inspects captured German war material, hospitals, libraries. Shots of the Czechoslovak Army Unit in the U.S.S.R.

DENMARK

All of the following films are distributed by Bell & Howell, 1801 Larchmont Avenue, Chicago, Illinois, and should be obtained by direct arrangement.

BOMBS OVER EUROPE

10 minutes—16 mm. sound

Norway and Denmark fall under swift German attack. British pound Nazi fleet in Narvik harbor, Norwegian countryside strafed from air. Quick invasion by Nazis into Holland, Luxemburg and Belgium. Allies rush reinforcements.

COPENHAGEN AND ELSINORE

13 minutes—16 mm. silent

COPENHAGEN, Denmark's modern city, Amalienborg Palace, Rosenborg Palace, Royal Museum, and Elsinore.

ISLAND OF PERILS

30 minutes—16 mm. sound

The Faroe Islands located in the North Sea between Iceland and the Shetland Islands. Only 3 per cent of their scant 500 square miles is under cultivation and violent storms beat frequently on the rocky shores of these Danish possessions. Only a hardy race of people could wrest a livelihood from this unfriendly land and sea. The film depicts with unusual beauty and understanding the lives of these people.

NORTH SEA

28 minutes—16 mm. sound

Thrilling, educational demonstration of the perils faced by the trawlers in the North Sea, the importance of radio communication, concentration of all facilities to the work of rescue at sea, and finally the self-sufficiency of these staunch craft, completing repairs in mountainous seas just as rescue ships draw near.

SAILS ALOFT

9 minutes—35 mm. sound. Distributed by the Fox Movietone News, 460 W. 45th Street, New York City

A brief description of the Danish training ship "Denmark" now in service with the U. S. Coast Guard. The life of the boys aboard ship is told with many of the details of instruction pictured.

ICELAND

ICELAND AND SPITZBERGEN

13 minutes—16 mm. silent

The metropolis of Iceland, REYKJAVIK. Ancient cathedral. Hot springs. Meeting place of world's first Parliament. Principal industries, agriculture, sheep, fishing. SPITZBERGEN, Magdalene Bay and Cross Bay. The whalers' last meeting place. King's Bay. Coal. Commander Nobile's hangar and mooring mast.

ICELAND—LAND OF THE VIKINGS

20 minutes—16 mm. sound

Clear-cut maps locate tiny island, where language is unchanged since the 14th century, no illiteracy, rich literature, fishing. Reykjavik, the tidy capital. Natural hot springs piped through houses.

FRANCE

This catalogue only mentions pictures edited by the Film Department of the Fighting French Delegation. The Film Department of the Fighting French Delegation have a comprehensive list of French features and shorts regarding France and/or produced in France with reference to the Distributors of these Films.

BIR HACHEIM

8 minutes—16 and 35 mm. sound. English or French commentary

Trucks in the desert, mass held in desert to honor Bir Hacheim attended by General de Larminat and Koenig, General Catroux congratulates survivors, Hadfield Spears hospital (English), field hospital, ambulances, Mrs. Spears, Fighting French pursuit squadron "Alsace", pilots in the desert preparing for takeoff, Fighting French tank unit leaving on manoeuvres.

CORSICA

10 minutes—16 and 35 mm. sound. English or French commentary

French and Allied landing in Corsica. General de Gaulle's visit to Corsica. Views of the country, customs, dances and most important cities of Corsica.

EN ROUTE

10 minutes—16 and 35 mm. sound. French or English commentary

Training of West Indies Battalion in the United States before being shipped overseas. Landing in Corsica.

FIGHTING FRENCH NAVY

9 minutes—16 mm. sound. English commentary

Some remarkable scenes of the brave French sailors and officers who have escaped from their conquered country to fight for its liberation. Branches of British Naval Service which Fighting Frenchmen have entered since Nazi domination of France, French fishermen of Brittany cross Channel to fight with England.

FRANCE FOREVER PRESENTS GENERAL DE GAULLE

20 minutes—16 and 35 mm. sound

Embarkation of French troops, meeting of George VI with General de Gaulle, Churchill's visit to Fighting French troops, German bomber shot down, General de Gaulle's declaration that the defeat of France was caused by purely mechanical forces, pictures of the Bastille Day Military Parade in Paris. (English subtitles.)

INFANTRYMEN OF THE SKY

20 minutes—16 and 35 mm. sound, French and English commentary.

A detailed description of the life of French Paratroopers training in an English RAF camp.

GENERAL DE GAULLE, SOLDIER OF FRANCE

20 minutes—16 and 35 mm. sound, French or English commentary.

The return of the First Soldier of France to the soil of liberated France. The welcome given General de Gaulle by the French population from the landing on the tiny beachhead at Bayeux until his triumphal entry into the city of Paris itself.

LIBERATION OF PARIS

30 minutes—16 mm. sound only, French commentary by Pierre Blanchard, English commentary by Charles Boyer.

The only complete historical record of the people of Paris taking up arms to drive out the Nazi invader. A film that is an unforgettable symbol of the people's will to freedom and the joy of a liberated people.

MAQUIS

10 minutes—16 and 35 mm. sound. French or English commentary

Film shot in France by the "Underground." Shows the secret training and work of the Partisan Army.

NORMANDY INVASION

20 minutes—16 mm. sound only, English commentary.

A film showing the preparation by Allied troops, and the landing in France on D-Day.

NEXT TIME WE SEE PARIS

10 minutes—16 and 35 mm. sound. English commentary and French songs

Musical one-reeler based on two French songs, "Si Tu Vas a Paris" (Next Time We See Paris) and "Sur les Quais du Vieux Paris" (on the Quays of Old Paris). Sung by Mme. Claude Alphan.

RESURRECTION

20 minutes—16 and 35 mm. sound. English or French commentary. This film is edited in cooperation with the Belgian Information Center. The Belgian version can be obtained from the Belgian Information Center

The part played by the French in the common struggle. Most important events in the Spring of 1940. Exodus of France. Most important events in the Spring of 1941, 1942, 1943.

THE FRANCE THAT FIGHTS

20 minutes—16 mm. sound. English commentary

German occupation troops in Paris, different forms of popular resistance, a parade of General de Gaulle's soldiers, participation of Fighting French at Dunquerque in 1940.

THE FIGHTING FRENCH ARE OUR ALLIES

12 minutes—16 and 35 mm. sound. French or English commentary

Evacuation of Dunquerque, celebration of July 14, 1940 in London, decoration of a French flyer, French women in England, King George VI and General de Gaulle reviewing French troops, review of Fighting French troops in French Equatorial Africa, naval power of Fighting France, French camp in the Middle East, the Fighting French marines, the motorized Army in the desert, flyers from Alsace-Lorraine, troop review by General de Gaulle.

UNDER THE CROSS OF LORRAINE

10 minutes—16 and 35 mm. sound. English commentary

General de Gaulle visits Syria, Scenes of Beirut, Palmyra and Fort Astoin. General Catroux meets General de Gaulle, General Koenig and his forces in action.

GREAT BRITAIN

These films tell the story of Britain's total war effort on the battlefronts and the home fronts. The films were made for or acquired by the British Ministry of Information and are distributed in the U.S.A. by the British Information Services.

DEPOSITORIES:

New York, N. Y.—Film Division, British Information Services, 30 Rockefeller Plaza, New York 20, N. Y. Tel. Circle 6-5100.

Washington, D. C.—The Film Officer, British Information Services, 1336 New York Ave., N.W., Washington 5, D. C. Tel. Executive 8525.

Chicago, Ill.—The Film Officer, British Information Services, 360 North Michigan Ave., Chicago 1, Illinois. Tel. Andover 1733.

San Francisco, Cal.—The Film Officer, British Information Services, 260 California St., San Francisco 11, California. Tel. Sutter 6634.

Hollywood, Cal.—The Film Officer, British Information Services, 1005 Taft Bldg., 1680 North Vine St., Hollywood 28, California. Tel. Hollywood 1634.

New Orleans, La.—The Film Officer, British Information Services, 1238 Canal Bldg., New Orleans 12, Louisiana. Tel. Magnolia 4080.

The films are also available from the British Consular Offices at: Atlanta, Ga.; Baltimore, Md.; Boston, Mass.; Cincinnati, Ohio; Cleveland, Ohio; Denver, Colo.; Detroit, Mich.; Houston, Tex.; Jacksonville, Fla.; Kansas City, Mo.; Miami, Fla.; Philadelphia, Pa.; Portland, Ore.; Seattle, Wash.; St. Louis, Mo.; St. Paul-Minneapolis, Minn.; Spokane, Wash.

STANDARD SERVICE CHARGE: 50¢ for first reel plus 25¢ for each additional reel in same shipment, for one day's use. Longer loans by special arrangement.

ABCA

16 minutes—16 mm. sound

A description of the Army Bureau of Current Affairs, introduced in the British Army in 1941 as a means of promoting discussion and understanding of all aspects of the war.

A START IN LIFE

22 minutes—16 mm. sound

A broad outline of what is being done in Britain to ensure that every child receives the proper care from birth, the benefit of a full education, and a healthy and happy preparation for life beyond the school gates.

BACK TO NORMAL

16 minutes—16 mm. sound

How modern artificial limbs enable limbless war casualties, both service and civilians, to return to normal occupations.

C.E.M.A.

14 minutes—16 mm. sound

How the Council for the Encouragement of Music and the Arts takes music, plays and pictures to the people in their home towns and war plants.

COASTAL COMMAND

60 minutes—16 mm. sound

A vivid picturization of the activities of this branch of the Royal Air Force, and the part they play in the sinking of a German raiding vessel.

COUNTRY TOWN

16 minutes—16 mm. sound

Life in a market town in which an essentially modern life is built on foundations dating back to the 7th Century.

CROFTERS

24 minutes—16 mm. sound

No. 2 in the "Pattern of Britain" series: The life of the small farmer in the remote Scottish Highlands.

DESERT VICTORY

62 minutes—16 mm. sound

The graphic story of the British Eighth Army's smashing victory at El Alamein and its triumphant advance across the desert to Tripoli.

EATING AT WORK

13 minutes—16 mm. sound

How, despite strict wartime rationing, adequate and attractive meals can be planned by nutritionists to meet the requirements of men and women who work in industrial plants.

FIVE AND UNDER

17 minutes—16 mm. sound

The problems of caring for small children in nursery schools, while mothers are working in war factories.

HOSPITAL SCHOOL

11 minutes—16 mm. sound

Treloar's, a Cripples' Hospital and College for the care and cure of crippled children. The largest of its kind in Britain.

IN THE DRINK

12 minutes—16 mm. sound

Describes the ingenious equipment for all emergencies which is packed in the collapsible dinghies carried by all British bomber aircraft. Shows what happens from the time the bomber hits the sea until the crew is picked up by the Air Rescue Service.

LESSONS FROM THE AIR

14 minutes—16 mm. sound

The planning and execution of the British Broadcasting Corporation's school radio programs.

LIFE BEGINS AGAIN

21 minutes—16 mm. sound

An account of new methods of rehabilitation for those injured in industry and in the Forces. The most advantageous medical treatment, planned physical exercise and relief from worry about the future are essential to the restoration of self-confidence and physical health.

LISTEN TO BRITAIN

20 minutes—16 mm. sound

The sights and sounds of a Britain at war. A poetic interpretation of the British people.

NATIONS WITHIN A NATION

16 minutes—16 mm. sound

Britain since 1940 has proved a refuge for large numbers of exiles from the invaded countries. Nine European governments have their headquarters in London. It shows how these exiles carry on their national life and maintain some of their national institutions in Britain.

PARTNERS IN PRODUCTION

See under CANADA.

PSYCHIATRY IN ACTION

62 minutes—16 mm. sound

The treatment of neuroses in Britain: methods of investigation of patients, psychometric tests, physical methods of treatment of special cases, occupational therapy, the operation of the welfare facilities, and the placing of discharged patients back in the Services or in civilian life.

SECOND FREEDOM

17 minutes—16 mm. sound

A survey of the principal social services in Britain.

SHE SERVES ABROAD

8 minutes—16 mm. sound

W.A.A.F., A.T.S., Ambulance Drivers, Nurses—who The women of the Middle Eastern forces—W.R.N.S., serve in equal partnership alongside the fighting men.

SKY GIANT

11 minutes—16 mm. sound

The building, testing and flying of the Lancaster bomber, one of the world's largest bomber aircraft.

SWORD OF THE SPIRIT

16 minutes—16 mm. sound

A stirring portrayal of British Catholicism fighting Nazism, including a talk by the late Cardinal Hinsley, founder of the movement of the Sword of the Spirit.

TARGET FOR TONIGHT

48 minutes—16 mm. sound

The preparations for and attack by an R.A.F. bomber squadron on an enemy objective and its thrilling return to its base in England.

THE GRASSY SHIRES

14 minutes—16 mm. sound

No. 1 in the "Pattern of Britain" series. Leicester-shire, a cattle and dairy county.

VENTURE ADVENTURE

8 minutes—16 mm. sound

A description of the training available to boys of 14 to 18 in the Air Training Corps.

WORLD OF PLENTY

45 minutes—16 mm. sound

By means of pictures, maps and diagrams, commentary and interviews, the story of food is presented. The film illustrates production, the uneven distribution and waste in peace-time, the necessary wartime control, and the need for planning after the war.

ACT AND FACT SERIES

A series following the progress of the war, illustrating important actions and crucial events. Average length, 10 minutes—16 mm. sound.

D Day—The invasion

Cherbourg—Capture of the peninsula

The Road to Paris—From Normandy to the fall of the capital

Gateway to Germany—Through the low countries to Antwerp

Air Battle—The RAF's victory over the Luftwaffe, Jan. 1, 1945

OTHER FILMS AVAILABLE

The full list, FILMS OF BRITAIN AT WAR, including a number of specialized lists of films on HEALTH AND MEDICINE, NUTRITION AND RATIONING, FARMING AND GARDENING, SCIENCE, PRE-WAR BRITAIN, etc., can be obtained from any office of the British Information Services.

GREECE

Films should be obtained direct from distributors as listed for each title.

ABOUT THE MEDITERRANEAN

22 minutes—16 mm. sound. *Father Hubbard Educational Films, 188 W. Randolph Street, Chicago, Illinois*

Ancient City of Athens; glimpses of Greece; plains of Macedonia.

AROUND THE ACROPOLIS

11 minutes—16 mm. sound. *Father Hubbard Educational Films, 188 W. Randolph Street, Chicago, Illinois*

A 20th Century-Fox production of the "Magic Carpet" series available only to schools. A picture of modern, busy Athens with the Acropolis in the background.

BRITISH-GREEK VICTORIES

10 minutes—Bell and Howell, 1801 Larchmont Avenue, Chicago, Illinois

Actual battle by sea, land and sky! Britain's Army of the Middle East in action against Italians in Libya and Ethiopia. Valiant stand of Greece against Fascists.

CITADELS OF THE MEDITERRANEAN

11 minutes—16 mm. sound. *Ideal Pictures Corp., 28 East 8th Street, Chicago, Illinois*

This film shows three citadels of the Mediterranean; Athens, Gibraltar and Moorish Alhambra.

DEMOSTHENES' FIGHT FOR FREEDOM

20 minutes—Bell and Howell, 1801 Larchmont Avenue, Chicago, Illinois

This film shows the debate between Demosthenes and Aeschines in the celebrated "Crown Trial". Delivered by John Nathaniel and the various rhetorical figures are named and discussed by Professor N. Hardman of Cambridge.

ETERNAL ATHENS

11 minutes—16 and 35 mm. silent or sound. *American Trading Association, 723 Seventh Avenue, New York City*

Wonders of Athens, Patras, Corfu, ruins of the Acropolis, Parthenon and other sights.

GLIMPSES OF GREECE

11 minutes—16 mm. sound. *Father Hubbard Educational Films, 188 W. Randolph Street, Chicago, Illinois*

Three sequences show the Nomads of Macedonia, a Greek Orthodox Monastery in Thessaly, and the Royal Guards drilling at the Acropolis.

GREECE

11 minutes—16 mm. silent, color. *Walter O. Gutlohn Inc., 25 West 45th Street, New York City*

Contrasts of ancient and modern architecture in Greece.

GREECE

11 minutes—16 mm. silent. *Creative Educational Society, Coughlan Building, Mankato, Minnesota*
Closeups of people, markets and houses.

MEDITERRANEAN MEMORIES

11 minutes—16 mm. sound. *Father Hubbard Educational Films, 188 W. Randolph Street, Chicago, Illinois*

A portrayal of Gibraltar, Athens and Naples.

SHRINE OF VICTORY

45 minutes—35 mm. sound. *Twentieth Century Fox, 555 West 57th Street, New York City*

Feature Film. Greece in peace time and in war. The continuation of her struggle abroad.

INDIA

THE CHANGING FACE OF INDIA

7 minutes—16 mm. sound

With the steady growth of education, industry and communication, India is rapidly developing as a great modern State. This film pictures development in town and country and the changes in habits and customs which accompany progress. Picturesque and instructive.

THE HANDYMEN

8 minutes—16 mm. sound

Behind the victories won by Indian troops in North Africa, Italy and the Far East, lies the story of Indian "sappers and miners," the engineer units of the Indian Army. Film shows how these men are trained to overcome natural and enemy obstacles.

MADE IN INDIA

11 minutes—16 and 35 mm. sound

Streamlined mass-producing factories are springing up all over the country but side by side, handicraftsmen ply their ancient trades and the film shows both the old and new methods of production.

CONVOY FROM INDIA

8 minutes—16 and 35 mm. sound

An Indian sailor returns to his village where people have never even seen the sea and tells them in very simple language the story of his ship—a minesweeper—which escorted a convoy through dangerous waters.

INDIAN WAR-TIME FACTORY

10 minutes—16 and 35 mm. sound

India's war production units—an automobile assembly plant in peace time—armoured trucks for Indian and Allied Armies are turned out in quantity.

DEFENDERS OF INDIA

7 minutes—16 and 35 mm. sound

A documentary report of Indian troops in action in Africa.

ARMoured CARS OF INDIA

7 minutes—16 and 35 mm. sound

From crude ore to complete armoured cars. Indian workers in one of the largest steel works of the world make their contribution to the common effort.

DAUGHTERS OF INDIA

11 minutes—16 and 35 mm. sound

Indian women are stepping out from their traditionally sheltered lives and taking an active part in the country's public affairs and war effort. Film shows the great traditions of art and culture and even fighting and administration inherited by the women of India.

SCHOOL FOR WIVES

12 minutes—16 and 35 mm. sound

An amusing and instructive film showing how Indian women are meeting the war-time problems of conserving food and fuel. Intimate glimpses of an Indian kitchen and of cooking without the conveniences to which American housewives are accustomed.

LAND OF THE FIVE RIVERS

11 minutes—16 and 35 mm. sound

The desert blossoms like the rose—and in millions of acres—thanks to India's vast irrigation system, the largest in the world. The film shows glimpses of many parts of the Punjab Province (the land of the five rivers) and how the irrigation works have bettered the lives of millions.

HANDICRAFTS OF INDIA

10 minutes—16 and 35 mm. sound

Celebrated all over the world for many centuries, Indian arts and crafts still survive. Notwithstanding the competition of the machine, the skilled craftsmen of India weave gorgeous brocade, carve wood and ivory, model clay and cut marble to produce triumphs of art, skill and patience.

PAPER WAR

9 minutes—16 and 35 mm. sound

How India's people are conserving every available scrap of paper in nation-wide campaigns of salvage. Some highly interesting and amusing scenes of life in Indian towns and villages.

PAGE BY PAGE

10 minutes—16 and 35 mm. sound

India is building up a considerable paper industry with up-to-date factories but the immemorial way of manufacturing paper by hand still survives and makes a useful addition to the country's production.

INDIA'S RUBBER

7 minutes—16 and 35 mm. sound

A rubber plantation in India. Film shows all the stages from the planting of the tree, through nursing, tapping and refining till crude rubber emerges and is manufactured into tires for civilian and military uses. This educational film makes an effective plea that all this skill and patience should not be wasted by careless use of tires.

LUXEMBOURG

"IL EST UN PETIT PAYS"

21 minutes—16 mm. sound, with French commentary

"There is a Little Country," presents the agricultural and industrial as well as vinicultural aspects of Luxembourg. It shows likewise the beauty of the centuries-old castles and the scenic countryside.

LATIN AMERICA

A catalogue listing the depositories where these and other films of the other American Republics can be secured may be obtained from the Office of the Coordinator of Inter-American Affairs, Motion Picture Division, 444 Madison Avenue, New York 22, N. Y.

AMAZON AWAKENS, THE

35 minutes—16 mm. sound, color

Produced by Walt Disney, this film tells the fascinating story of the Amazon River Basin, its history, its industrial progress, its richness of natural resources, and the possibilities for its future. Many of the sequences are done in true Disney animated form. The film is highly educational as well as entertaining.

AMERICANS ALL

20 minutes—16 mm. sound

A splendid introduction to all of Latin America. This film, produced by Julien Bryan, describes honestly and dramatically the young people who live and work and play in our sister republics. Exciting historical background is graphically presented by fine animated maps.

BELO HORIZONTE

18 minutes—16 mm. sound

The story of Brazil's "planned city with a plan". Belo Horizonte, a city of over two hundred thousand inhabitants, is unique in that less than fifty years ago, before a single house or street was built, complete plans for its building were drawn up. Now it is one of the most progressive and modern cities in the world and is located in a section rich in mineral resources. Produced in collaboration with the Office of Strategic Services.

BRAZIL

11 minutes—16 mm. sound, color

A tour of beautiful Rio de Janeiro and of various towns on the shores of the Amazon. Santos, Brazil's coffee center, is also visited, and the vastness of Brazil's resources is stressed.

BRAZILIAN QUARTZ GOES TO WAR

10 minutes—16 mm. sound

An interesting pictorial report on the mining of quartz in Brazil and the part that this great Brazilian resource is playing in winning the war. The fact that quartz is an indispensable element in the manufacture of radio equipment makes clear the importance of Brazil's war effort in this particular field. Available after May 1, 1944.

BRIDGE, THE

30 minutes—16 mm. sound

This documentary film was produced by Willard Van Dyke for the Foreign Policy Association. The thesis of "The Bridge" is that air travel and transportation will probably play a larger part than anything else in modernizing the remote, inaccessible regions of Latin America. The film is dramatic in its conception and artistic in its production qualities. Available after May 1, 1944.

CUERNAVACA

10 minutes—16 mm. sound, color

Narrated by Tyrone Power, this film takes us on a visit of three beautiful Mexican towns—Cuernavaca, Taxco, and Acapulco. Cuernavaca, a week-end resort, with its modern homes, beautiful flowers, and ideal climate; Taxco, a silver mining town; and Acapulco, a town whose history is as colorful as its colorful surroundings—all make for a diverting film subject.

DEFENSE AGAINST INVASION

12 minutes—16 mm. sound, color

Walt Disney, through animation and actual photography, explains in an amazingly simple and entertaining fashion how vaccination makes the body immune to disease. The film affords an educational experience that will never be forgotten. A superb visual aid in the field of health.

GOOD NEIGHBOR FAMILY

20 minutes—16 mm. sound

A valuable teaching film produced by Julien Bryan showing typical family life of the various types and classes in Latin America. Social and religious customs are shown, and a contrast is made with North American family life. Graphically pictured are the economic changes due to the industrial revolution now going on in the other American republics. Recommended.

GRAIN THAT BUILT A HEMISPHERE

10 minutes—16 mm. sound, color

The dramatic story of what corn has meant to civilization is excellently told in this colorful Walt Disney cartoon. Describes the development of corn from the time it grew wild to its present-day cultivation and wide variety of uses. Highly recommended.

GUADALAJARA

18 minutes—16 mm. sound, color

A sightseeing tour through Mexico's second largest city. Narrated by Hollywood's Walter Abel and photographed in beautiful color, this film will prove to be delightfully educational and entertaining to any audience. Recommended.

HIGH PLAIN

20 minutes—16 mm. sound

The story of the descendants of the Aymara tribe living on the high plain of Bolivia. For twenty centuries, even before the time of the Incas, they have tilled the soil of the plain and have retained most of their primitive customs and modes of working and living. A Julien Bryan production.

HIGH SPOTS OF A HIGH COUNTRY

19 minutes—16 mm. sound, color

An introduction to Guatemala with its volcanoes, its market places, its craftsmen, its coffee plantations, and the pictorial beauty of its natural scenery.

INTRODUCTION TO HAITI

9 minutes—16 mm. sound, color

An educational and entertaining trip to Haiti with its wealth of historical material, its colorful people, and its unusual traditions. Points visited include Port au Prince, Cap Haitien, the palace of Henri Christophe, and the ruins of historic buildings.

LA PAZ

20 minutes—16 mm. sound

A film journey through La Paz, Bolivia's capital and the "highest big city in the world". Here the ancient is blended with the modern to make a fascinating study of the contrast between the old and the new Latin-America. A Julien-Bryan production.

MEXICO BUILDS A DEMOCRACY

20 minutes—16 mm. sound, color and black and white

Shows how Mexico is attempting to build its democracy by educating its people. Slightly dramatized, the film shows how a young instructor in one village carried out his program of education for democracy.

MEXICO CITY

11 minutes—16 mm. sound, color

The beauty of Mexico City is shown to its greatest advantage in this colorful film narrated by Orson Welles. Cathedrals, modern hotels, parks, flower markets, and fiestas make this a highly entertaining and instructive film.

ORCHIDS

10 minutes—16 mm. sound, color

An excellent color film devoted entirely to the various types of orchids and other flora of the other American republics.

OUR NEIGHBORS DOWN THE ROAD

44 minutes—color and black and white

The dramatic account of an automobile expedition along the Pan American Highway from Caracas, Venezuela, to the Straits of Magellan. Exciting and colorful as we travel through sections of country rarely ever seen by the average tourist. A visit to nine South American capitals covering 13,000 miles. A film deserving of the popularity it has had.

PATZCUARO

11 minutes—color

A beautiful picturization of a day in the life of the Tarascan Indians living on the shore of Lake Patzcuaro west of Mexico City. Narrated by Tyrone Power, the film depicts the life in the sleepy lake-shore villages, gay fiestas, and the tranquility of living in this garden spot.

ROADS SOUTH

17 minutes, 16 mm. sound

Julien Bryan made this film to show the status of transportation as it now exists in South America. A fine teaching film delving into the real facts of an important economic phase of a new South America.

SAO PAULO

20 minutes—16 mm. sound

An interesting study of progress in Brazil's second largest city, one of the fastest growing cities in the world. Here we see a cross-section of the modern South America with its busy industry, its growing commerce, its beauty of art and architecture, and its up-to-date trends in education. Produced in collaboration with the U. S. Office of Strategic Services.

SCHOOLS TO THE SOUTH

12 minutes—16 mm. sound

Produced by Julien Bryan, this film gives an accurate picture of the educational systems now operating in the American republics. An interesting study suitable for both classroom and assembly use, this film should prove a valuable aid to the consideration of an important phase of Latin-American life and economy.

SOUTH OF THE BORDER WITH WALT DISNEY

40 minutes—16 mm. sound, color

A diverting camera record of a trip made by Walt Disney and his talented crew to South and Central America. Their impressions and experiences as they traveled from country to country are recorded through cartoons and actual photography, and the result is a colorful and highly entertaining and instructive film. Highly recommended.

TEHUANTEPEC

10 minutes—16 mm. sound

A visit to one of Mexico's most attractive villages—Tehuantepec. Narrated by Hollywood's Linda Darnell, the film is a beautiful, colorful picturization of Mexican village life with its thatched roofs, picturesque countryside, and its faithfully preserved traditions.

TOWN IN OLD MEXICO, A

10 minutes—16 mm. sound, color

Three villages—Puebla, Orizaba, and Fortin de las Flores—are seen in this beautiful color film narrated by Orson Welles. Seventeenth Century architecture, colorful flowers, and unusual photography combine to make this enjoyable and educational film.

VERACRUZ

18 minutes—16 mm. sound, color

With Hollywood's Joseph Cotton as narrator, we are conducted on a trip through Mexico's province of Veracruz. Vari-colored flowers, odd native clothes and customs, and the colorful panorama of the quiet countryside for a delightful film.

WATER—FRIEND OR ENEMY

10 minutes—16 mm. sound, color

A Walt Disney animated cartoon in color done in the true Disney style. Shows how water can be a true friend to man if proper precautions are taken to see that it is pure. Illustrates correct measures in keeping spring and well water from being contaminated and suggests boiling of water as a final precaution. Highly recommended.

WINGED SCOURGE

10 minutes—16 mm. sound, color

Produced by Walt Disney in clear, color animation, this film shows the development of the Anopheles Mosquito from the larva to full growth when it becomes a menace. Then the aspects of mosquito control are taken up. A unique teaching film with the Disney "touch" that makes it outstanding in its field. Highly recommended.

YUCATAN

20 minutes—16 mm. sound, color

An exciting and colorful travelogue to Mexico's eastern province, Yucatan. With narration by Charles Bickford, with superb musical background, and with glorious photography, this film provides an experience never to be forgotten.

NETHERLANDS

List of motion pictures on Holland and the Netherlands East and West Indies as obtainable through the Film Library of the Netherlands Information Bureau. No rental fee will be charged but the Bureau expects applicants to carry express and insurance charges both ways. Films are to be returned immediately after showing.

A further list of older travelogues and their distributors may be obtained from the Bureau on request. An up-to-date list of films on the Netherlands and its overseas territories can be obtained by applying to the Netherlands Information Bureau, 10 Rockefeller Plaza, New York 20, New York, Film Distribution Department.

FILMS ON HOLLAND

THE NEW EARTH

27 minutes—16 or 35 mm. sound. *English commentary. Portuguese and Spanish sound versions have two reels only. For sales contact Brandon Films, Inc., 1600 Broadway, New York City*

The story of the drainage of the Zuider Zee in Holland's center. The building of the great dam separating this inlet from the North Sea and the reasons for this project; the peaceful reclamation of soil to create new farmlands for a growing population, as contrasted with the brutal Nazi methods of territorial conquest. (Joris Ivens production, 1943)

ROAMING THE NETHERLANDS

10 minutes—16 mm. sound and silent

Popular travelogue through Holland and its ancient cities. Special accents on Dutch folklore and the quaint aspects of the life of its population. (20th Century Fox Production, Magic Carpet series)

THE LANDBUILDERS

20 minutes—16 or 35 mm. sound; also 16 mm. silent

Travelogue through Holland with special emphasis on the Province of Zeeland, its population and cities, its folklore and ancient customs.

FILMS ON THE NETHERLANDS EAST INDIES

HIGH STAKES IN THE EAST

10 minutes—16 mm. sound. *Kodachrome or black-white. English, Spanish or Portuguese commentary. For sales contact Brandon Films, Inc., 1600 Broadway, New York City*

The economic and strategic importance of the Netherlands East Indies' wealth in raw materials for the South Pacific set-up. Why they cannot be left under the control of fascist regimes. This film, which was honorably mentioned by the Hollywood Academy of Motion Pictures, Arts, and Sciences, also deals with life and folklore of the inhabitants of Java, Sumatra and Bali. (1942; new up-to-date versions 1944)

THE PEOPLES OF JAVA

10 minutes—16 mm. sound, Kodachrome or black-white

This film answers the lately much heard question: where are the Netherlands East Indies and what kind of people live there? It shows the land being farmed, the homelife of the inhabitants, their folklore, their famous arts and crafts, their dances and music, and touches while dealing mainly with Java, also upon a few of the neighboring islands such as Bali. (1944)

TORADJA

10 minutes—16 or 35 mm. sound

A travelogue by plane through the interior of the Island of Celebes. Its cities and villages along the coast and in the interior, with special reference to the Toradja tribe, its folklore, ceremonies, traditional customs, etc. Mel Nichols Production.

GLIMPSES OF PICTURESQUE JAVA

11 minutes—16 mm. sound

Older travelogue through the Island of Java, its cities and villages, and their inhabitants; its rice fields and plantations. Excerpt from the former film GLIMPSES OF THE NETHERLANDS EAST INDIES. (Screen Traveler production)

MACASSAR

10 minutes—16 mm. sound or silent

Travelogue through the Island of Celebes with special emphasis on scenery and life in its capital Macassar, the harbor of which plays an important part in the East Indies economy. Excerpt from the former film GLIMPSES OF THE NETHERLANDS EAST INDIES. (Screen Traveler production)

BALI, AN EAST INDIAN ISLAND

10 minutes—16 mm. sound or silent

Travelogue through the Island of Bali with special emphasis on the important agriculture aspects. Its villages and the life of the inhabitants. Excerpt from the former film GLIMPSES OF THE NETHERLANDS EAST INDIES. (Screen Traveler production)

CEREMONIES ON BALI

10 minutes—16 mm. sound

Travelogue through the Island of Bali and the religious ceremonies of its inhabitants. Their temples and dances, their music and further folklore. Interesting burial rites. Excerpt from the former film GLIMPSES OF THE NETHERLANDS EAST INDIES. (Screen Traveler production)

FILMS ON THE NETHERLANDS WEST INDIES

DUTCH GUIANA

10 minutes—16 mm. sound

A travelogue through the coastal cities and interior of Surinam; its raw materials, vegetation, population and folklore. (20th Century Fox Production, Magic Carpet series)

NETHERLANDS AMERICA

11 minutes, 16 mm. sound, Kodachrome or black-white. For sales contact Brandon Films, Inc., 1600 Broadway, New York City

A beautifully photographed documentary on the strategic and economic role the Netherlands West Indies and Dutch Guiana are playing in the Allied war effort. The film shows these territories and the life of their populations in peacetime and their conversion to war-time circumstances. Due attention is being given to the defenses of this zone and the Dutch, British and American participants. (1943 production; Cameraman: Philip Hanson Hiss)

THE DUTCH NEXTDOOR

20 minutes—16 or 35 mm. sound. English or Dutch commentary

The country and the peoples of the Netherlands West Indies and Dutch Guyana (Surinam), their occupations, folklore and their contribution to the Allied cause in times of war. The importance of the giant oil-refineries of Curacao and Aruba where Venezuela's crude oil is cracked and the role the vast bauxite ore deposits of Surinam are playing in the aluminum industry of the U. S. A. (1944)

FILMS ON THE NETHERLANDS KINGDOM

These films do not deal exclusively with either Holland or the Netherlands East or West Indies but may treat two or more of these territories at the same time, or include items which cannot be classified geographically.

DUTCH TRADITION

27 minutes—16 or 35 mm. sound. English, Spanish or Portuguese commentary. Exclusive sales distributor, Brandon Films, Inc., 1600 Broadway, New York City (1944 production)

A comprehensive documentary film on the people of Holland and the Netherlands East and West Indies, their background in time of peace and their joint contribution to the common fight against the dictatorial powers. The film, which gives an excellent impression of the up-to-date aspects of the Netherlands Kingdom, was presented and distributed in the U. S. A. by the Office of War Information. It was accepted for distribution by the American Armed Forces.

ON THE WAY HOME

10 minutes—16 or 35 mm. sound. English or Dutch commentary

The establishment and organization of a Dutch military training base in Canada for the Princess Irene Brigade in England. Life and primary training of Dutch recruits from all over the world. (1944)

NEW ZEALAND ALLIES IN THE SOUTH PACIFIC

33 minutes—16 and 35 mm. sound. Distributed by the New Zealand Legation, 19 Observatory Circle N.W., Washington 8, D. C.

Photographed by a United States Signal Corps Film Unit in New Zealand with the cooperation of the New Zealand Government, this excellent film documents life of American soldiers, sailors and marines in the South Pacific Dominion.

How the American serviceman becomes acquainted with the New Zealander and how the New Zealander becomes acquainted with him provides the basis of this film. The picture is filled with human interest and amusing incidents as Americans, sent to New Zealand on leave from the Pacific battlefronts, learn the customs and ways of a friendly new country.

The story of New Zealand's fighting men who made history in Greece, Crete, North Africa and who now fight side by side with Americans in Italy and the South Pacific is also told in this comprehensive and engrossing film.

COAL FROM NEW ZEALAND'S ALPS

11 minutes—16 and 35 mm. sound. Distributed by the New Zealand Legation, 19 Observatory Circle N.W., Washington 8, D. C.

The drama of New Zealand's mountain coal miners is portrayed in this educational documentary film. The picture opens with a sweeping panorama of New Zealand's snow-capped Southern Alps and continues with unusual camera skill to present the story of the sturdy men who have pioneered the rugged slopes of the mighty mountains to mine coal—the life-blood of New Zealand's ever expanding industry.

Some scenes, photographed hundreds of feet underground, bring to the screen a graphic portrayal of mountain coal mining operations. As an important background to the film, the family and social life of the miners are shown.

DAILY LIFE IN THE SOLOMONS

8 minutes—35 mm. sound

The routine of an allied soldier's life in the jungle is recorded in this short and skillful film which was photographed by New Zealand cameramen during the battle for the Solomon Islands. Emphasis is placed on the human interest touches of life behind the front lines. The picture also shows the development of Guadalcanal into a powerful allied base for attack.

WAR NEWS FROM NEW ZEALAND

12 minutes—16 mm. sound. Distributed by the New Zealand Legation, 19 Observatory Circle N. W., Washington 8, D. C.

Featuring various phases of New Zealand's war effort on the home front, the film is a collection of recent newsreel scenes filmed in the South Pacific Dominion. Tanks and cavalry guarding the coastline, war plants in operation and soldiers training in New Zealand's rugged mountain country are among the highlights of the film. Originally shown in the theatres of New Zealand, the film and commentary have been left unchanged so that American audiences can see New Zealanders as they see themselves.

NEW ZEALAND

22 minutes—16 and 35 mm. sound. Distributed by the British Information Services, R.C.A. Building, New York City

A comprehensive picture of New Zealand is presented in this film. It depicts the background of life in New Zealand—the culture, the people, the land, and the industries.

NORWAY

ARCTIC PATROL

20 minutes—16 mm. sound

Norwegian Forces operating from Iceland, rugged nature of Iceland coast, Norwegian Navy Patrol bombers protecting convoys. Activities of a Norwegian squadron at their base.

BEFORE THE RAID

35 minutes—16 and 35 mm. sound. *Distributed also by the British Information Services, R.C.A. Building, New York City*

A simple but stirring story of Norwegian resistance to Nazi tyranny. It deals with the rebellion of Norwegian fishermen against German soldiers restricting their fishing activities. The climax is a stunning spectacle of a mutiny when little fishing vessels crowd in on and disarm Nazi patrollers.

FIGHTING NORWAY

12 minutes—16 and 35 mm. sound. *English commentary*

Norwegian ships in convoy to Murmansk. Reenacted scenes from sabotage and resistance on the Norwegian homefront. Also scenes from Norwegian training camps in Canada.

FISHING IN THE FJORD

15 minutes—16 mm. silent

Three thousand vessels fishing in an area of one square mile off the Lofoten Islands. Glistening background, snowblanketed churchyard and busy fishermen who gather their marine harvest from 1000 hooked lines and three mile nets. Every part of the cod is used, even to the waste which feeds great armies of gulls who in return keep the harbors clean.

NORWAY IN REVOLT

20 minutes—16 and 35 mm. sound.

A *March of Time* film showing resistance of Norwegian people against Nazis, sabotage and underground work. Young Norwegians escaping across the North Sea in fishing boats to join free Norwegian forces in Britain. Also scenes from free Norwegian merchant marine, navy and army air forces.

NORWAY'S FATE

12 minutes—16 and 35 mm sound

Shows Norwegian nature, shipping and industries. A hardworking, sturdy and honest people engaged in peacetime activities before the treacherous German attack.

NORWEGIAN NEWS REEL

12 minutes—16 and 35 mm sound

Norwegian commentary. Monthly news reel giving a recording of Norwegian war activities. Six issues in 1943 and three in 1944.

SKI THRILLS

12 minutes—16 and 35 mm. silent and sound

Shows winter in Norway where skiing originated. Expert skiers in a breathtaking downhill race, ski jumping, etc.

VESLE SKAUGUM

12 minutes—16 mm. color sound

Scenes from a combined training camp and recreation center for the Royal Norwegian Air Force in Canada. Here the men who have completed their training spend a couple of weeks before going overseas. Shows their outdoor life and training activities in beautiful surroundings.

WINGS FOR NORWAY

12 minutes—16 mm. color sound

Scenes from peacetime Norway and Norway after the German invasion. Color shots of Nazi destruction of Norwegian cities, the first to be smuggled out of Norway. Animated maps showing the different routes of escape for young Norwegians joining the Royal Norwegian Air Force. Scenes from training activities and daily life in training centers in Canada. Relates the story of the R.N.A.F. since the invasion of Norway.

PHILIPPINES

THE PHILIPPINES—1940

20 minutes—16 mm. silent or sound. *March of Time*

A political, economic and military survey of the Philippines on the eve of war. Includes studies of industry, government, education, commerce, political movements and national defense. Stresses the importance of Philippine-American relationships in the face of Japanese expansion in the Pacific. (Prints loaned free of charge by the Department of Information and Public Relations, Commonwealth of the Philippines.)

PLEDGE TO BATAAN

60 minutes—16 mm. sound technicolor. *Produced and distributed by Adventure Films, Inc., 1560 Broadway, New York City. (Arrangements for renting film should be made by direct contact with this firm)*

"Pledge to Bataan" was the last documentary film produced in the Philippines before the war. It tells the story of the Philippines from the days of the Spanish conquest through the period since the inauguration of the Philippine Commonwealth in 1935. The film, in magnificent color, traces the growth of commerce and industry and the development of democratic institutions in the Philippines. President Quezon's national defense program, carried out by General Douglas MacArthur, is portrayed in detail.

REPORT FROM THE PHILIPPINES

8 minutes—16 and 35 mm. sound. *Produced and distributed by Newsreel Distributors, Inc., 1560 Broadway, New York City.*

This is a report by Brigadier General Carlos P. Romulo, Resident Commissioner of the Philippines to the United States, describing the invasion of Leyte by American forces on October 20, 1944, illustrated with flashbacks of actual battle scenes. (The Department of Information and Public Relations of the Philippine Commonwealth has two 16 mm. prints available for loan free of charge for strictly non-commercial showings. 35 mm. prints can be rented from Newsreel Distributors, Inc., 1560 Broadway, New York City, by direct arrangement.)

POLAND

Inquiries as to Non-Commercial Distribution should be addressed Pic Films Inc., 745 Fifth Ave., New York. PLaza 8-2731.

THIS IS POLAND (1941)

20 minutes—16 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Avenue, New York 17, N. Y.*

The film describes the life in pre-war Poland, its towns, villages and population and its endeavor to maintain peace by non-aggression treaties. German invasion follows (shown from original German films). In the epilogue the film shows the re-establishment of the Polish Government and Parliament in France and short scenes of arrival of Poles in Great Britain.

DIARY OF A POLISH AIRMAN (1942)

7 minutes—16 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Avenue, New York 17, N. Y.*

Film based on the diary of a missing Polish fighter pilot, showing in flash back authentic shots of the Siege of Warsaw, re-establishment of the Polish Air Force in France and its fall. Reconstruction and active part played by the Polish Air Force in the Battle of Britain.

THE WHITE EAGLE (1941)

25 minutes—16 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Avenue, New York 17, N. Y.*

Activities of the Polish Government and Army in Great Britain described by Leslie Howard. Film shows how the Poles organized themselves in this country after the fall of France. Government and various institutions like clinics, schools, newspapers, etc., are shown. Film ends with scenes of Polish Armed Forces in Scotland and their inspection by H.M. The King. In its course the film shows activities of the Polish Air Force and its part in the Battle of Britain.

THE SHORTEST ROUTE (1943)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Ave., New York 17, N. Y.*

The film describes the training and life of Polish paratroop units in Great Britain, showing the way they escaped from Poland, were organized on British soil and follows the complete training of a paratrooper.

POLES WEIGH ANCHOR (1941)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Ave., New York 17, N. Y.*

The film describes a routine trip on board of a Polish destroyer on a convoy duty. In flash back is shown the episode from the battle for Narvik in which the Polish destroyer "Grom" has been sunk.

POLISH BOMBER'S HOLIDAY (1943)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Ave., New York 17, N. Y.*

The film is the story of a celebration on a Polish bomber station in Great Britain interrupted by a raid of Polish bombers on Germany. The film follows the events of the raid and ends with the return of the bombers safely to their station.

PICTURESQUE POLAND (1941)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Ave., New York 17, N. Y.*

The film is a record of the most picturesque parts of Poland. Central Poland, Warsaw, Cracow and Tatra mountains, showing landscape, population and monuments of architecture. The film is partly illustrated by the music of Chopin.

POLAND FOREVER (1941)

20 minutes—16 and 35 mm. sound, *Commercial distribution: Y.M.C.A. Motion Picture Bureau, 347 Madison Ave., New York 17, N. Y.*

The film describes historical background of Poland and her role played in Europe. It shows life in pre-war Poland and the horror of German invasion in 1939, illustrated by films captured from the Germans. In the epilogue the film shows the re-birth of the Polish Army in France, England and Egypt.

STRANGERS (1943)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

This film is dedicated to Polish Scottish relations, based on the dialogue between Polish and Scottish commentators, shows arrival of Polish troops in Scotland, the way they establish friendly relations with the Scots and ends with the display of Polish troops in readiness for battle.

UNFINISHED JOURNEY (1943)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

This film is dedicated to the memory of the late General Sikorski. It is a revue of Polish history during this war and the part the late General played in it. The film ends with scenes of General Sikorski's funeral in Newark and is commented by John Gielgud.

SCOTTISH MAZURKA (1942)

18 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

Life of Polish troops in Scotland photographed in Cinecolor. The subject is a company of soldiers and its everyday life. The film includes the song "Alarm" by the Polish Army Choir and Polish dances executed by the Anglo-Polish ballet.

CALLING MR. SMITH (1943)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

This is a Dufay color film experimental in its technical treatment. The story deals with German efforts to exterminate Polish culture by way of suppression and atrocities and shows the downfall of German culture under Nazi rule.

A POLISH SAILOR (1943)

10 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

The framework of the film is a Polish sculptor's studio in which the model—a Polish sailor—tells the story of his escape from Poland on a Polish submarine and later his adventures on board a Polish destroyer on convoy to Russia. The sailor's story is illustrated by authentic shots from both episodes.

CHILDREN MUST LAUGH (1944)

30 minutes—16 and 35 mm. sound

Pre-war production by the Jewish Socialist Party "Bund" in Poland. Re-edited by the Polish Film Unit in London. Shows the fight against ill health and religious superstition of the "Ghetto" Jews by organizing the "Medem" sanatorium near Warsaw for Jewish children.

LAND OF MY MOTHER (1943)

28 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

Produced in Cinecolor with the commentary spoken by Miss Eve Curie. The film shows the landscape and architecture over various parts of Poland, and the commentary describes the historic background. The film is also illustrated by paintings by the fraternity of St. Luke, illustrating important events of Poland's history.

POLAND AND DANZIG (1943)

13 minutes—16 and 35 mm. sound

Pre-war Polish production showing the harbour and the city of Danzig, stressing the dependence of the Danzig harbour on the Polish commercial and economic life and traces of Polish culture in the city. The film ends with scenes from the life of Poles in Danzig.

THE PRICE OF FREEDOM (1942)

18 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

It is the story of the development of the Polish port, Gdynia, from a small fishing village of some few hundreds inhabitants into an ultra-modern port. Original film material illustrating the organization of Nazi Party in Danzig and the conquest of this town by Germans. The film ends with the invasion in 1939.

KITBAG SONGS (1943)

9 minutes—16 and 35 mm. sound, *Commercial distribution: Walter O. Gutlohn, Inc., 25 West 45th Street, New York 19, N. Y.*

Four songs by the Polish Army Choir with commentary by Dr. Malcolm Sargeant. Film includes three Polish songs, one of them illustrated by a dance by Miss Pola Nirenska and one Scottish song "Hundred Pipers".

CHILDREN IN REFUGE (1944)

12 minutes—16 and 35 mm. sound

Polish children who have escaped from Nazi persecution in Poland shown at work and play in camps set up for them for the duration in Persia, Palestine, Africa and Scotland.

POLAND FIGHTS ON (1944)

9 minutes—16 and 35 mm. sound

A record of five years of fighting of the Polish Armed Forces in Poland and with the Allies on all fronts of the world.

COLOR STUDIES OF CHOPIN (1944)

12 minutes—16 and 35 mm. sound

The music of Chopin interpreted on the screen in color. The selection—Nocturne Op. 15, No. 2; Mazurka Op. 7, No. 3 and Etude Op. 10, No. 12 played by Witold Malcuzyński, with commentary by Olin Downes.

POLISH UNDERGROUND (1944)

10 minutes—16 and 35 mm. sound

Resistance of Polish people, men, women and children, against the Nazis inside Poland. An account of sabotage, guerrilla fighting and secret organizations on the home front.

UNION OF SOUTH AFRICA

SOUTH AFRICA MARCHES

7 minutes—35 mm. sound

An official South African production showing the resources of South Africa in men and material. (Distributed by British Information Services).

SERVANT OF A NATION

10½ minutes—16 and 35 mm. sound

This film portrays the part the South African Railways and Harbors, as a state-owned undertaking, are playing in the nation's war effort.

UNITED NATIONS RELIEF AND REHABILITATION ADMINISTRATION

UNRRA will shortly have several additional films available. Address all inquiries to:

Mr. Morse Salisbury
Director of Public Information
United Nations Relief and Rehabilitation
Administration
1344 Connecticut Avenue
Washington, D. C.

UNRRA

15 minutes—16 mm. sound

Produced by The National Film Board of Canada. As European countries are liberated from the Nazi or Fascist yoke, C.A.A., (Civil Administration), formerly known as A. M. G. (Allied Military Government), takes over. Its greatest task: to supply food and medical supplies to thousands of men, women and children. C.A.A. cooperates wherever possible with the stable and respected elements of the population. The human demands, however, of those thousands and thousands of war victims in Europe have to be met by UNRRA. Wheat, eggs and egg powder, meat, clothing and medical supplies are immediate post-war necessities for a war-ravaged Europe, but most of these relief measures will be useless unless European agriculture is restored on a sound working basis. The New World must be ready to supply agricultural machinery, fertilizers, seed and livestock. Our future lies in our answer to the destruction and poverty in Europe—in UNRRA we have taken a first step toward bringing the people of Europe a freedom from fear and want upon which our own freedom depends.

UNITED STATES OF AMERICA

The films listed below are supplied by the Government through authorized Office of War Information distributors. Make your application direct to the nearest distributor of your choice. Do not apply direct to OWI. A complete list of distributors is included in the catalog WAR FILMS FOR WAR USE. This catalog is available to all groups desiring it. Write to the Bureau of Motion Pictures, Non-Theatrical Division, Office of War Information, Washington 25, D. C., for your copy.

There is no rental fee on OWI films, but distributors may make a service charge not to exceed 50c per subject per week or fraction thereof plus transportation charges both ways. TARGET FOR TONIGHT, THE WORLD AT WAR, DESERT VICTORY, and DUTCH TRADITION are exceptions and may carry a maximum service charge of \$2.50 per subject per week or fraction thereof and THE NEGRO SOLDIER \$2.00 per week or fraction thereof.

CLASSIFIED LIST OF OWI FILMS

Our fighting forces

Cadet Classification
Coast Guard SPARS
Desert Victory
Food for Fighters
Jap Zero
Letter from Bataan
Men and the Sea
Mission Accomplished
The Negro Soldier
New Soldiers Are Tough
Paratroops
Pincers on Japan
Report from the Beach-head
Reports from AAF
Ring of Steel
Sicily—Key to Victory
Swim and Live
Target for Tonight
Task Force
Troop Train
What Makes a Battle
Wings Up
Winning Your Wings

Our Allies

Brazil at War
China—Our Western Front
Corsica
Dover
Dutch Tradition
Listen to Britain
Poland Forever
Report from Russia
Target for Tonight
The Thousand Days
The World at War

The nature of our enemies

The Arm Behind the Army
Divide and Conquer
Our Enemy—The Japanese
The World at War
These are the Men

The production front

All Out for Victory
Aluminum

The Arm Behind the Army
Building a Bomber
Building a Tank
Bomber
Conquer by the Clock
Day of Battle
Handle With Care
Lake Carrier
Suggestion Box
Tanks
Target—Berlin

The farm front

The Farm Garden
Farmer at War
Food and Magic
Henry Browne, Farmer
Home on the Range

The home front

Black Marketing
Campus on the March
Care of Children of Working Mothers
Challenge to Democracy
Food and Magic
Is Your Trip Necessary?
It's Everybody's War
Japanese Relocation
Keeping Fit
Letter from Bataan
Magic Bullets
Out of the Frying Pan Into the Firing Line
Prices Unlimited
Right of Way
Safeguarding Military Information
Three Cities
Wartime Nutrition
When Work is Done

Song shorts

Anchors Aweigh
Caissons Go Rolling Along
Coast Guard Song
Keep 'Em Rolling
Marines' Hymn

***BLACK MARKETING**

11 minutes—16 mm. sound

A dramatization of an actual and typical case taken from the films of the Office of Price Administration. This film shows just how the black market operates and how it is defeated by cooperation of the public with the OPA and local law-enforcement officials. *Office of Price Administration.*

CARE OF CHILDREN OF WORKING MOTHERS

22 minutes—16 mm. sound

This film depicts a typical day in a nursery school. Helen Hayes, as commentator, emphasizes the advantages which the nursery school offers for the care of children of working mothers—safe and wholesome fun, wise guidance in the art of learning to do for one's self and in helping others, a well-planned daily program, including indoor and outdoor play, nourishing food, rest periods, and health supervision. *Office of Civilian Defense.*

CONQUER BY THE CLOCK

11 minutes—16 mm. sound

Dramatic portrayal of the results of carelessness in war production—the death of an American soldier in the Southwest Pacific, of American airmen in the North Atlantic. *RKO.*

***DESERT VICTORY**

62 minutes—16 mm. sound

This highly dramatic film on desert warfare is the official British Army record of General Montgomery's advance from El Alamein to Tripoli, produced by soldier cameramen who fought and marched with the British Army on the 1,300-mile trek across the sands of the Western Desert. *British Information Service.*

***THE DUTCH TRADITION**

30 minutes—16 mm. sound

Presents the colorful story of the Netherlands during the last 4 years. In a tense sequence of well-edited shots is told the story of the brutal German invasion of Holland as well as the Japanese capture of the East Indies. The Netherlands are pictured fighting for freedom side by side with the other United Nations. *The Netherlands Information Bureau.*

FOOD AND MAGIC

11 minutes—16 mm. sound

Food is the weapon in our hands here at home. It is up to every one of us to observe the rules vital to the successful progress of the war. This means production, conservation, sharing, and playing square. It means placing the war first. *Department of Agriculture.* A Warner Brothers production.

***FOOD FOR FIGHTERS**

10 minutes—16 mm. sound

The science of nutrition goes to war as the Quartermaster Corps of the U. S. Army makes sure that American soldiers are the best fed army in the world.

HERE IS CHINA

25 minutes—16 mm. sound

This film is a dramatic portrayal of the geography, history, and people of China. She is pictured as a ravaged country with millions homeless and starving but as a country which still fights on and in spite of the lack of power of machinery continues to perform with millions of bare hands those feats which bring us nearer to victory. *United China Relief, Inc.*

IT'S EVERYBODY'S WAR

16 minutes—16 mm. sound

The effect of the war upon one American community. In the story of what the people of that town are doing to help win the war, there is an example of what everyone can do. Narrated by Henry Fonda. *20th Century-Fox.*

JAP ZERO

20 minutes—16 mm. sound

A training film in aircraft identification emphasizing the keen sight and quick decisions required of American airmen. *Army Air Forces.*

A LETTER FROM BATAAN

14 minutes—16 mm. sound

A glimpse of the conditions under which American soldiers lived and died on Bataan and a dramatic plea for civilians at home to conserve rubber, save fats, and use food carefully—so that other American soldiers will be prepared. *Paramount.*

***LISTEN TO BRITAIN**

20 minutes—16 mm. sound

A remarkable factual record of the many sounds and sights of wartime Britain—from the roar of Spitfires to the shouting of children—and an eloquent tribute to the everyday people of England. *British Ministry of Information.*

***MISSION ACCOMPLISHED**

10 minutes—16 mm. sound

The story of the first all-American raid over occupied Europe. American crews, piloting their Flying Fortresses, attack the railroad yards at Rouen and return safely to their base in England.

NEGRO SOLDIER

45 minutes—16 mm. sound

This film portrays the part of the Negro in our fight for the American way of life. It shows him in action in all of the wars of the Republic from the War of Independence through the present war. It was made under the supervision of Col. Frank Capra. *War Department.*

***NEW SOLDIERS ARE TOUGH**

20 minutes—16 mm. sound

A new type of soldier is coming to the fore; soldiers with a new type of training, a new psychology of attack—hit first, hit hard, and keep on hitting. This film is the story of these tough young men and ends with a thrilling account of a British Commando raid on a Nazi-held village in Norway. *National Film Board of Canada.*

OUR ENEMY—THE JAPANESE

20 minutes—16 mm. sound

This film gives an insight into the resources and industries, religion, military training, lives, and minds of the people of Japan. It tells what our enemy in the Pacific is really like. Narrated by former American Ambassador to Japan Joseph C. Crew. *Navy Department. A March of Time production.*

*PINCERS ON JAPAN

20 minutes—16 mm. sound

Canada's place in the strategy of the Pacific is the subject of this film. Convoys carrying the sinews of war steam out from her ports while along her western coast lookouts and patrol boats keep constant vigil. Scenes of the construction of the Alaska Highway are pictured. *National Film Board of Canada.*

REPORTS FROM THE AAF

9 minutes—16 mm. sound

Shows the RAF and the 8th Air Force on a hedge-hopping bombing flight over France and Germany. Includes the 5th Air Force report from New Guinea and the AAF maintenance and repair installation in Port Moresby, New Guinea. *Treasury-War Department.*

REPORT FROM THE BEACHHEAD

9 minutes—16 mm. sound

Shows the established beachhead at Anzio. Portrays the hardships endured by our men, shows the casualties, and stresses the fact that, no matter how costly, no deal will be made with the Axis powers until Victory is won. *Treasury-War Department.*

*SICILY—KEY TO VICTORY

20 minutes—16 mm. sound

The record of the Canadian First Division in the Sicilian campaign. With the aid of animated maps, the advance of the Canadians is shown town by town. The story cuts back to Canada, to the war workers standing behind the army, demonstrating the essential link between war front and home front, which is the real key to victory. *National Film Board of Canada.*

*SUGGESTION BOX

10 minutes—16 mm. sound

In war plants all over the country, workers are being encouraged to submit suggestions which will effect a saving in time, labor, and materials, thus enabling production to be increased. This film presents several examples of how workers' suggestions have resulted in improved methods of manufacture.

SWIM AND LIVE

20 minutes—16 mm. sound

Training of soldiers of the U. S. Army, soon to be sailing through submarine-infested waters, to *swim* so that they may *live*—how to jump from a ship without splintering a leg, how to make shirts and trousers into life preservers, how to swim through burning oil. *Army Air Forces.*

*TARGET—BERLIN

20 minutes—16 mm. sound

This is the story of Canada's unique industrial achievement—the building of the first Lancaster, the world's largest bomber. It is the story of how a country mobilized its skills and strength to turn out the machines that help bring victory closer. The Lancaster takes us with her on the mission to bomb Berlin—a mission significant because it points the road to more bombings and more targets until Victory is ours. *National Film Board of Canada.*

*TARGET FOR TONIGHT

48 minutes—16 mm. sound

A thrilling true story of a bombing raid over Germany by the RAF. One of the finest pictures of the war. "Quickens the pulse and cheers the heart."—*New York Times. British Ministry of Information.*

*THREE CITIES

10 minutes—16 mm. sound

This film is the story of three typical American cities, one seafaring, one manufacturing, and one rural, and how the war workers in each tackled a problem of wartime living and found a solution.

*WARTIME NUTRITION

10 minutes—16 mm. sound

Simple rules of eating to be followed by Americans at home, in factories, in restaurants, and cafeterias.

WHAT MAKES A BATTLE

16 minutes—16 mm. sound

The Battle of the Marshall Islands was a piece of master strategy. Forces of land, sea and air united to strike blows that resulted in success and each success resulted in another battle. Wounded and casualties were everywhere, and out of 10,000 Japs only 264 surrendered. *Treasury-War Department.*

*WHEN WORK IS DONE

9 minutes—16 mm. sound

This is the story of what is happening to many American small towns in wartime. Into hundreds of communities, ill equipped to handle the influx, thousands of people have poured to take work in war plants. Sylacauga, Ala., was a town which had this problem, but licked it with effective planning by working out a program which got people together.

WINGS UP

22 minutes—16 mm. sound

The story of the 12 weeks of discipline, concentrated study, and hard work leading to graduation from the Officers' Candidate School of the U. S. Army Air Forces and the rank of second lieutenant. Narrated by Capt. Clark Gable. *Army Air Forces.*

UNION OF SOVIET SOCIALIST REPUBLICS

All Soviet films listed below are available in 35 mm. prints through Artkino Pictures, Inc., 723 7th Avenue, New York City, BRyant 9-7680. The same films in 16 mm. prints are distributed through Brandon Films, Inc., 1600 Broadway, New York City, Circle 6-4868. All films have English commentaries or English sub-titles.

ALL SLAVS UNITE

11 minutes—16 and 35 mm. sound

A film record of the historic Pan-Slavic Conference held in Moscow following the Nazi attack on the U.S.S.R. Contains close-ups and the radio addresses of Alexei Tolstoy, Russia; Marjan Januzaitis, and Wanda Wasilewska, Poland; Radule Stijensky, Montenegro; Alexander Kornichuk, Ukrainian Republic. English titles.

ARMENIAN ART

11 minutes—16 and 35 mm. sound

Opera, dance and chamber music in Soviet Armenia.

BATTLE FOR SIBERIA

75 minutes—16 mm. sound

Spectacular dramatization of the defense of Soviet Far Eastern territories against Japanese interventionists during the Russian Civil War. Music by D. Shostakovich.

A dramatization of the Soviet for Eastern defenses against the Japanese. Music by Shostakovich; directed by the creators of Chapayev.

BIRO-BIDZHAN

11 minutes—16 and 35 mm. sound

The Jewish Autonomous Region along the banks of the Amur River, with scenes of collective farms, schools and the new city of Biro-Bidzhan.

BLACK SEA FIGHTERS

72 minutes—16 and 35 mm. sound

Narrated by Frederic March—The last days of Sevastopol. First full length film of Soviet Navy in action.

CITIZENS OF TOMORROW

44 minutes—16 and 35 mm. sound

Reviews the vast facilities for infant care, child training, advanced education and vocational guidance.

COUNTER-ATTACK AT POINT A

44 minutes—16 and 35 mm. sound

A dramatic, swift-moving record of a local counter-attack by Soviet forces, showing artillery preparations, the infantry's advance and the captured position. (Newsreel No. 13.)

DIARY OF A NAZI

67 minutes—16 and 35 mm. sound

A drama of civilian resistance to Nazi oppression in Czechoslovakia, Poland and occupied Russia, climaxed by actual Nazi-Soviet battle scenes.

RED TANKS

62 minutes—16 and 35 mm. sound

A story of Soviet tank raiders behind the Nazi lines. Includes the stirring "Song of the Soviet Tankmen" first introduced to America by Fred Waring.

A timely and inspiring story of the iron men of Russia's armored divisions and the breath-taking exploits of a Soviet tank detachment reconnoitering in enemy territory. A powerful, action picture of Soviet tank raiders behind the Nazi lines. With the new fighting song first introduced to America by Fred Waring and His Pennsylvanians, "Song of the Soviet Tankman".

THIS IS THE ENEMY

71 minutes—16 and 35 mm. sound

A film dealing with the People's War against Hitler in Eastern Europe. Exciting episodes show the heroic resistance of civilian and military forces in Poland, Yugoslavia and Russia.

IN THE REAR OF THE ENEMY

60 minutes—16 and 35 mm. sound

The story of Soviet ski troopers trapped behind the Nazi lines. English dialog under the direction of Herbert Marshall.

FORTRESS ON THE VOLGA (Tsaritsin)

67 minutes—16 and 35 mm. sound

The story of Stalingrad's first fight for life in 1918 under the leadership of Stalin and Voroshilov. Created by the Vassiliev brothers of Chapayev fame. Screen foreword by Lt. Gen. Somervell.

MASHENKA

71 minutes—16 and 35 mm. sound

The story of a brave, tender love, forged in the flame of battle. A new star, Karavayeva, superbly portrays the nurse, Mashenka, who falls in love with a taxi driver—tankman.

TANYA

75 minutes—16 and 35 mm. sound

A comedy-drama, featuring lovely Lubov Orlova in the rôle of a peasant girl who breaks production records.

A MUSICAL STORY

80 minutes—16 and 35 mm. sound

A comedy-romance about a taxi driver with operatic ambitions and his fiancée who doesn't like the idea. Featuring Zoya Fyodorova, the "Girl from Lenin-grad."

SPRING SONG

78 minutes—16 and 35 mm. sound

A musical drama of Modern Russia, with an outstanding score by Kabalevsky, and scenario by the late Eugene Petrov and G. Munblit.

ROAD TO LIFE

100 minutes—16 and 35 mm. sound

Nikolai Ekk's internationally loved classic about Russia's wild boys of the road, and how they became rehabilitated. King Vidor calls it one of the world's great films.

AN ABUNDANT HARVEST

10 minutes—16 and 35 mm. sound

A graphic record of the last Soviet harvest in territory menaced by the Germans, dramatically illustrating Stalin's injunction that "not a single pound of grain must be left for the invaders."

FRONT LINE NEWS

10 minutes—16 and 35 mm. sound

An action-packed report from the front on Russian shock troops in action. Includes a newsreel camera's eye-view of Nikolai Surikov, famous sniper, killing his 701st Nazi.

KAZAKHSTAN

18 minutes—16 and 35 mm. sound

A film survey of the Kazakhstan Soviet Republic, one of the largest and least known territories of the Soviet Union. Bordering on Northern China, Kazakhstan now constitutes one of Russia's richest sources of agriculture and industrial war supplies.

DAY AFTER DAY

60 minutes—16 and 35 mm. sound

The complete original feature from which March of Time cut the short film "A Day of Russia at War." Filmed by over 150 cameramen simultaneously all along the Eastern Front. Provides a closeup of the Red Army and guerillas.

LENINGRAD MUSIC HALL

35 minutes—16 and 35 mm. sound

The world famous music, dance and theatre arts of the Russian people, including folk songs, folk dances, piano duets and classical music.

DANCE FESTIVAL

11 minutes—16 and 35 mm. sound

The Soviet group at the London dance festival.

FOR HONOR, FREEDOM AND COUNTRY

An impressive picture of Russia's military resistance to invasion

ON THE FIRING LINE

11 minutes—16 and 35 mm. sound

Edited by Dziga Vertov. Newsreel No. 11. Soviet men, tanks, and artillery in action against enemy forces.

ONE DAY IN SOVIET RUSSIA

90 minutes—16 and 35 mm. sound

Written and narrated by Quentin Reynolds, ace reporter and American Press attache at the Three-Power Moscow Conference. The most complete picture of life in the Soviet Union ever made. Filmed simultaneously in one day by 97 top-notch cameramen over the vast areas of the Republics that make up the U.S.S.R. This unique screen panorama shows Russian life, economy, culture, agriculture, transportation, towns, villages, sports, military maneuvers—a factual, stirring report of the heroic Nation that is fighting beside the great Democracies to smash Hitler and his satellites. (Feature and several late war newsreels in one program. (Two versions. 58 minutes and 32 minutes.) Portrays an average 24-hour period in the life of a country so large the sun never sets on it.

SONG OF YOUTH

55 minutes—16 and 35 mm. sound

An amazing document showing the physical development of a new generation of Soviet citizens. Scenes of mass gymnastics, calisthenics and dancing in Red Square on Youth Day.

SOVIET FRONTIERS ON THE DANUBE

64 minutes—16 and 35 mm. sound

An impressive documentary record of the occupation of Bessarabia and Northern Bukovina by Soviet armed forces. Portrays the process of liberation of minority groups from Rumanian rule.

SOVIET POWER

90 minutes—16 and 35 mm. sound

A composite program of documentary films portraying Russia at peace and in war. (1) *For Honor, Freedom, Country*, a stirring record of Soviet resistance to the Nazi invasion. (2) *Russia's Millions Mobilize*, how the call to arms was answered. (3) *Stalin Speaks*, a film record of the Soviet Premier's famous "scorched earth" speech. (4) *Soviet Soil*, an impressive picture of Soviet progress in the agricultural sciences. (5) *Citizens of Tomorrow*, How the Soviet system of infant care, child training and advanced education operates.

POLISH TROOPS IN THE U.S.S.R.

11 minutes—16 and 35 mm. sound

Shows the training facilities provided for the Polish army on Soviet soil, a Polish women's battalion and a review of troops by General Sikorski and Andrei Vishinsky, Soviet Vice-Minister of Foreign Affairs.

RED ARMY ENSEMBLE

11 minutes—16 and 35 mm. sound

A concert by the famous Red Army Chorus.

RUSSIANS AT WAR

61 minutes—16 and 35 mm. sound

Documentary film, with all-English commentary, of the Soviet war effort at the front and behind the lines emphasizing the Russian achievement of complete, ironclad unity in the face of the foe. American version produced by Helen Van Dongen.

RUSSIA'S MILLIONS MOBILIZE

11 minutes—16 and 35 mm. sound

How the Soviet peoples, soldier and civilian, man, woman and child, responded to the call to arms.

SIEGE OF LENINGRAD

62 minutes—16 and 35 mm. sound

A monumental record of Leningrad's immortal heroism during 515 days of siege. Winner of a 1942 Stalin Prize. Photographed under fire. English narration by Edward N. Murrow.

SIXTY-NINTH PARALLEL

22 minutes—16 and 35 mm. sound

How an allied convoy reaches a Soviet port in the North.

SOVIET WOMEN IN WAR

11 minutes—16 and 35 mm. sound

Russia's womanpower in action, at the front and behind the lines.

SPORT IN THE U.S.S.R.

11 minutes—16 and 35 mm. sound

A general study of all phases of sport and the manner in which mass participation is encouraged.

STALIN SPEAKS

11 minutes—16 and 35 mm. sound

The Soviet Premier's famous "scorched earth" speech, with superimposed English titles. The first film recording of Stalin's voice.

SWAN LAKE

11 minutes—16 and 35 mm. sound

Marina Semyonova dancing the waltz from Tchaikovsky's ballet.

THE GREAT BEGINNING

95 minutes—16 and 35 mm. sound

A modern drama of the new woman of present-day Russia this story of a self-educated peasant woman who becomes a leader of the farm collectivization movement and eventually, a member of the highest government body, is a stirring tribute to the Russian people and their country.

GOLDEN MOUNTAINS

11 minutes—16 and 35 mm. sound

Dmitri Shostakovich playing the waltz from his orchestral suite.

HAPPY CHILDHOOD

11 minutes—16 and 35 mm. sound

Shows the nurseries, schools and facilities for physical and cultural development provided for children.

NATIONAL DANCES OF THE U.S.S.R.

22 minutes—16 and 35 mm. sound

Igor Moiseyev's group of folk dancers.

NEW MOSCOW

11 minutes—16 and 35 mm. sound

Moscow's ten-year plan of reconstruction, temporarily interrupted by war, showing new public building and residential developments, and modernized streets and surface transport.

THE MANNERHEIM LINE

72 minutes—16 and 35 mm. sound

A sensational front-line record of the Soviet-Finnish campaign on the Karelian Isthmus, conveying a graphic impression of the military might and skill of the Soviet Union. Photographed by eleven Soviet cameramen in 40-below-zero weather.

THE RED ARMY

22 minutes—16 and 35 mm. sound

The Soviet Union's armed forces on land, sea and in the air. Reveals the hitherto carefully guarded secret of how Russia prepares for battle.

THE SOVIET ARCTIC

22 minutes—16 and 35 mm. sound

Outlines the progress of Soviet polar research and settlement, the development of natural resources in the Arctic and the opening of northern sea routes. Also portrays the famous voyage of the "Sibiriakov" from Archangel to Vladivostock.

TO THE JEWS OF THE WORLD

11 minutes—16 and 35 mm. sound

Excerpts from the historic radio conference in Moscow, including addresses by Solomon Mikhoels, Sergei Eisenstein, Peretz Markish and Ilya Ehrenburg.

UNDER SIEGE

11 minutes—16 and 35 mm. sound

The epic defense of Tula, southern anchor of Moscow's defense line, portrayed by official cameramen who worked under the enemy's guns. Reveals the impressive part played by the civilian population in halting the Nazi advance.

VANKA

33 minutes—16 and 35 mm. sound

A story of a war orphan who assumes a boy's disguise to insure her acceptance as a guerrilla volunteer. She goes into action on her own and softens up a Nazi headquarters post for capture by her comrades.

*The Following Films are Distributed by the
British Information Services*

ONE HUNDRED MILLION WOMEN

10 minutes—16 mm. sound

The war effort of the Russian women.

SOVIET SCHOOL CHILD

24 minutes—16 mm. sound

Education in the U.S.S.R. from nursery through high school.

TALE OF TWO CITIES

8 minutes—16 mm. sound

How London and Moscow stood up to the Luftwaffe during the worst air attacks.

YUGOSLAVIA

YUGOSLAVIA

15 minutes—16 mm, silent, sold at \$24, released in 1940 by Eastman-Kodak. Distributors: University of Wisconsin, Department of Education, Columbus, Ohio; Eastman Kodak Co., Teaching Films Division, Rochester, N. Y.

Simple peasant life on a small farm; the growing of vegetables and flowers for commercial seed; hog raising; rug weaving; use of modern machinery on larger farm; an elementary school. Belgrade, the capital, showing waterfront scenes, the old fort, the modern city—market place, street scenes, railway depot and modern public buildings.

ONE HUNDRED FOR ONE

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Inspiring short story film of the heroic people of "occupied" Yugoslavia and their glorious alliance with their unconquerable guerilla bands to free their native soil from the German and Italian fascist hordes. Directed by Herbert Rappaport, famed creator of pre-war anti-Nazi feature films, this picture tells the dramatic story of the defeat of Nazi captors who wanted to slay "one hundred civilian hostages for each Nazi dead." Russian dialog, with English superimposed titles.



JAPAN'S RECORD AND WORLD SECURITY

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the Danish Legation; and the government of the United States of
America.

If it had been suggested to the average person in 1931 that an incident at Mukden was the opening stage of a Second World War, a war in which the British, American, Chinese, Russian, and, in fact, the people of every free nation, would be fighting desperately for their very existence, such a suggestion would have been facetiously or scornfully dismissed. . . . We did not properly understand the essential character of Japanese imperialism, its inherent causes, its insatiable ambition. We thought, perhaps, that aggression could be stalled by appeasement. And so when war flared up in the Pacific we were not by any means prepared for the immense responsibilities suddenly thrust upon us.

—Walter Nash, New Zealand Minister to the United States, 1943.

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CHAPTER ONE

Japan's Unconditional Surrender Necessary to World Security

I—The Race Superiority Myth

1. Now, to fulfill the vision "to conquer the world and embrace the universe as our state," so as to pacify Emperor Jimmu's desire "greatly to nourish and increase" our ambition, has been our traditional policy. If the actions of any of the powers are not conducive to our imperialism, our blows shall descend on that power. . . . Our imperial morality, which is the embodiment of the combination of the true spirit of the Japanese state with the great ideals of the Japanese people, must be preached and spread over the whole world. All obstacles standing in the path of this must be resolutely removed, even if it is necessary to apply real force.*

—General Sadao Araki, *Japanese War Minister*, 1933. (In a pamphlet, translated from "Ta Kung Pao," May-July, 1933.)

2. War is the Father of Creation (*Sozo no chichi*) and the Mother of Culture (*Bunkwa no haha*). Rivalry for supremacy does for the State what struggling against adversity does for the individual. It is such impetus, in the one case as in the other, that prompts the birth and development of Life and Cultural Creation (*Bunkwateki sozo*).

—*Japanese Ministry of War pamphlet*, 1934.

3. Japan is the sole nation qualified to convey to the world the blessings of the Way of the Sage-King, and on the realization of this ideal mental equilibrium and moral calm will be restored to afflicted humanity. . . .*

—Chikao Fujisawa, *member of Japanese Government Research Institute and Professor at Great Oriental Culture College of Tokyo*, 1935.

4. . . . It is in the hope of relieving the Orient from this world state of disorder and confusion, and thereby contributing to a new world peace and order, that Japan engaged herself in the Manchurian Incident and now in the China Incident. Of all the nations in the Orient, Japan alone can be found capable of carrying out this mission with responsibility. Because it is she that has best assimilated the modern world culture, it is neither India, nor China,

*This and other excerpts from *Japan, A World Problem*, by H. J. Timperley, and *Tokyo Record*, by Otto Tolischus, by kind permission of Messrs. John Day, Inc., and Messrs Reynal and Hitchcock, respectively.

but Japan herself that is preserving as the essential elements of her national life the cream of Oriental civilization, the Buddhist culture of India and the Confucian culture of China.

—Lieut. General Kenzi Doibara, *Chief of Japanese Army Aviation*, in "Chuokoron" ("Central Review"), November, 1938.

5. I firmly believe that the great mission which Heaven has imposed on Japan is to save humanity. In conformity with the great spirit in which Emperor Jimmu founded the empire, Japan should take over the management of the continent on a large scale, propagate Hakko Ichiu (literally translated, "eight corners under one roof," meaning that all the world is one household) and the Way of the Emperor, and then extend it all over the world.

—Yokosuke Matsuoka, *Former Foreign Minister*, quoted in "The Times," London, July 17, 1941.

6. The Manchurian Affair was a violent outburst of Japanese national life long suppressed. Taking advantage of this, Japan in the glare of all the Powers stepped out for the creation of a world based on moral principles and the construction of a new order. This was a manifestation of the spirit, profound and lofty, embodied in the Empire-founding, and an unavoidable action for its national life and mission. . . .

The ideals of Japan are to manifest to the entire world the spirit of her Empire-founding, represented by the principle that "the Capital may be extended so as to embrace the six cardinal points, and the eight cords may be covered so as to form a roof." There is virtually no country in the world other than Japan having such a superb and lofty mission bearing world significance. . . .

Japan is the fountain source of the Yamato race, Manchukuo is its reservoir, and East Asia is its paddy field. . . .

In order to put an end to this chaotic situation of the world it is imperative to bring to light the great cosmic life centre, which was heretofore hidden from mankind for some mysterious reasons. It is indeed Sumera Mikoto, or Tenno, who embodies in Himself this infinite cosmic life-centre, His lineage having started from the very Genesis and never suffering any interruption in the course of our long national history reaching back to time immemorial. . . . It is the first and foremost axiom of the Way of the Gods that without Sumera Mikoto no nations of the world would have ever come into existence, because he proves the sole successor to the Progenitress of the whole cosmos—the Sun Goddess. Inspired by sheer parental love for all beings, Sumera Mikoto is deeply concerned with the attainment of their welfare and prosperity. He cares for all individuals and all nations as if they were born as his own beloved children; he beseeches them to assist him wholeheartedly in the accomplishment of His divine mission bequeathed by his deified forbears. However, should any perverse nation dare obstruct Sumera Mikoto in the carrying out of his celestial undertaking, he will resort, though reluctantly,

to arms for the purpose of constraining that nation to come back to the right path and to collaborate with Sumera Mikuni once more with fidelity. It is just as a mother chastises her naughty child into obedience so that his conduct may be duly rectified. . . .

—Chikao Fujisawa, Member of Japanese Government Research Institute, and Professor at Great Oriental Culture College of Tokyo, in booklets "The Way of Subjects" and "The Divine Mission of Nippon." The former, published in 1941, was distributed by the Ministry of Education to all schools; the latter, published in 1942, became the text-book of many leading generals and others.

II—The Belief in Invincibility

1. The fundamental character of Sumera Mikuni so far clarified will be held to account for the mystic invulnerability of our Sacred Isles to whatever attempt at invasion ever made by other nations. The Chin dynasty of China, the Romanoffs and the Hohenzollerns, who dared to assail their motherland,* defying the inviolable cosmic law of blood priority, could not escape the divine castigation of suffering deadly blows. It is, therefore, quite evident that any Power harbouring sinister designs to hurt Japan in any way will sooner or later meet the same fate.

—Chikao Fujisawa, "The Way of Subjects," 1941.

2. The rise of militarism is largely attributable to the Japanese myth of the invincibility of the Japanese Imperial forces. The best way of opening the eyes of the Japanese people to the horrors and realities of modern war and of restoring to them a sense of decency and proportion is to shatter that myth by Allied Military occupation of their hitherto never invaded territory.

—Liang Han-chao, Chinese Minister of Information, August 24, 1944.

III—Japan's Plans for World Conquest

1. Having carefully studied the question of perpetuating the national existence of our Empire and consolidating its position as a first-class power, I, S. Honjo, have come to the conclusion that unless we actually occupy Manchuria and Mongolia, which we have developed for three decades, and attain the object which we had when we despatched a military expedition to certain places in Siberia in the 8th year of Taisho, so as to unite the above places and Korea with our interior as one piece of territory, during this opportune moment when the world is facing an economic depression, when the five-year scheme of Soviet Russia is not yet completed, and when the unification of China is not yet accomplished, we cannot expect to effect the consoli-

*i.e., Japan, which is assumed to be the motherland of all other peoples.

dation of the national foundation of our Empire in the present-day conditions of the world. I shall now report in detail the result of my investigations so far made.

The renaissance of China, the continuous existence of "Red" Russia and the eastward advance by the United States on the Pacific Ocean, are all anathemas against the national policy of our Empire. But in order to be able to prevent the eastward advance of American influence, we must first consolidate our national defenses on the land and attain a position of independence as far as material supplies are concerned. Therefore, before declaring war on America, we must strive to gain a superior position for our military strength both in China and in Russia. We must aim to cripple China and Russia once for all; or in case we should be unable to destroy their power entirely, we must at least reduce them to temporary impotency so that they would not be able for some time to attack us or to regain their feet. Our Empire would thus be enabled to seize hold of vast quantities of rich natural resources in our newly occupied lands. When profitably applied, they could be the means of strengthening our sea defenses, and driving the American influence to the east of Hawaii. Then there could be no question at all that the Philippine Islands would fall into our control. We could then be the sole master on the Pacific and nobody would be in a position to compete with us or to make a protest.

Having vanquished the American influence in the East, the British influence in Singapore and Hongkong would not be potent enough to do us any harm; moreover, it would soon be destroyed by our navy also; while the South China Sea would likewise come under our jurisdiction. Thus, all the 400 counties of China would fall into our hands, while the unification of the whole of Asia and the subjugation of Europe would both prove to be tasks quite feasible and not difficult to be carried out. . . .

—General Shigeru Honjo, in letter to Japanese War Minister, quoted in "China Critic," Shanghai, December 3, 1931.

2. The true spirit of our national construction and the Imperial Way, which is the crystallization of the great ideal of the Japanese people, considering their nature should be proclaimed to the end of the Four Seas and developed to the limit of the universe. Hence anything which proves to be an obstacle to their propagation, no matter what it is, should be wiped out with all our might.

—General Sadao Araki, Japanese War Minister, 1933, in pamphlet quoted above.

3. Let the people of Europe and America realize, let the whole world recognize, that Japan is here and now shouldering the whole responsibility of Asia. If we do not possess even this strength and conviction, then do we deserve to be called the Great Japan of Asia in the Far East? Last year in the League of Nations we battled alone against 13 nations. This time we might

have to fight single-handed against 56 of them. No matter what she is to the entire world, since the present condition in Asia is as such, and for the protection of the peace in Asia as well as for the welfare of the whole Asiatic race, Japan, vanguard of the Asiatic battle front, must uphold our imperial house, which lives and dies, rises and falls, with its supreme principle of justice and mercy, which, extending to the corners of the four seas, will stand as does humanity, and, meeting the test of the ages to come, will be embraced by all without hesitation. Should there be any one here thwarting this our undertaking, no matter who he is, he should by all means be pushed aside. And in order to let Europe and America know of this our spirit we must act in the same way, as the first manifestation of our soul in dealing with the Manchurian question today.

—General Sadao Araki, Japanese War Minister, *ibid.*

4. Let us observe the international situation that is changing before our eyes. The progressive change in the international situation may be regarded as a movement against the tyranny and high-handedness of the white people. It may be regarded as the beginning of a racial war for emancipating the colored people, who form the greater part of the human inhabitants of the world, from the enslaving oppression by the whites, and realizing equality and peace for all the human beings on earth. It may also be regarded as the beginning of a spiritual war for rectifying the material civilization of the West by the moral civilization of the East.

These two great missions from Heaven are the natural obligations which our Japanese Empire must bear. Japan has already taken the initial step towards the fulfillment of the obligations by assisting the new State of Manchukuo, withdrawing from the League of Nations, and abrogating the Washington Naval Treaty.

In order to fulfill the great missions imposed by Heaven, our Japanese Empire must keep herself strong and upright. For it will be impossible for her to care for others if she herself is weak, and perpetual expansion for her nation will be impossible if she does not properly employ the strength she has.

—Major-General Hayao Tada, Commanding Japanese Forces in North China, in "Peking and Tientsin Times," Tientsin, China, October 9, 1935.

5. Viewed in the light of its historical precedents and character, and also in the light of its cultural mission, expansion on the continent is the destiny of our race.

—Tatsuo Kawai, Japanese Minister to Australia, in "The Goal of Japanese Expansion," 1938.

6. The Japanese themselves avow the boundlessness of their ambitions. The center of those ambitions is the conquest of China, but they include the

overrunning of all East Asia, the carving up of the whole Pacific area, and unlimited aggression throughout the world. The attack on China, therefore, cannot be considered apart from the worldwide aggression contemplated by the Japanese militarists. Whether they say "a conclusion to the China Incident," or "to the south the defensive; to the north the offensive," or "to the north the defensive; to the south the offensive," it is only a matter of sequence in the steps of their great scheme. Tanaka declared: "If China be completely conquered by us, Central Asia and Asia Minor, India and the South Seas, with their heterogeneous peoples, will certainly fear and yield to us; the world will be given to understand that East Asia is in our possession." He also spoke of the inevitability of war between Japan and America and Russia. "The rich resources of China," he wrote, "will become instrumental to the conquest of India, the South Seas, Central Asia and Asia Minor and Europe."

—Generalissimo Chiang Kai-shek, October 10, 1940.

7. Japan is often called in our poetic language "Sumera Mikuni," which conveys somewhat the meaning of a divine clime all-integrating and all-embracing. By keeping in mind its philosophical implications one will be able to grasp the keynote of the Imperial Rescript issued on September 27, 1939, at the time of the conclusion of the Tripartite Pact. Therein our gracious Tenno proclaimed solemnly that the cause of great justice should be extended to the far end of the earth, so as to turn the world into one household and thus enable all nations to secure their due places. This significant passage in the Rescript will clarify the very character of our August Sovereign, ever anxious to act as the head of an all-embracing universal family, in the bosom of which all nations shall be allotted their respective posts in a dynamic order of harmony and co-operation. It is incumbent upon our Tenno to do His best to restore "the absolute cosmic life-centre" and to reconstruct remote antiquity; by so doing, He wishes to transform the present-day lawless, chaotic world, where the weak are left to fall prey to the strong, into one large family community in which perfect concord and consummate harmony shall prevail.

This is the objective of the divine mission Japan has been called to fulfill from time immemorial. In a word, it is to permeate the whole earth with one cosmic vitality embodied in our Divine Sovereign, so that all the segregated national units may be led to re-unite themselves spiritually with the sincere feeling of brothers sharing the same blood. Only in this way will all the nations of the world be induced to abandon their individualistic attitude—which finds expression first of all in the current international law—instead of indulging in the pursuit of self-interest.

—Chikao Fujisawa, in "The Divine Mission of Nippon," 1942.

8. From now on the war will be long, with much difficult fighting. It is our duty to take back all our Pacific Islands and expand even as far as Aus-

tralia, thus rescuing our brothers of Greater East Asia and spreading the spirit of universal brotherhood. You, as the rising generation, must study and work hard so that you may, in future, rescue the people of the Co-Prosperty Sphere. You must keep the fighting spirit alive within you.

—Admiral Takahashi, Former Commander-in-Chief of Japanese Navy.
Quoted in "Australian News Summary," October 2, 1944.

IV—The Japanese Have Been Aggressors for Centuries

The origins of the Japanese ambition to conquer China are to be traced far further back than September 18, 1931. Even in Ming times the predatory proclivities of the Japanese had become fully apparent. In those days Toyotomi Hideyoshi gave expression to the idea of "crossing the mountains and the seas, entering the land of Ming and making ours its four hundred counties." Later there was wild talk from one Shusin Soejima of "seizing lands from Ching (the Manchu Empire)" and of "making one province of the Ching domains a base on the Continent." So we see that the covetous desire for Chinese soil took root some three hundred or more years ago. At the time of the invasion of Korea and during the subsequent war with China the Japanese made the possession of our North-East their objective. When in 1904 they entered upon the war with Russia they were intent on the same prize. The humiliation to which they have subjected China goes back three centuries, to the days when their pirates marauded on our coasts; tales of their deeds are still current among the people of those districts.

September 18, 1931, however, is a date that marks the point at which Japanese aggression took on full definition of its enormous scope, being seen, as the Tanaka Memorial put it, to seek "the conquest of China, Asia, India and the South Seas" and "the domination of East Asia as a means to conquest of the world." The first step was the seizure of the North-East to serve as a field headquarters in the campaign of global aggression. The history of conflict between China and Japan is written about the theme of the North-East. Those powers resolved to prevent Japan's encroachment upon Asia and other parts of the world can ill afford to neglect the importance of the Northeast. That the leaders and publics of all countries should be properly aware of the relevant facts is as necessary as knowledge of them among the Chinese people. The loss of the provinces to China would inhibit her national reconstruction, and in Japanese hands they would be utilized not only in the destruction of China but also in the prosecution of aggressive expansion elsewhere in the world. Our survival and world security alike demand the expulsion of the invader from the North-East and its integral restoration to the Chinese state.

—Generalissimo Chiang Kai-shek, September 18, 1941.

V—Failure To Deal with Japan's Criminal Acts in Manchuria Encouraged Further Aggression

1. . . . Since that thunder of gunfire in the north and the fall of Mukden, since that outrage and affront was laid on our entire people, nine years have rapidly passed away. . . . The people now living under the puppet Manchurian regime have no power, and giving and taking life or anything else rests in the hands of the Japanese. The slightest motion cannot escape their strict surveillance and control. . . .

The occurrence of September 18 nine years ago formed a prime factor in upsetting international peace and order in the world. The present war in Europe may be put down to the Japanese militarists as the prime movers responsible. Now, the wilder they wax the more diplomatically isolated the Japanese become, and the course before them the more perilous. The saying, "The perpetrator of many wrongs must at last bring on his own ruin," will apply to the inevitable outcome of Japan's actions—her boundless ambition will issue in self-destruction. It is for us at once to be revenged and to rid the world of this universal enemy.

—Generalissimo Chiang Kai-shek, September 18, 1940.

2. Although the first shots of war were fired at Marco Polo Bridge on July 7, 1937, the global conflict actually began as far back as thirteen years ago, in 1931, when Japan invaded Manchuria with impunity. The breakdown of collective security encouraged the aggressors and brought about this world-wide conflict. It is well known today that Japan's blueprint for world conquest sets forth the scheme for the conquest of China as the prelude to the conquest of the world. Thus the fall of Manchuria led to the attack at Marco Polo Bridge which, in turn, prepared the way for the outrageous attacks on Pearl Harbor and Singapore.

—H. H. Kung, Vice Premier of China, July 7, 1944.

CHAPTER TWO

Punishment of War Criminals

I—Japanese Violation of the Laws of Humanity

1. What I do want to emphasize is the barbarism of the Japanese militarists, a barbarism which would wipe out these basic human qualities that Heaven has implanted in men. This barbarism affects the whole future of mankind, and cannot be passed by. Since we began our resistance to the enemy countless industries and vast quantities of raw materials, at the front and in the occupied areas, have been totally destroyed, and young men and girls, women and children, the old and the weak, have been subjected to unspeakable horrors, to rape and plunder and burning and death.

—Generalissimo Chiang Kai-shek, July 7, 1938.

2. Nothing has been left of the "Soul of Yamato" and "Bushido," of both of which your country had been so proud. Poisonous gases are relentlessly used. Opium and narcotics are publicly sold. International treaties and principles of justice are trampled under the feet of your invading army. They massacred innocent civilians and wounded soldiers. They slung these poor creatures together by the hundreds and mowed them down with machine-gun fire. In some instance, they drove scores of people into a room and set fire to it. At other times they made competitions among themselves to see who killed most, simply for fun.

—Generalissimo Chiang Kai-shek, Broadcast to the People of Japan, July 7, 1938.

3. In 1932 at Shanghai, when the Chinese and Japanese had agreed in principle on certain conditions and were on the eve of signing an agreement, that very night the Japanese bombed and set fire to the sleeping suburb of Chapei, and tens of thousands of people were killed and wounded. Just before the outbreak of the present Pacific hostilities, while the Japanese Ambassador in America and Kurusu were carrying on conversations with Mr. Hull, the Japanese similarly without warning struck at Pearl Harbor.

Do you know what happened in Nanking? After our troops had withdrawn, the Japanese rounded up every able-bodied man they could find there, tied them wrist to wrist, made them walk out of the town, beat them and bayoneted them. Later on the Japanese did not even take the trouble to bayonet or shoot them, but made them dig their own graves and buried them alive.

What did they do to our children? They captured them and took their

blood for the purpose of blood transfusion. They also sent boatloads of our children to be trained as traitors to their own country. We have found many little spies who told us that they had been trained by the Japanese to work against us. This happened especially after the Japanese occupation of Manchuria in 1932, when these children were carried off in thousands and specially drilled to work against their fatherland.

When the Japanese occupy and seize a city they are not only out to loot everything but they try to kill the very soul of the people, they do everything to deaden body and soul. In cases when some of the surviving population were employed as laborers by the Japanese they received as part payment injections of opium and heroin. The Japanese are an incredibly cruel and inhumanly callous enemy.

—Mme. Chiang Kai-shek, February 12, 1942.

4. So far as Asia is concerned, the cruelties committed by the Japanese militarists are beyond description. The suffering and oppression which have been the fate of Formosans and Koreans since their subjugation by Japan should serve as a warning. As regards barbarities committed by the Japanese army since our war of resistance, the fall of Nanking in December 1937 is a case in point. Over 200,000 civilians were massacred within one week. For the last five years the civilian population of Free China has been subjected almost daily to bombings from the air and bombardments by heavy artillery. In every place invaded by Japanese troops, men, women, and children were either assaulted or killed. The young men and the educated people received their special attention, with the result that men of intelligence and ideas have been tortured. Nor is this all. Institutions of culture, objects of historical interest and value, and even articles necessary for livelihood, such as cooking utensils, ploughs, tools and domestic animals, have been either forcibly taken away or destroyed. In places under Japanese military occupation, rape, rapine, incendiarism, murder are frequent occurrences. Moreover they have with official connivance everywhere opened opium dens, gambling houses and houses of ill-fame in order to sap the vitality of the people and destroy their spirit. Such is the disgraceful conduct of the Japanese, the like of which is not found in countries invaded by other aggressor nations. What I have just said is but an inadequate description of the true state of affairs as reported by Chinese and foreign eyewitnesses.

—Generalissimo Chiang Kai-shek, Farewell speech in India, February 21, 1942.

II—Crime Must Not Pay

1. Japan has run up a long account, a very long account, of evil-doing; and that account must and will be settled.

These thoughts lie deep in the consciousness of every one of us in this

country, however close and menacing the German scourge may be. . . .

There is in our hearts a fixed and grim resolve to teach Japan once and for all the lesson that co-prosperity is not achieved by cruelty and oppression, and that he who draws the sword shall perish by it.

We of the British Commonwealth and Empire have a duty to our own people in the Far East who are imprisoned and enslaved by the Japanese.

. . . For the defeat of Japan, if it is to lead to lasting peace, means not only the physical defeat of her armed forces, which in itself will involve no mean effort, but also the defeat of those ideas which for more than a decade have been cultivated in the minds of the Japanese by their militarist leaders to the exclusion of everything that is reasonable and humane.

To those leaders Japan is indebted for the suppression of so-called "dangerous thoughts"; by which significant expression they mean all liberal tendencies and any trend which might lead the Japanese people away from the militarist programme of shameless aggression and exploitation.

To those leaders again Japan is indebted for the creation of a police force and gendarmerie which rival the Gestapo in barbarity.

These evils flourish today, and so thorough has been the eradication of sane thought that the Japanese armed forces, representing as they do all classes of the nation, fight in the blasphemous conviction that they are inspired by some divine spirit in their orgies of destruction and slaughter.

We are committed to the destruction of those forces and we shall destroy them. . . .

—Anthony Eden, *British Foreign Secretary*, July 7, 1943.

2. In China, it has been realized long ago that it is not merely futile to expect civilized behavior on the part of the Japanese militarists, but also criminal foolhardiness for the governments of the United Nations not to describe in clear terms the type of enemy we have to fight against. Words have never impressed Tokyo and there are no indications that they will. The only way to square the criminal account with Japan is to see that justice is effectively brought to bear on the authors after the war. To hasten that day, the war against Japan must be pressed with renewed determination and vigor and with all we have.

—Hollington Tong, *Chinese Vice-Minister of Information*, *Chungking, China*, January 30, 1944.

3. . . . Japan must disgorge all her territorial conquests. The Cairo declaration has made it definite that Japan must surrender all territories which she has taken by violence and greed. She must restore the independence of Korea. War criminals must be brought to justice; adequate restitution must be made for properties looted, damaged, and destroyed.

—H. H. Kung, *Vice-President of the Executive Yuan and Minister of Finance of China*, at *University of Chicago Round Table*, June 30, 1944.

4.

GENERAL HEADQUARTERS,
SOUTHWEST PACIFIC AREA,
Office of the Commander in Chief.

To the Commander in Chief, Japanese Military Forces in the Philippines,
Field Marshall Count Terauchi:

The surrender of American forces in previous campaigns in the Philippines was made in full reliance that prisoners of war would be accorded the dignity, honor, and protection provided by the rules and customs of war.

Since then unimpeachable evidence has been furnished me of degradation and even of brutality to which these gallant soldiers have been subjected, in violation of the most sacred code of martial honor. For such violations the Imperial Japanese Government will of course, be fully responsible to my Government.

As Commander in Chief of the Allied forces in the field, I shall in addition, during the course of the present campaign, hold the Japanese military authorities in the Philippines immediately liable for any harm which may result from failure to accord prisoners of war, civilian internees, or civilian noncombatants the proper treatment and due protection to which they, of right, are entitled.

—Douglas MacArthur, *General, United States Army, Commander in Chief*, October, 1944.

5. The Government has been collecting evidence of acts of criminality committed by the Japanese against Australians and others. . . . The report revealed evidence of massacre, torture and maltreatment of Australians, both military personnel and civilians, and of New Guinea natives, as well as evidence of numerous lesser breaches of the rules of warfare.

These rules had been solemnly laid down at Geneva conventions in 1906 and 1926 and at the Hague Convention in 1907, all of which Japan signed and ratified, and in the Prisoners-of-War Convention of 1929, which Japan signed and which she publicly undertook, shortly after the war broke out, to observe on a basis of reciprocity.

The Australian Government is determined that nothing that can be done to punish those responsible for brutality and cruelty will be left undone. I should add that official enquiries to date have revealed occasional instances where Japanese soldiers and officers have behaved according to the standards of honorable conduct. . . . We can respect an enemy who acts in this manner and we do right to take note of cases where chivalry and decent conduct have been exhibited. . . .

An atrocity or breach of the laws of war is not only the concern of the State whose nationals suffer from the breach, but of all States upholding the law of nations and standards of civilized conduct.

—Herbert V. Evatt, *Australian Minister for External Affairs*, November 30, 1944.

III—Examples of War Crimes*

1. Out of regard for the feelings of the many relations of the victims, His Majesty's Government have been unwilling to publish any accounts of Japanese atrocities at Hong Kong until these had been confirmed beyond any possibility of doubt. Unfortunately there is no longer room for doubt. His Majesty's Government are now in possession of statements by reliable eye-witnesses who succeeded in escaping from Hong Kong. Their testimony establishes the fact that the Japanese army at Hong Kong perpetuated against their helpless military prisoners and the civil population, without distinction of race or colour, the same kind of barbarities which aroused the horror of the civilised world at the time of the Nanking massacre of 1937.

It is known that 50 officers and men of the British army were bound hand and foot and then bayoneted to death. It is known that 10 days after the capitulation wounded were still being collected from the hills, and the Japanese were refusing permission to bury the dead. It is known that women, both Asiatic and European, were raped and murdered, and that one entire Chinese district was declared a brothel, regardless of the status of the inhabitants. All the survivors of the garrison, including Indians, Chinese, and Portuguese, have been herded into a camp consisting of wrecked huts without doors, windows, light or sanitation. By the end of January 150 cases of dysentery had occurred in the camp, but no drugs or medical facilities were supplied. The dead had to be buried in the corner of the camp. The Japanese guards are utterly callous, and the repeated requests of General Maltby, the General Officer Commanding, for an interview with the Japanese commander have been curtly refused. This presumably means that the Japanese high command have connived at the conduct of their forces. . . .

The Japanese have, in fact, announced that they require all foreign consuls to withdraw from all the territories they have invaded since the outbreak of war. It is clear that their treatment of prisoners and civilians will not bear independent investigation.

It is most painful to have to make such a statement to the House. Two things will be clear from it, to the House, to the country and to the world. The Japanese claim that their forces are animated by a lofty code of chivalry, Bushido, is a nauseating hypocrisy. That is the first thing. The second is that the enemy must be utterly defeated. The House will agree with me that we can best express our sympathy with the victims of these appalling outrages by redoubling our efforts to ensure his utter and overwhelming defeat. . . .

Sir Percy Harris: Will my right hon. Friend make it clear that not only the Emperor, but the Government and the whole Japanese people, are responsible for these atrocities, and not merely the army?

Mr. Eden: Yes, Sir, that is certainly so. . . .

—Anthony Eden, *British Foreign Secretary*, March 10, 1942.

*See also: *Report on the Destruction of Manila and Japanese Atrocities, February, 1945*, issued by the Office of the Resident Commissioner of the Philippines to the United States, Washington, D. C. A collection of signed statements, affidavits and photographs.

2. National Health Administration Director-General Dr. P. Z. King's statement on Japanese attempts at bacterial warfare against China, and reports submitted by Chinese and foreign medical experts, definitely prove that at least on five occasions Japan has resorted to ruthless bacterial warfare in China.

In the first instance, a quantity of wheat grains was dropped by Japanese planes over Ningpo on October 27th, 1940. An epidemic broke out soon after and lasted thirty-four days, claiming ninety-nine victims. Diagnosis of plague was definitely confirmed in laboratory tests. On October 4th, 1940, a Japanese plane scattered rice and wheat grains and fleas over Chuhsien, Chekiang. Bubonic plague appeared thirty-eight days later, causing twenty-one deaths. Kihwa was attacked by three Japanese planes on November 18th, 1940, dropping a large quantity of translucent granules like shrimp-eggs. Microscopic examination revealed the presence of plague bacilli, though no epidemic resulted. On November 4, 1941, a Japanese plane visited Changteh, Hunan, dropping rice, paper, and cotton wads on which bacilli were found. Later nine cases of plague were reported. Numerous circumstantial evidences including infected rats proved beyond doubt the origin of the epidemic. Lastly, a serious attack of plague has broken out in Suiyuan, Ninghsia, and Shensi. Six hundred cases were reported. A recent communique from military authorities stated that a large number of sick rodents was set free by the enemy there.

—Generalissimo Chiang Kai-shek, April 28, 1943.

3. After they had been caught unawares by the falling of American bombs on Tokyo Japanese troops attacked the coastal areas of China, where many of the American fliers had landed. These Japanese troops slaughtered every man, woman, and child in those areas. Let me repeat—these Japanese troops slaughtered every man, woman, and child in those areas, reproducing on a wholesale scale the horrors which the world had seen at Lidice, but about which people have been uninformed in these circumstances.

The dastardly execution of the American fliers, who were taken as prisoners of war, has made it clear to all Americans that we face an enemy who knows no codes of law or decency. The only language which such an enemy understands is that of the weapons of war.

—Generalissimo Chiang Kai-shek, April 28, 1943.

4. "The march of death" began when thousands of prisoners were herded together at Mariveles airfield on Bataan at daylight on April 10, 1942, after their surrender.

Though some had food, neither Americans nor Filipinos were permitted to eat any of it by their guards. They were searched and their personal belong-

ings taken from them. Those who had Japanese tokens or money in their possession were beheaded. . . .

Filipino civilians tried to help both Filipino and American soldiers by tossing us food and cigarettes from windows or from behind houses. Those who were caught were beaten. . . .

Col. Dyess' sworn statement declared that the Japanese officer commanding Camp O'Donnell, where the survivors of the Bataan death march were imprisoned, delivered a speech to the American and Filipino soldiers telling them that they were not prisoners of war and would not be treated as such, but were captives without rights or privileges. . . . After the prisoners had been at Camp O'Donnell for one week the death rate among American soldiers was 20 a day, and among Filipino soldiers 150 a day. After two weeks the death rate increased to 50 a day among Americans and 500 a day among Filipinos. To find men strong enough to dig graves was a problem. Shallow trenches were dug to hold 10 bodies each.

"The actual conditions I find impossible to describe," Col. Dyess' statement reads. "It is impossible from a description to visualize how horrible they really were."

One dilapidated building was set aside and called a hospital. Hundreds of men lay naked on the bare floor without covering of any kind. The doctors had not even water to wash human waste from their patients. Some afflicted with dysentery remained out in the weather near the latrines until they died.

Men shrank from 200 pounds to 90. They had no buttocks. They were human skeletons.

"It was plain and simple starvation," Col. Dyess' statement reads. "It was difficult to look at a man lying still and determine whether he was dead or alive."

The Japanese promised medicines, but never produced them. Once the Japanese allowed the Red Cross at Manila to bring in quinine. How much the prisoners never found out. The Japanese did not issue enough to cure 10 cases of malaria, and there were thousands.

The sick as well as those merely starving were forced into labor details by the Japanese. Many times men did not return from work. By May 1, 1942, only about 20 out of every company of 200 were able to go on work details. Many died in the barracks overnight. Frequently, for no apparent reason, the prisoners were forced to line up and stand in the sun for hours. . . . Men were literally worked to death. It was not unusual for 20 per cent of a work detail to be worked to death. In one instance, 75 per cent were killed that way.

—From *Joint U.S. Army-Navy Statement*, January 28, 1944.

5. For some time past, information has been reaching His Majesty's Government regarding the conditions under which prisoners are detained and worked in some of these areas. . . . It becomes my painful duty to tell the

House that in Siam there are many thousands of prisoners from the British Commonwealth, including India, who are being compelled by the Japanese military to live in tropical jungle conditions without adequate shelter, clothing, food, or medical attention: and these men are forced to work on building a railway and making roads. Our information is that their health is rapidly deteriorating, that a high percentage are seriously ill, and that there have been some thousands of deaths. Here may I add that the number of such deaths reported by the Japanese to us is just over 100.

If that were the whole of the story it would be bad indeed but there unhappily is worse to come. We have a growing list of cases of brutal outrage on individuals or groups of individuals. I could not burden the House with the full tale of these. But in order to give an idea of their nature I must, I fear, quote a few typical examples. First, two cases affecting civilians. The first is that of an officer in the Shanghai Municipal Police Force. Along with some three hundred other Allied nationals, he was interned by the Japanese in the detention camp for so-called "political suspects" at Haiphong Road in Shanghai. He incurred the displeasure of the Japanese gendarmerie and was taken away to their office in another part of the town. When he emerged from the building he was practically out of his mind; his arms and feet were infected where ropes had left deep scars; and he had lost 40 pounds of weight. He died within a day or two of his release. The second case comes from the Philippine Islands. Here, on the 11th of February, 1942, three British subjects escaped from the Japanese civilian internment camp at Santo Tomas, Manila. They were re-captured and flogged by the camp guard. Two days later, on the 14th of February, they were sentenced to death by a military court, despite the fact that international law prescribes the imposition of only disciplinary punishment for attempts to escape. The firing party used automatic pistols, and the three men were not killed outright.

I now turn to cases affecting soldiers. A number of Indian soldiers captured in Burma, having had their hands tied behind their backs, were made to sit in groups by the side of the road. They were then systematically bayoneted from behind in turn, each man receiving apparently three bayonet thrusts. By some miracle one man who collapsed subsequently recovered and escaped to our lines. That's how we know. . . .

I have said sufficient to show the barbarous nature of our Japanese enemy. He has violated not only the principles of International law but all canons of decent and civilised conduct. His Majesty's Government have repeatedly made the strongest possible representations to the Japanese Government through the Swiss Government. . . . The Japanese know well what are the obligations of a civilised Power to safeguard the life and health of prisoners who have fallen into their hands. . . . Let the Japanese Government reflect that in time to come the record of their military authorities in this war will not be forgotten. It is with the deepest regret that I have been obliged to make such a statement to the House. But after consultation with their Allies who are

equally victims of this unspeakable savagery, His Majesty's Government have felt it to be their duty to make public the facts.

—*Anthony Eden, British Foreign Secretary, in House of Commons, January 28, 1944.*

6. Charge XVII. American personnel have suffered death and imprisonment for participating in military operations. Death and long-term imprisonment have been imposed for attempts to escape, for which the maximum penalty under the Geneva convention is thirty days' arrest. Neither the American Government nor its protecting power has been informed in the manner provided by the convention of these cases, or of many other instances when Americans were subjected to illegal punishment. Specific instances are cited under the next charge. . . . At Cabanatuan Lieut. Cols. Lloyd Biggs and Howard Breitung and Lieut. R. D. Gilbert, attempting to escape during September 1942, were severely beaten about the legs and feet and then taken out of the camp and tied to posts, were stripped and kept tied up for two days. Their hands were tied behind their backs to the posts so that they could not sit down. Passing Filipinos were forced to beat them in the face with clubs. No food or water was given to them. After two days of torture they were taken away and, according to the statements of Japanese guards, they were killed, one of them by decapitation.

—*State Department Telegram of Protest, February 11, 1944.*

7. We saw our first victims of Japanese coercion on Leyte. Young boys with arms scarred had been given the "sun treatment"—tied all day face up under the blazing skies because they would not collaborate. And in the suburbs of Tacloban, the capital, our first recaptured town, we were shown a rise of earth on a little hill, no gravestones, no markers there to point to the presence of two hundred dead, shot there together for refusing to collaborate with Japan. How ably the Japanese disposed of everything, even these poor bodies in one unmarked grave! We heard on Leyte of their actions everywhere, how their army trucks came to every door, and soldiers entered the houses taking everything that might be of use, and throwing all else out of the windows, or firing it there. All their loot was taken on ships to Japan, leaving the Philippines stripped to its scorched earth.

—*Brig. General Carlos P. Romulo, Resident Commissioner of the Philippines to the United States, December 14, 1944.*

8. Yesterday American infantrymen, picking their way along the Marques de Comillas street in the Ermita district, came across a horrible sight—approximately twenty Filipino women, with their hands tied behind their backs, lying dead in pools of their own blood. They had been bayoneted.

A few minutes later the Americans came across two Chinese with severe saber wounds in the neck. There were also bodies of dead children.

Today in one compound south of the Pasig River advancing American troops found thirty bodies of Filipino civilians who had been shot or burned. The bodies of a woman and her suckling child were among them. They had been killed by rifles.

An officer told correspondents today that a Piper Cub artillery spotter flying over Intramuros saw Japanese using civilians as shields for their battery. The Japanese mortar opened up on the American-occupied zone in Manila, he said. When the American guns began replying to the fire the Japanese were seen to herd many civilians into the building where the mortar was located, with the evident intention of forcing the Americans to cease fire or hit the helpless populace.

These things are typical of blazing Manila as the enemy wields fire and sword against the helpless civilians, just as he did in Nanking, Hong Kong and Singapore. Homes have been burned, while Japanese soldiers, slowly retreating before the American advance, fire rifles and machine guns into men, women and children who try to escape. There have been cases of men who have been taken away for questioning, imprisonment and, in many cases, mass execution. . . .

We have seen enough of this destruction and talked with enough victims to establish this terrible pattern. We have walked up and down hospital corridors with haggard faced doctors and nurses and looked upon the broken, burned and maimed bodies of civilians, many of whom were brought there by American Army ambulances. The victims' stories are the same, no matter the district from which they come, and they have been verified by doctors and priests who have helped us question them. It is a sober warning to those who would have us believe that we can live in peace with a militaristic Japan.

As the Americans approached the city Japanese soldiers, who had been instructed to fight and die to the last man, told civilians: "We will die, but we will take you with us. The Americans will take Manila, but few of you will live to see them."

This was the design, whether or not the enemy has been able to carry it out as completely as he intended.

—*George E. Jones, "New York Times" Correspondent, February 15, 1945.*

9. In one of the most frightful atrocities of the Pacific war, the Japanese shot and bayoneted seventy persons in cold blood last Monday within the walls of La Salle College, in South Manila.

And as Filipinos, Spaniards, and German and Irish religious brothers and an Australian priest lay writhing in agony on the floor, Japanese soldiers tore the dresses from dying Filipino girls and raped them.

There are only eight or ten survivors of this blood bath. The Rev. Francis J. Cosgrave, forty-seven years old, a Redemptorist Father of Sydney, Australia, who had been Superior of his order in Manila, lay on a cot in Santo Tomas University today and told me of this barbarous act.

Father Cosgrave was bayoneted twice in the left breast. He dragged himself from under the pile of bodies and crawled into the chapel, where he lived by drinking water from the altar vases and swallowing the wafers used for Holy Communion until he was rescued Thursday.

Father Cosgrave said that last Monday twenty or thirty Japanese who had used one wing of the college as a barracks, while permitting seventy refugees to live in another wing, had entered the dining room just after the seventy had finished lunch.

A Japanese officer leading the group screamed something, pulled out his pistol and fired point-blank into the huddled group of men, women and children. Then the rest of the Japanese charged with bayonets, and hacked right and left until all of the seventy were lying in pools of blood on the floor.

Nearly everyone was bayoneted twice and several were shot as well, Father Cosgrave said. The Japanese dragged the bodies into a heap. Father Cosgrave, in a coma, found himself under two or three dead. He lay there until 10 o'clock Monday night. Every hour the Japanese would come in and kick and taunt the dying and rape a few girls. Children two years old had been bayoneted, and the returning Japanese bayoneted them again.

Father Cosgrave, in a quiet moment, clawed his way out of the pile of bodies and up the stairs into the chapel, where he hid behind the altar. About eight or ten persons followed him. They lived there in misery until Thursday, when artillery of the 1st Cavalry division began to pound the place. Shrapnel and bullets flew about. Then Father Cosgrave heard an American officer shout. He stood up and staggered down the chapel aisle to safety.

The victims included a prominent Filipino judge named Carlos, two Filipino doctors, four German brothers of the De La Salle Order, two Irish brothers of the same order and a Spanish family of four. The others were Filipino families and their servants. About half the victims were women and children.

Father Cosgrave said Brother Xavier, head of the college, was taken out and shot by the Japanese two days before the mass atrocity was committed. Father Cosgrave gave the name of one victim as Brother Leo, believed to have taught at De La Salle Academy in New York. Brother Leo was the first to die.

Father Cosgrave said one of the Filipino doctors only a few hours before had bound up a hip wound of the Japanese officer who came in and opened fire on the defenseless humans.

Father Cosgrave, born in Ireland, had lived most of his life in Australia. . . .

In the ruined halls of De La Salle College in South Manila today I counted fifty bodies remaining of the seventy who were bayoneted by the Japanese last Monday.

The floor of the chapel was red with the blood of three Christian Brothers who had died in front of the altar. Their bodies were sprawled grotesquely against the pews. Between two of them lay the slashed body of a boy of eight or ten. Another of these brothers who had devoted their lives to teach-

ing had fallen half way down the aisle, probably as he crawled forward to die before the tabernacle. Five more bodies, including two women, were heaped at the rear of the chapel.

The trail of victims led down a broad stairway to the ground floor, a stairway of thirty steps, all slippery with blood. Men, women and children, and more brothers in their dark brown habits, were piled at two turns in the stairway. Some were lying on blood-drenched mattresses.

No mass was celebrated this morning in De La Salle Chapel. The sunlight poured through shattered windows. From a mile away came the crump of bursting shells and the chatter of machine guns. The stench was overpowering.

—Frank Kelly, "New York Herald Tribune" Correspondent, Manila, February 18, 1945.

CHAPTER THREE

Disarming the Aggressor

I—It Is Essential to Break the Aggressor Mentality

1. The minds of the Japanese militarists are crazed with this sort of dream. Their so-called "New Order in East Asia" is the phrase in which they express their determination to see all the countries on the shores of the Pacific and all the peoples of Asia acknowledge their overlordship. So they plunge into mad adventures and throw themselves toward ruin. Their nature, however, is such that save on the point of extinction they will never realize the error of their ways. Aware of this, China is resolved to fight not only to smash their scheme of conquest in so far as it applies to her, but also to shatter their hope of subduing the rest of Asia. China is the most ancient and the largest Asiatic country. Without her, East Asia would dissolve. She has not, therefore, shrunk from assuming responsibility for the stability of East Asia.

—Generalissimo Chiang Kai-shek, October 10, 1940.

2. That Japanese military machine and military caste and military system must be utterly crushed, their credit and predominance must be utterly broken, for the future safety and welfare of the United States and of the United Nations and for the future safety and welfare of civilization and humanity.

—Joseph C. Grew, Former U. S. Ambassador to Japan, August 30, 1942.

3. We should all realize that we can never bring Japan to her senses by inflicting only a partial defeat on her, still less by merely defeating her Axis partners in Europe, as some might believe. It will be useful for all of us to heed the warning of Ambassador Grew, and to fight hard for the total defeat of Japan.

—Wang Shih-chieh, Chinese Minister of Information, Chungking, China, September 15, 1942.

4. The objective of today is clear and realistic. It is to destroy completely the military power of Germany, Italy and Japan to such good purpose that their threat against us and all the other United Nations cannot be revived a generation hence.

—Franklin D. Roosevelt, President of the United States, October 12, 1942.

5. President Roosevelt, Generalissimo Chiang Kai-shek and Prime Minis-

ter Churchill, together with their respective military and diplomatic advisers, have completed a conference in North Africa. The following general statement was issued:

The several military missions have agreed upon future military operations against Japan.

The three great Allies expressed their resolve to bring unrelenting pressure against their brutal enemies by sea, land, and air. This pressure is already rising. The three great Allies are fighting this war to restrain and punish the aggression of Japan. They covet no gain for themselves and have no thought of territorial expansion.

It is their purpose that Japan shall be stripped of all the islands in the Pacific which she has seized or occupied since the beginning of the first World War in 1914, and that all the territories Japan has stolen from the Chinese, such as Manchuria, Formosa, and the Pescadores, shall be restored to the Republic of China. Japan will also be expelled from all other territories which she has taken by violence and greed.

The aforesaid three great powers, mindful of the enslavement of the people of Korea, are determined that in due course Korea shall become free and independent.

With these objects in view, the three Allies, in harmony with those of the United Nations at war with Japan, will continue to persevere in the serious and prolonged operations necessary to procure the unconditional surrender of Japan.

—Joint Communique, Cairo, December 1, 1943.

II—Japan Claims the Right To Dominate Her Neighbors

1. Owing to the special position of Japan in her relations with China, her view and attitude respecting matters that concern China may not agree at every point with those of foreign nations, but it must be realized that Japan is called upon to exert the utmost effort in carrying out her mission and fulfilling her special responsibilities in Eastern Asia.

Japan has been compelled to withdraw from the League of Nations because of failure to agree in opinions on the fundamental principles of preserving peace in Eastern Asia. Although Japan's attitude toward China may, at times, differ from that of foreign countries, such a difference cannot be evaded, owing to Japan's position and mission. . . .

Japan, therefore, must object to such undertakings [as may endanger her position] as a matter of principle, although she will not find it necessary to interfere with any foreign country's negotiating individually with China on questions of finance or trade as long as such negotiations benefit China and are not detrimental to peace in Eastern Asia.

However, the supplying to China of war planes, the building of airdromes in China and the detailing of military instructors and advisers to China, or the contracting of a loan to provide funds for political uses would obviously tend to alienate the friendly relations between Japan and China and other countries and to disturb the peace and order of Eastern Asia. Japan will oppose such projects.

The foregoing attitude of Japan should be clear from the policies she has pursued in the past, but on account of the fact that positive movements for joint action in China by foreign Powers, under one pretext or another, are reported to be on foot, it is deemed not inappropriate to reiterate her policy at this time.

—*Official Spokesman of the Japanese Foreign Office, April 17, 1934.*

2. And then the ruthless Japanese invader struck. He wrecked the economic structure on which our nation had been built and sought to destroy our liberties. He inflated our currency with worthless Japanese money. He disrupted our communications. He plundered the wealth of our farms and our factories, our forests and our mines. He conscripted laborers for his own purpose. He forced upon our people his ideas of regimentation and totalitarianism, and substituted violence, suspicion, and terror for order, confidence and peace.

—*Sergio Osmena, President, Commonwealth of the Philippines, November 15, 1944.*

3. The hordes of imperialist Japan, like the [Fascist] cohorts in Europe, invaded the Philippines in their insatiable thirst for domination and exploitation. They have attempted to enslave our country and block our march to independence. For a time, dazzled by their easy victories, they dreamed of consolidating their conquests in the Pacific and in Asia. . . . Aside from robbing us of our material wealth, Japan has sought to destroy our Christian civilization, our orderly and democratic way of life and our individual and national freedom.

—*Sergio Osmena, President, Commonwealth of the Philippines, upon resumption of civil government in Leyte, November 1944.*

4. We cannot close our eyes to the realities of the Japanese occupation. It is cruel and harsh. An arbitrary government has been imposed on the Filipino people by the sword, and the initial misfortune of American and Filipino arms left the majority of eighteen million Filipinos no other recourse but to submit to a despotic regime if they were to survive.

—*Sergio Osmena, President, Commonwealth of the Philippines, November 23, 1944.*

III—Japan Can Not Be Trusted

1. Perhaps the biggest single problem of the Pacific Area that will confront the United Nations will be that of deciding what is to be done about

Japan once she is defeated and her military power destroyed. It may be taken as axiomatic, of course, that Japan must be completely disarmed, that the power and influence of her militaristic rulers must be broken permanently, that the possibility of further aggression must be effectively prevented, and that she should make due recompense, in so far as this is economically feasible, for the great harm she has done to China and the other areas which have suffered from her ruthless occupation.

—*Walter Nash, New Zealand Minister to the United States, 1943.*

2. . . . There must be an immediate and complete disarmament of Japan. Japan cannot be trusted with the weapons of war. Her war factories must be demolished and her system of military service must be abolished.

. . . It will be necessary to maintain control for a number of years over her heavy industries in order to prevent Japan from secretly rearming.

—*H. H. Kung, Vice-President of the Executive Yuan and Minister of Finance of China, June 30, 1944.*

3. The word and the honor of Japan cannot be trusted . . . whether or not the people of Japan itself know and approve of what their war lords and their home lords have done for nearly a century, the fact remains that they seem to be giving hearty approval to the Japanese policy of acquisition of their neighbors and their neighbors' lands and a military and economic control of as many other nations as they can lay their hands on. It is an unfortunate fact that other nations cannot trust Japan. It is an unfortunate fact that years of proof must pass before we can trust Japan, and before we can classify Japan as a member of the society of nations which seeks permanent peace and whose word we can take.

—*Franklin D. Roosevelt, President of the United States, August, 1944.*

CHAPTER FOUR

The Danger to World Security of Japan's Economic Aggression

I—Japan Developed Economic Exploitation as a Weapon

1. The new order (in East Asia) envisages a certain degree of economic cohesion and co-ordination between Japan, Manchukuo and China, and the formation of a single economic unit in the presence of the similar units which already exist elsewhere and which are both powerful and self-sufficing. Although the term "bloc economy" is frequently applied to such an arrangement, the proposed unit in East Asia is by no means to be a system of closed trade.

However, it is most natural and proper that the two neighbor nations closely bound together by the ties of race and culture — Japan, poor in natural resources and without a large domestic market, and China, still economically weak — should work together in order to ensure their independence as regards vital supplies as well as their markets in times of emergency. Within these limits, it must be admitted that the economic activities of the countries which lie outside the limits of East Asia would have to be regulated.

—Hachiro Arita, Japanese Foreign Minister, December 19, 1938.

2. We hear such slogans as "economic unity" and "economic bloc." This idea has been promoted for many years by the Japanese and has had considerable influence. It is essential to the proposed "homogeneity of East Asia." On the slogan they have rung many changes; now speaking of "economic reciprocity" and again of "economic co-operation." In the manifesto of the Japanese government issued on November 3, "economic union" is used. In the latter part of November enemy newspapers printed the headline, "Japan, Manchukuo, and China are to form an economic unit and henceforth share a common fate." In his statement of December 19, Arita said, "Japan has decided to convene an economic conference in order to bring about close economic collaboration between Japan, 'Manchukuo,' and China, and to strengthen the idea of economic union."

What is called an "economic bloc" is in reality economic exploitation. Such instruments of economic aggression as the North China Development Company and the Central China Development Company have been set up for some time. Conversations on economic matters have been held more than

once by self-styled representatives of "Manchukuo" and China with officials of Japan. Two days after Konoye's statement, what the Japanese call their Planning Board adopted a resolution urging "the expansion of the productive capacity of Japan, 'Manchukuo,' and China." This "economic bloc" is designed to be the means not only of controlling our Customs revenue and finance and of monopolizing our production and trade, but also of gradually limiting the individual freedom of our people even in regard to food and clothing, residence and travel. The Japanese are to have power over life and death, the power of binding and loosening; we are to become their slaves and their chattels. We are to have our substance devoured by tyrants.

Finally, we learn of the "Asia Development Board" set up as a result of agitation for a medium through which Japan could deal with China. The China Affairs Council projected previously has now given way to this. The arrogant inclusiveness of the new name is a flagrant insult to all the peoples of Asia. Japan is bent not simply on ruining and dismembering China; her ambition for conquest now extends to the entire continent of Asia.

—Generalissimo Chiang Kai-shek, December 26, 1938.

3. If we are to embark on the creation of a new order in East Asia through the mutual assistance and solidarity of Japan, Manchukuo and China it will, of course, be necessary to enforce certain restrictions and regulations in spheres having a vital bearing upon the national defense and economic independence of the three countries.

—Hachiro Arita, Japanese Foreign Minister, in address to Diet, January 21, 1939.

4. The American people, from all the thoroughly reliable evidence that comes to them, have good reason to believe that an effort is being made to establish control, in Japan's own interest, of large areas on the continent of Asia, and to impose on those areas a system of closed economy.

—Joseph C. Grew, United States Ambassador to Japan, in a speech to the Japan-America Society, Tokyo, October 19, 1939.

5. The Japanese rejected assurance of the prosperity, the security, and the welfare for which they say they are fighting. . . . They attacked us because they did not want the prosperity of honest industry, fair trade, and sound finance. . . . They say that they want a so-called Greater East Asia Co-Prosperity Sphere including the South Seas. . . . Co-Prosperity means quite simply, and reduced to its elemental connotation, economic, financial, military, political, absolute hegemony, and all that can be comprised and denoted by a single ugly word—"slavery." . . .

The Japanese militarists turned from one kind of economic system—the honest kind, based on a real exchange of goods, in which we and they had lived and dealt for more than eighty years—to another kind of economic system, devised and developed by their Axis partners in Europe. This other

kind is fundamentally dishonest, since it requires that the conquering power import without exporting. The economics of totalitarianism is wholesale robbery. Since Japan has invaded China, the Japanese can no longer deal with the Chinese on equitable terms. Therefore, the Japanese must go into China and take and take and take from the Chinese without giving them anything of value in exchange.

Even the Japanese militarists could not continue indefinitely a program of outright larcenies and burglaries. The robbery is reduced to a system. They have made that system resemble finance. Like our finance, it deals with money. Like ours it uses the familiar terms of cash, credit, loans, stock companies, government subsidies, traffic, taxes, and so on. Like ours, it tries to fit the habits by which all modern men think and work. There the resemblance ceases. . . .

Once new territory was acquired, the Japanese invaders . . . built up a currency system that rested on the fiat of the Japanese army and issued bank notes payable only in death to anyone who did not honor them. With this currency, the Japanese military manipulated exchange so as to conduct trade on a ruthlessly unfair basis. They supplemented this with outright confiscation, or capital levies, or simply with the murder of the property owners and the enslavement of the workers. Japanese-run monopolies fixed prices on what their own people wanted at ridiculously low levels, and Japanese military patrols "bought" at these prices. On this basis, Japan was able to develop a flourishing flow into Japan of goods, until the occupied area was pumped dry. Then some concessions would be made, in an attempt to prime the pump and sink it deeper into the well.

By the standards of past European imperialism, this kind of development is not imperialism. It is stark international holdup. Nevertheless, it worked, and it is still working, and it will continue to supply Japan with materials until we go in and stop the flow with bullets, bombs and torpedoes. . . .

The financial system that Japan has created is one that violates all concepts of honest dealing—irrespective of the particular epoch or system. It is the mere mask for a predatory military oligarchy which neither comprehends nor approves the principles of honest exchange, of stable money, and of international good faith.

—Joseph C. Grew, former United States Ambassador to Japan, in "Report From Tokyo," 1942.

II—Examples of Japan's Economic Aggression

1. EXCELLENCY: I have the honor to refer to representations made by my Government to the Japanese Government on frequent occasions during the past three years regarding interference with American enterprise and trade in China by the local Japanese authorities as well as by local regimes under Japanese control. For the most part, those representations, in which my

Government has called attention with patience and persistence to the curtailment of American interests and rights, have received unsatisfactory replies from the Japanese Government. By virtue of a widespread system of exchange and trade controls in North China which culminated on June 28, 1940, in the institution of a complete and discriminatory control of exchange, American trade with that area has come to a virtual halt. . . . My Government has now learned that at Shanghai the Japanese military authorities intend within the near future to impose restrictive measures, with widespread exchange and trade control, which will affect nearly one-third of the export commerce of Shanghai with countries outside the yen bloc, among which measures will be the requirement that exchange produced by the export of specified commodities shall be disposed of to Japanese banks, thus at one stroke injuring American banking enterprise as well as the American export and import trade. American enterprise having been practically eliminated from Manchuria, and American enterprise and trade in the North China area having been reduced to insignificant proportions, it now appears to be the intent of the military authorities of Japan to force American enterprise and trade out of Shanghai, the most important commercial center of China. . . .

—Note from the American Ambassador to Foreign Minister Matsuoka, October 11, 1940.

2. In the common interest of the United Nations, Japan must not be permitted to have undisputed possession of the territories she has seized in China and elsewhere, for with the help of time, she is accumulating added resources to continue the Axis war of aggression. The material she has commandeered during the past twelve months reaches staggering figures. From occupied territories within the Great Wall of China, on the average, every month, three million two hundred thousand tons of raw materials were shipped to Japan, whilst two million eight hundred thousand tons were shipped from the occupied territories in Manchuria to Japan. In addition, each month, she transported from territories inside the Great Wall two million three hundred thousand tons of material for the heavy industries she is building in Manchuria and other parts of Asia. In short, within the last year, Japan has seized and carried away, in round numbers, one hundred million tons of raw material for the use of her armed forces. This figure does not include the foodstuffs her army in China's occupied areas consumed. The importance of driving Japan from China can be further seen when we consider that from Malaya, Japan, the past year, had only shipped approximately six million tons, the ratio of about one to sixteen as compared with what she appropriated from China. She is continually consolidating her position as a vicious world threat and increasing her exploitation of China's resources, aimed at the United Nations.

—Mme. Chiang Kai-shek, June 16, 1943.

3. At least 340 Chinese factories in Japanese-controlled areas have been

taken over by the enemy who is now concentrating his efforts on the increase of production, particularly that of coal, iron and salt to make up for the insufficiency in those materials in Japan and in the Northeast (Manchuria), according to a survey published in a recent issue of the "Economic Reconstruction Quarterly."

The 340 factories do not include key enterprises such as power plants, public utilities, communications and telecommunications. Besides coal and iron mines the enemy has, with any excuse he can find, taken over light industries. The supply of raw materials and distribution of important products has been put under rigid control.

Five Methods of Seizure: It is pointed out in the survey that the thorough and ruthless manner in which the Japanese have forcibly taken over Chinese industries finds no precedent in the history of the exploitation of colonies. Summarized, the Japanese have used the following five methods in the seizure of Chinese enterprises:

(1) Controlled by the military. Following the occupation by Japanese forces of Chinese industrial and mining enterprises, the enemy Army Special Service section decides which should be placed under temporary army control and which should be entrusted to suitable Japanese firms for operation. As the army people are not well versed in the management of enterprises, the majority of those seized by the army are operated by Japanese firms. But the control remains with the army which can appoint new firms as it desires. All the power plants and mining enterprises seized by the army have been entrusted to Japanese government firms functioning in China.

(2) Operated by private Japanese firms. Chinese factories seized by private Japanese firms number 137, excluding silk filatures which are operated by a special Japanese firm. This number is broken down into the following categories:

Spinning and weaving mills	40
Flour mills	18
Docks	11
Paper manufacturing mills	9
Rubber factories	9
Tobacco factories	8
Dyeing and weaving mills	6
Hardware factories	5
Machine shops	4
Others (wool weaving, silk weaving, leather tanning, oil cracking, acid manufacturing, soap, paint, medicine, cement, sugar manufacturing, button making, electrical appliances, hat and alcohol distillery factories	27

(3) Operated by "joint interests." More than seventy Chinese factories are being operated under the so-called joint Sino-Japanese interests, but most of

them have been seized by the Japanese, with the Chinese owners forced to give the Japanese controlling interest in their enterprises. Of this figure, chemical factories number 27; hardware and machine shops 10; foodstuffs factories 9 and others 26. The total does not include a number of power plants, steamship companies, go-downs, bus companies, coal and iron mines and other enterprises which are being solely operated by Japanese national firms under the name of "joint" Sino-Japanese concerns.

(4) "Leased" to the Japanese. In Central China alone factories said to have been leased to the Japanese number 31, including 9 machine shops, 7 textile factories, 6 chemical factories and 9 others. No figures are available as to the actual number of factories "leased" to the Japanese.

(5) "Bought" by the Japanese. So far as known more than twenty Chinese factories in Central and North China have been bought by the Japanese at extremely low prices. The actual number of factories thus seized by the Japanese far exceeds that known at present.

Central China Development Co.: Japan's headquarters for the economic exploitation in the Yangtze Valley is the Central China Development Company, under which are fourteen subsidiary companies in charge of industrial and mining enterprises as well as communication developments. . . .

The Central China Development Company was created in April 1938, capitalized originally at 100,000,000 yen. Kodama, well-known Japanese financier who had been president of the Yokohama Specie Bank, came to China last January and worked out an outline governing the administration of the company and its fourteen subsidiary companies. This outline includes five points:

(1) Private capital in the occupied regions should be collected to strengthen the company.

(2) All the fourteen companies should be placed under the direct control of the Central China Development Company.

(3) All commercial and industrial capital, both Chinese and Japanese should be centralized. The capitals of the fourteen subsidiary companies were then placed in the hands of the company and were later redistributed to the different companies as working capital.

(4) Measures should be adopted to increase the production for military use.

(5) Production for the maintenance of the people's livelihood should be considered as of secondary importance. . . .

The fourteen subsidiary companies under the Central China Development Company control almost every fiber of the economic life in the Yangtze region. The Central China Railway Company controls the Nanking-Shanghai, Shanghai-Hangchow, Soochow-Kiashing, Tientsin-Pukow, Hwainan and other railways in Central China in addition to nearly 3,000 kilometers of highway. All these rightfully belong to the Chinese Government. This company is capitalized at 56,000,000 yen. . . .

Among the mining companies under the Japanese Central China Development Company the most important is the Central China Mining Company capitalized at 20,000,000 yen. It controls the mining fields along the Yangtze and Chientang Rivers and in the Lake Tai region. . . .

The Shanghai Realty Company is capitalized at 20,000,000 yen. It has thus far forcibly purchased 6,700,000 square meters of land in the Kiangwan-Woosung area for the creation of the so-called "New Civic Center." After the outbreak of the Pacific War American and British property was taken over by this company. The Greater Shanghai Gas Company, established with a capital of 3,000,000 yen, was greatly strengthened by the seizure of the British Shanghai Gas Company. . . .

The Central China Marine Products Company is the organ for the oppression of thousands of Chinese fishermen along the seacoast. Its function is to control fishery for the benefit of Japanese fishermen and their puppets.

Puppet Wang Ching-wei's Ministry of Industry and Ministry of Communications are practically under the orders of the Central China Development Company. They serve merely as propaganda organs for the promotion of "economic co-operation" between China and Japan.

The two instruments of Japan's exploitation of Manchuria are the South Manchuria Railway Company and the Manchurian Heavy Industry Company. Before the Manchurian outrage of 1931 the South Manchuria Railway Company was engaged in the development of railway, mining, industrial and harbor enterprises in the three Northeastern Provinces. Since 1937, when the Manchurian Heavy Industry Company was created, the Japanese railway company has been engaged in railway, mining and economic enterprises not only in Manchuria but also in North China.

South Manchuria Railway Co.: The South Manchuria Railway Company was founded in 1906, two years after Japan defeated Czarist Russia and took over the latter's railway enterprise in Southern Manchuria. Its purpose was to realize the "Continental Policy" through the development of railway and related enterprises. It was first capitalized at 200 million yen, increased to 440 million yen in 1920, 800 million yen in 1933, 1,400 million yen in 1939, and about two billion yen, or a half of the total Japanese investment in Manchuria, in 1942. . . .

Before the creation of the Manchurian Heavy Industry Company the South Manchuria Railway Company invested in chemical, navigation, electrical engineering, transportation and civil engineering enterprises in the Northeast in addition to railway business. . . .

The largest mining enterprise the South Manchuria Railway Company manages is the Fushun coal mine, with a deposit of one billion tons. Among other coal mines the company controls is the Chefoo coal mine with a deposit of twenty million tons. The company's coal mines produce about ten million tons of coal a year. Petroleum is also being extracted, and there is a total deposit of about 5,400,000 tons and a yearly production of hundreds of thousands of tons. . . .

The South Manchuria Railway Company has invested in about seventy industrial enterprises amounting to nearly four hundred million yen. These enterprises include all kinds of industries, many of them created after the 1937 North China attack.

Manchurian Heavy Industry Co.: The Manchurian Heavy Industry Company was inaugurated in December, 1937, under the direction of Gisuke Oikawa, president of the Japanese Industrial Company. Capitalized at 450 million yen the company's job was to establish airplane and automobile factories. It first took over the five existing Manchurian companies, namely the Showa Steel Refining Company, the Manchurian Coal Company, the Manchurian Metallic Manufacturing Company, the Tungsho Automobile Company and the Manchurian Gold Mining Company. . . .

In 1939 the Manchurian Heavy Industry Company opened the Manchurian Mining Company, the Manchurian Airplane Manufacturing Company, the Eastern Frontier Development Company, the Manchuria Automobile Manufacturing Company and Hsieh-ho Iron Works. Later the Tenkihu Iron and Steel Company was also placed under its control.

The Manchurian Heavy Industry Company is composed of eight departments, in charge of general affairs, supervision, liaison, finance, airplane, automobile, light metal, iron and steel and coal. Its exploitation enterprises are regarded by the Japanese as one of the major tools for the prosecution of their aggressive activities both on the continent and in the Pacific.

—*Chinese Government Short-wave Radio, August, 1943. [Quoted in "China At War," Vol. XI, No. 3, Sept., 1943.]*

III—Japan Fosters the Drug Traffic

1. According to a Japanese official communique issued last year, registered opium addicts in the four North-Eastern Provinces numbered 13,000,000, representing more than one-third of the total population there. In North China, heroin, morphine, cocaine, and other drugs are produced on a large scale, besides opium. In the Japanese concession in Tientsin, more than a thousand firms are selling these narcotics, and more than two hundred factories, employing 10,000 workmen, are engaged day and night in producing these murderous drugs. Beyond the north bank of the Yellow River, in the lower reaches of the Yangtze, in the south of Fukien, in the north of Kiangsu—in a word, wherever the Japanese have set their foot, the places are soon flooded with narcotics.

—*Generalissimo Chiang Kai-shek, August 13, 1938.*

2. In Hankow, three good-sized drug manufacturing plants had been

operated in the Japanese Concession under the eyes and the patronage of the Japanese consul and police.

—*Report of the Chinese Government to the League of Nations, 1936.**

3. Dr. Wu Lien Teh, Director of the Chinese National Quarantine, reported that he saw, as the Tientsin-Pukow train carried him northward, in the pale faces of the farmers, shopkeepers and gentry, that morphine had ruined them physically and mentally. The sunken cheeks, stooped shoulders and the bloodless countenances of a large section of the North China population revealed eloquently a tragic tale of the weapon used in degenerating the Chinese race. The customs officials report that daily a large group of traffickers, carrying their diabolic cargoes of drugs, travel freely from Mukden to Tientsin and other points in North China, where the "painless killers" are sold at low prices to ignorant Chinese peasants and shopkeepers. . . .

—*Report of the Chinese Government to the League of Nations, 1936.*

4. For over thirty years, there has been active co-operation among governments aiming at the restriction of the use of manufactured drugs to legitimate medical and scientific purposes; the gradual suppression of opium smoking; the limitation of the world's opium cultivation and morphine and heroin manufacture to legitimate needs; and the supervision of domestic and international trade in narcotics, so that there may be no leakage into the illicit traffic.

The success or failure of these international measures depends entirely on the loyalty with which Governments abide by their obligations. Japan is a party to all the agreements and conventions mentioned above; yet, with a total disregard of our obligations, she is promoting a policy in occupied China which not only encourages the consumption of drugs by the native population but allows vast quantities to pass into the illicit international trade. No less than 90% of all the illicit white drugs of the world are estimated to come from these areas.

—*Minutes of the 22nd session of the League of Nations Opium Committee, 1937. Statement of the Egyptian delegate.*

5. The Japanese Concession in Tientsin is now known as the nerve centre of heroin manufacture and addiction of the world. . . . Not less than 200 heroin factories are scattered over the Japanese Concession, which is only about four square miles in size. Over 1,800 Japanese experts and 10,000 Chinese workmen are engaged in the manufacture of heroin. As the business is extremely profitable and the supply of raw material abundant, new factories are starting daily; the factories are working perfectly openly.

—*Minutes of the 22nd Session, 1937. Statement by Russel Pasha (Egypt), quoting an eye-witness account.*

*This and the following items are drawn from the Proceedings of the League of Nations Advisory Committee on Traffic in Opium and other Dangerous Drugs, 1936-1940.

6. The province of Hopei, in which Peiping, Tientsin and the so-called demilitarized zone are located, has become the seat of the world's most extensive manufacture of illicit heroin. The conditions in Peiping, Tientsin and Eastern Hopei are appalling and beyond description. In Hopei the traffic is engineered and controlled by Japanese and Koreans.

—*Minutes of the 22nd Session, 1937, Statement by the United States Representative.*

7. In a period of some fifteen months, 650 Kilogrammes of heroin were exported to the United States from the Japanese Concession in Tientsin by a single one of the several gangs operating in this trade. They experienced no difficulties whatever in purchasing in that Concession all the heroin that they desired. As you are aware, 650 Kilogrammes constitutes about two-thirds of the entire world's legitimate need for heroin for a year. It represents . . . ten million grains. Adulterated to the 10% purity now generally met with in the illicit traffic in the U. S. A. this would amount to one hundred million grains of the adulterated product, enough to supply some 10,000 addicts for a year—ten thousand of my countrymen held for a year in a slavery worse than death because those in control in North China fail to meet their obligation to limit the manufacture and control the distribution of narcotic drugs, while the regime in control in Manchuria itself manufactures and supplies the raw material. . . . Pure heroin has an illicit value of one dollar per grain in the United States. Ten thousand poor wretched addicts pay three dollars per day each for three grains of heroin—thirty thousand dollars per day or approximately ten million dollars a year wasted as a result of the operation of only one of several gangs.

—*Minutes of the 23rd Session, 1938. Report by the United States Representative.*

8. The Peiping (Peking) "Provisional Government" took a hand in the narcotics situation soon after the establishment of the regime. By its order No. 33 of February 24, 1938, it rescinded the Chinese Central Government's provisional anti-opium and anti-narcotic laws and regulations, and all persons who were being detained under these laws and regulations were promptly released from custody. . . . It is reliably reported that the only restriction existing in Peiping in regard to establishing shops for the sale and/or smoking of opium is the payment of taxes. As a result, there were estimated to be some 300 such establishments in Peiping in October 1938. Heroin was also being sold at that time in many places in the city, with no evidence of any effort being made to stamp out the trade. By March 1939, the number of opium shops in Peiping was reported to have increased to more than 500. . . . Although opium derivatives are banned from sale in licensed shops, it is reported that morphine, heroin and both red and blue pills are comparatively easily obtainable.

—*Minutes of the 24th Session of the League of Nations Opium Advisory Committee, 1939. Statement by the United States Representative.*

9. The Japanese military authorities hoped that the Opium Monopoly would bring in a revenue of \$300,000,000 a year. Before the adoption of the Chinese Government's Six-Year Plan for abolishing opium cultivation the figure for the whole of China was only \$20,000,000.

—*Minutes of the 24th Session, 1939. Statement by the Chinese delegate.*

10. The establishment of an opium sales monopoly was one of the first steps taken by the Japanese armies in the occupied territories. In April 1939 there were 16 retail shops and 80 opium divans in the city of Amoy and 4 shops and 33 divans in the suburbs. The profits of the Amoy monopoly were shared between the Japanese navy, the Japanese Consulate and the puppet government.

—*Report on 25th Session, 1940. Statement by the Chinese Delegate.*

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THE

FIRST

STEP

-- UNRRA

LET'S BE REALISTIC

We are fighting two wars. One is being fought by our armed forces against the enemies of democracy. We are winning that war on all fronts. And we are winning it because the democracies of the world mobilized their total resources of men, money, and materials. All of us knew why we had to smash the enemy. It was this knowledge which gave us the determination and strength to win through to victory.

But there is a second war being waged today which we must also win. It's a gigantic war, and our enemies are just as deadly and merciless as the Fascists. It's the greatest war of its kind in human history. It's the war which the United Nations are waging against hunger, disease, and chaos. They are the enemies who lie in wait for us wherever we smash the Nazis and the Japs and liberate their victims. And unless we win this second war - against starvation and epidemic - all of our valiant military victories may prove in the end to have been useless.

The United Nations mobilized armies and navies to whip the Nazis and Japs. To whip hunger and destitution and disease, the United Nations have created a special "task force" - UNRRA.

No one had to tell us that we couldn't lick Hitler unless we turned out the tools of war and supported our military leaders in every way. Well, we can't lick hunger and plague unless we give UNRRA the tools and support without which it can't work. It's as simple as that. Unless the people - all the people - know why UNRRA was created, what UNRRA is supposed to do, and how UNRRA operates, it simply cannot succeed. For UNRRA was conceived in democracy and cannot possibly thrive without being understood and supported by the people.

Smashing through Germany and capturing Iwo Jima was not just the government's concern - it was that of the boy next door. Because the chances of a lasting peace depend also on how the devastated parts of the world are rehabilitated, you owe it to that boy in uniform - you owe it to yourself - to make the cause of UNRRA your concern.

UNRRA ADDS UP TO COMMONSENSE

UNRRA stands for United Nations Relief and Rehabilitation Administration.

Some people are under the impression that UNRRA is a wartime agency of the United States Government. It isn't. The first thing to remember is that UNRRA is not an American, or American-dominated organization. UNRRA is as much Icelandic, or Peruvian, or Norwegian, as it is American. Proof of this is found in the fact that UNRRA offices are scattered all over the globe - in Washington - London - Chungking - Cairo - Sydney. There are UNRRA missions in the Balkans, in Latin America, in China. There are between twenty-five and thirty nationalities represented on the worldwide UNRRA staff.

On November 9, 1943, representatives of forty-four United Nations signed an Agreement to handle jointly and cooperatively the relief and rehabilitation problems arising out of the war. The list of these nations begins with Australia and ends with Yugoslavia. It's important to remember that each of the forty-four nations in UNRRA - large and small - has only one vote in the Council. No more. No less.

Granted, then, UNRRA is an international organization. But isn't it a charity organization, whereby Mr. Big helps Mr. Little out of the kindness of his heart and the riches of his pocket? The answer is simply - No.

Herbert H. Lehman, Director General of UNRRA, has stated the purpose of UNRRA in straightforward, realistic language:

"The United Nations undertook this responsibility for three major reasons: (1) Because simple humanity demands that we feed the starving, clothe the naked, and bind up the wounds of the sick; (2) because of military security: the stabilization of civilian conditions behind our fighting lines is obviously essential; and (3) because of enlightened self-interest: the knowledge that the world's future will be in constant peril if the areas liberated by our armies fester with disease, unemployment, inflation and unrest."

Let's put it this way: is it charity to keep a liberated area peaceful so that our armies can operate secure in the knowledge that their supplies of food and materials won't be looted behind their backs? Is it charity to act now to prevent the spread of infectious diseases throughout the world? Or charity to help our allies who gave everything to save us all from the Fascists, and who, once they are back on their feet again, will be in a position to trade with us and buy American automobiles and refrigerators?

Is all this charity - or just plain commonsense?

WHO GETS UNRRA'S AID?

The biggest war in human history will be followed by the biggest relief problem ever seen. Can UNRRA take care of over 150,000,000 people in Europe, and over 250,000,000 people in the Far East, who were trampled on by the enemy, and left to starve or die of disease?

UNRRA was never asked to do the whole relief job. Our allies are just as proud as we are. They intend - and already have begun - to rebuild their smashed homelands with their own men and materials. Europe will meet 9/10ths of its own relief needs from its domestic production. However, the liberated lands must import from uninvaded countries certain supplies - for example, medicines and hospital equipment to replace those which were either destroyed or carried off by the enemy; machine tools and spare parts to enable smashed factories and railways to operate again; seed and fertilizer so that the scorched earth can produce once more.

But - and this is important - the liberated countries in Western Europe - France, Belgium, Holland, Luxembourg, Norway - can pay for the bulk of these imports. Therefore, UNRRA will not have to send in large quantities of supplies which they need.

Then who gets aid from UNRRA?

Those countries who were invaded, and whose resources were so completely depleted that they do not possess enough foreign exchange to pay for the supplies which they must import. UNRRA will assist them.

Who are these countries?

The number is not fixed, for unforeseen events may make it necessary for new nations to ask for aid they did not require before. However, as matters stood in the early part of 1945, the following nations asked to receive UNRRA assistance: China, Poland, Yugoslavia, Greece, Czechoslovakia, Ethiopia, and Albania. In addition, limited aid was being given to mothers and children in Italy.

Doesn't UNRRA ever help countries who can pay for their own relief imports? Yes, for certain purposes. The problem of 15,000,000 displaced persons in Europe, and another 25,000,000 in the Far East cuts across all boundaries. People driven from their own country have to be helped home. UNRRA will assist in the job of repatriation and in caring for these victims of war as the need arises. That's a commonsense approach.

Special missions - like those dealing with health and welfare assistance - will be yet another of UNRRA's contributions to both paying and non-paying countries.

UNRRA also sends emergency supplies to particularly devastated areas, even those areas belonging to "paying" countries. This will be done, because when people are in desperate straits, they must get help from whoever can reach them fastest with assistance. For example, UNRRA rushed in emergency supplies to take care of critical needs in Normandy in the Spring of 1945.

UNRRA doesn't ring doorbells. Aid is given only after a nation asks for it, and can prove that it must have it.

UNRRA gives aid - not as charity - but as commonsense and gratitude. What UNRRA is doing is to recompense in a small way the neediest of those who stood steadfast against our common enemies, and who made such great and courageous sacrifices - enabling the uninvaded to gain the time and strength to turn the tides against the aggressors.

WHAT PRICE UNRRA?

A very good question.

The aid goes to the invaded countries lacking resources. The aid comes from the uninvaded countries. This means that 31 out of the 44 United Nations who signed the UNRRA Agreement share in contributing money and supplies to UNRRA.

Futhermore, they share proportionately and democratically. The UNRRA Council recommended that each of the uninvaded nations should contribute supplies, services, and money equal to one per cent of its national income for the year ending June 30, 1943.

What does this mean in actual practice? It means that all the contributing nations are asked to give the same percentage - to bear the cost of UNPRA fairly and equally.

And that's how it's working out. From the largest to the smallest, UNRRA's member governments have responded. In fact, it might be said that it is much easier for rich industrial countries to contribute their one per cent than it is for little nations not over-blessed with resources and who have to exist on a modest rural economy. But just the same, these small countries have given their full measure to help the victims of war.

That's true democracy.

The Congress of the United States authorized a total contribution of \$1,350,000,000 equivalent to one percent of our national income. That is less than our government spends in one week on the war. It is certainly not too much for the purpose of binding up the wounds caused by the war. The total contribution pledged by all the nations is in excess of \$1,800,000,000. UNRRA will need all of it.

Here's another important item to keep in mind: 90 per cent of each country's contribution will be spent inside its own borders - spent on producing and purchasing the supplies which that country will then contribute for use by the invaded nations which need them. In other words, the supplies which the United States will contribute for the relief of starving Greeks and Chinese will also provide employment for American farmers and workers.

That adds up to helping liberated peoples - and ourselves - at the same time.

WHAT UNRRA MUST DELIVER:

Food. We Americans are eating better today than we did before the war. Each of us gets on the average over 3300 calories a day. Because of the ruthless way in which the Nazis ruined Greece's villages, fields, and fishing industry, the average Greek at home eats less than one-quarter as much as we do - barely 700 calories a day. In other words, unless Greece gets shipments from abroad until such time as she is rehabilitated sufficiently to feed herself, her inhabitants must starve.

And that goes for Yugoslavia, and great areas in other parts of Europe, as well as China. They need food desperately - not six months or a year hence - but now!

Clothes. In Europe and Asia the textile mills fell in the hands of enemy forces. For years the civilians could buy no clothes at all. They couldn't buy shoes either. That's why millions upon millions of these war victims are completely destitute. Without UNRRA they will have no warm clothing to replace their rags - no shoes to replace the bandages or straw with which they have had to bind their feet.

Medical supplies and services. Hunger, destitution, and cold breed disease. American public health authorities tell us that with the exception of influenza, every dangerous contagious disease had doubled, or trebled, its number of helpless victims. Malaria has swept across southern Europe. Rat-carried typhus has broken out in the Balkans and Italy. Virulent diphtheria has been contracted by millions in central Europe - and thousands have already perished.

A generation of children has been struck by rickets, tuberculosis, and trachoma.

And remember - nothing is more international than disease. It doesn't respect national boundaries. We recall how Spanish influenza killed off millions after the last war in Europe and America. Europe's war victims need UNRRA's medical assistance today - and our own health is in danger unless UNRRA can do its full share in preventing epidemics from spreading across entire continents. UNRRA is responsible for safeguarding the world's health by the powers given it to control the spread of epidemics. The importance of this job can't be over-estimated, and it's one which UNRRA's public health experts are working at day after day.

Agricultural and Industrial Help. It's not enough simply to send in food alone. UNRRA's main job is to help people to help themselves. And that can best be done by sending in seeds, fertilizer, livestock, plows and cropbinders where needed so that Europe and China can start growing their own foodstuffs - and in that way feed their own people.

Furthermore, by sending in tools and essential replacement parts - everything from hammers and handsaws to wheels for railway locomotives, the factories can begin to turn out textiles and finished products, the railroads can transport them to where they are needed, and the economic life of devastated areas can be put back on its feet once more.

Getting Displaced Persons Back Home. Nearly 12,000,000 people in Europe alone have been carried off from their homelands during this war, and forced to toil as slave labor in Hitler's war machine. The job of getting these tragic victims back home is literally staggering.

It will be necessary for UNRRA, working with the Military and Governments to help assemble and register all of these peoples, feed and look after them, communicate with their native lands, and return them in an orderly fashion to their homes.

These are the supplies - these are the services - which UNRRA must deliver. Can UNRRA do it?

HOW UNRRA ACTS

UNRRA is set up very much like the government of a democracy. Each of the 44 member nations has a vote on its Council. Its executive head is the Director General, who, with his staff, carries out relief operations as determined by the resolutions of the Council. In addition, there are committees dealing with the areas where UNRRA will function and the particular tasks which UNRRA will handle. These committees are in a position to give expert advice so that UNRRA can perform its many jobs both effectively and efficiently.

In a sense, the Council is a sort of Congress for UNRRA, and the Director General and his staff are like the President and cabinet of UNRRA.

But UNRRA differs from a national government in the way it operates. UNRRA is not a superstate lording it over the countries which brought it into existence. On the contrary, UNRRA is a service agency of the 44 United Nations. UNRRA at all times respects the sovereignty and interests of all the member countries.

Therefore UNRRA cannot demand - it recommends. It cannot go out and demand ships and supplies.

If it cannot act on the basis of force, then how does it act?

On the basis of goodwill and cooperation. UNRRA cooperates at all times with the Military and responsible political authorities. When a country requests UNRRA aid and has been liberated, UNRRA can enter that country only with the consent of the liberating armies. Once in, UNRRA cooperates with, and works under the supervision of the Military. The army authorities have final control until they decide to move on - at which time they relinquish responsibility for supervising relief operations.

When the military moves on, UNRRA then cooperates with, and works in agreement with the responsible authority in administrative control of the country.

At all times UNRRA acts as a service agency.

However, by the terms of its Agreement, UNRRA makes sure that wherever it operates, there will never be any discrimination in the distribution of supplies and services.

UNRRA acts by the principles for which our armies have fought - and won.

THAT'S ALL VERY FINE, BUT....

Isn't action much harder than laying down principles or passing Council

resolutions?

Much harder!

The problem is to translate these resolutions into accomplishments. UNRRA will not be judged by its printed resolutions, but by the job it does in the areas where people are starving, dying of disease and exposure, and in dire need of having their homeland set back on its feet.

Before UNRRA can bring help to a liberated country, it has to get hold of the supplies. And that's not easy. Some supplies are in sufficient quantity such as wheat and raw cotton. UNRRA does not have to stockpile these abundant supplies, but can obtain them relatively easy.

But what about meats and fats? Dairy Products? Pencillin? Electrical equipment? There's no abundance of these supplies! Furthermore, they are in very great demand; the allied armies and navies need vast quantities of food; they need medical supplies; they have to repair or replace electrical equipment constantly. Naturally, their needs must be met first. Therefore, the Military has first priority on all goods in short supply.

UNRRA understands and appreciates the necessities of the situation. Now, after the army and navy have had first choice, the remainder of the goods in short supply must be allocated among various governments and their agencies. UNRRA is one of these claimant agencies.

As such, UNRRA is allocated its share by the Combined Boards which are responsible for seeing that demands are satisfied according to the urgency of their claimants' needs.

You can easily see that because of the heavy demands for supplies of which there are not enough to go all the way round, UNRRA often has great difficulty getting goods either in sufficient quantities or just when it wants them. Therefore, UNRRA examines the requests of all countries - both paying and non-paying - to see that none gets more than a fair share of the world's available relief supplies.

When supplies are made available for UNRRA's own use, it purchases them through national procurement agencies. For example, in the United States, the Foreign Economic Administration handles the orders.

But getting supplies is by no means the whole of UNRRA's headache. What's the use of supplies unless they can be transported across the ocean to where they are needed?

Shipping is the most critical bottleneck confronting the United Nations.

Never before have two major campaigns been waged at the same time on opposite sides of the earth. The Military has needed every ship available. Therefore, UNRRA's ability to get hold of shipping space - and therefore UNRRA's ability to deliver the goods - depends entirely on the success of our military efforts.

To complicate UNRRA's task still further, even once we obtain the supplies and the ships, a sizable obstacle still has to be overcome before relief operations can get underway. That obstacle is inland transportation.

In Greece, for example, the retreating Nazis smashed all available transport facilities, tore up tracks, and even dumped locomotives in the Corinth Canal. The necessary job of train-busting on the part of Allied fliers has depleted the rolling stock available for relief operations. In China most of the railroads fell into the hands of the Japs, while the river boats - on which so much of China's transport depends - have either largely been sunk or taken over by the enemy.

In parts of Europe and China, people have starved within a hundred miles of areas producing rich harvests - all because it was impossible to find the means to transport the food.

A major part of UNRRA's work in liberated countries will have to be the supplying of trucks and gasoline, and the repair of railroads, in order to make relief deliveries possible.

WHERE DO WE GO FROM HERE?

We've talked about the need for UNRRA. We've discussed the difficulties facing UNRRA. Where do we go from here?

The answer to that question is this: we've already gone a long way.

For example?

Let's take through the first few months of 1945. By that time, UNRRA was operating six large camps in the Middle East, looking after upwards of 50,000 Yugoslav and Greek refugees. Furthermore, it has repatriated large number of displaced persons to Yugoslavia, all eager - and fitted by training received in the UNRRA camps - to assist in the rehabilitation of their homeland.

It had done much more. UNRRA officials had signed essential agreements - without which UNRRA could not go into a liberated country and operate - with the governments of Greece, Italy, Yugoslavia and Czechoslovakia. These agreements flashed a green light to UNRRA country missions to start rolling - and in some cases move into high gear at once.

UNRRA had taken over responsibility from the Military for the relief and rehabilitation program in Greece, and an UNRRA hospital ship was bringing medical assistance to the islands off the Greek mainland.

UNRRA was cooperating with the Military in distributing supplies in Yugoslavia, and by April 15, was expected to take over responsibility for relief operations from the Military.

Soon after permission had been granted to proceed via the Dardanelles, UNRRA's first supplies to Poland and Czechoslovakia were on the high seas.

UNRRA was assisting mothers and children in war-torn Italy, and many tons of supplies were pouring into that country.

Trained displaced persons experts had been assembled in teams, and between 1000 and 2000 stood ready at General Eisenhower's signal to go into Germany and assist in the repatriation of the millions of displaced nationals who had been carried off to labor in Hitler's war machine.

After successfully cooperating in the fall of 1944 with American Religious groups in gathering 15,000,000 pounds of used clothing - much of which went to Belgium, France, Luxembourg, and the UNRRA Middle East camps, UNRRA linked forces with American voluntary relief agencies in the spring of 1945 in a gigantic used clothing program. This was the United National Clothing Collection, and its goal was 150,000,000 pounds of clothing, shoes, and bedding - the largest campaign of its kind in our country's history.

By the spring of 1945, also, UNRRA experts were busy drawing up estimates and making plans in China, cooperating with the Chinese government, and preparing the way - as soon as military successes permitted - for the largest single national program of relief and rehabilitation.

That was UNRRA in operation early in 1945.

UNRRA was getting into high gear. It had gone a long way. It was getting ready to go the rest of the way - which meant performing the full relief and rehabilitation job which it was set up to do.

UNRRA is its own justification.

All of us want a post-war world in which we can live in peace and security. But there can be no peace and security if millions of people are allowed to perish of hunger and pestilence.

We talk of reconstructing the world. Before we have reconstruction the world must receive relief and rehabilitation. First things first.

That's why it's so important that the people should know about UNRRA.

SUMMING UP

1. UNRRA is a cooperative service agency of 44 United Nations.
2. UNRRA is non-political, non-discriminatory.
3. UNRRA is temporary; its work will end with the solving of relief and rehabilitation problems in liberated areas.
4. UNRRA's aid is based on the principle: Helping people to help themselves. Rehabilitation is as important as relief.
5. UNRRA assists liberated lands unable to pay for their own relief and rehabilitation. In addition, it gives supplementary, immediate assistance to particularly devastated areas in any liberated country, whether its government can pay or not.
6. UNRRA's aid comes chiefly in the form of food, clothing, medical supplies, agricultural and industrial assistance, and repatriation of displaced persons.
7. UNRRA receives its relief supplies and services from the uninvaded member countries, who make their contributions in keeping with the recommendation of one per cent of each country's national income for June 30, 1943.
8. UNRRA works at all times in cooperation with military and responsible political authorities.
9. UNRRA also acts, when requested, as advisor upon and expeditor of orders of relief supplies by member nations who can afford to pay.
10. UNRRA represents:
 - an expression of gratitude by the uninvaded nations to those who bore the brunt of enemy terror.
 - not charity but commonsense - for in helping liberated peoples to regain a healthy position in the world, we are also creating good-will for ourselves, and laying the foundation for world friendship and peace.

This is a brief statement about a very complex organization. Surely you want to know more about it. You may obtain free of charge - pamphlet entitled "UNRRA; Organization, Aims & Progress"

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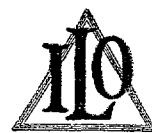
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INTERNATIONAL LABOUR OFFICE

The Twenty-sixth Session
of the
International Labour
Conference

Philadelphia, April to May 1944

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The Twenty-sixth Session of the International Labour Conference

Philadelphia, April-May 1944

This article is intended to provide a general summary of the work of the Twenty-sixth Session of the International Labour Conference. The article is not and could not be an exhaustive report covering all the action taken by the Conference. Further reports on the work of the Conference will be issued in other forms. The texts of the Declaration, Recommendations, and resolutions adopted by the Conference have already been published in the Official Bulletin (Vol. XXVI, No. 1, 1 June 1944). In view of the importance of the discussions in plenary sitting on the first two items on the agenda and on the Director's Report, the speeches delivered on these occasions will be made available in a special publication. It is also proposed to publish separate reports analysing in greater detail the decisions of the Conference on some of the more important problems discussed. Finally, the present issue of the Review contains a note on the meeting of the Governing Body held immediately after the Conference, at which decisions were taken that constitute initial steps in carrying out the decisions of the Conference.

THE Twenty-sixth Session of the International Labour Conference met in Philadelphia from 20 April to 12 May 1944. The Conference had before it questions of primary importance to men and women all over the world. It was, as the Secretary of Labor of the United States noted, "an assembly of those who are charged in the midst of war to lay one of the foundation stones of the great peace, the stone of social justice, on which human hope and human life can be rebuilt".

Delegations were present from 41 Member countries of the Organisation. They included 74 Government delegates, 28 em-

ployers' delegates, and 30 workers' delegates. Of these delegations, 28 were tripartite; 11 included only Government delegates; 2 included a workers' delegate but not an employers' delegate. The official delegates were accompanied by 131 Government advisers, 43 employers' advisers, and 54 workers' advisers. In all, therefore, there were 360 members of delegations. In addition, official observers were present, appointed by the Governments of Iceland, Nicaragua, and Paraguay. Danish observers also attended the Conference.

The Conference met in its first war session in an atmosphere of pre-invasion tension. The stage was set for decisive military operations in western Europe to supplement the victories of the Russian armies in the east. After four and a half years of war, the peoples of the world were stirring with the confidence of approaching liberation and victory. There was, at the same time, a sober realisation of the magnitude of the task ahead, a recognition of the fact that the tide of war was still mounting to its climax. The Conference assembled and carried on its work in this frame of vast opportunity and of grave responsibility.

A number of related factors had influenced the calling of the Conference at this time. There was a strong and increasingly insistent demand from the peoples of many countries for some more concrete definition of the social purposes and principles involved in the winning of the war and the peace. In response to this demand, Government post-war planning activities had been pressed forward and in many countries had reached a stage where international discussion promised to be useful and constructive. The trade union movement was urging that an immediate initiative should be taken in the preparation of plans for a lasting and just peace. Thus, while it remained impossible to foresee the evolution of the military situation and the timing of victory, it was becoming imperative that practical plans for social and economic advance should be made without further delay. In addition, the United Nations had taken their first steps towards international planning on post-war problems in other fields necessarily related to the sphere of action of the International Labour Organisation. The Food Conference and the first meeting of the Council of the United Nations Relief and Rehabilitation Administration had taken place during 1943; other conferences were being planned for the months of 1944. These developments made it increasingly necessary for the International Labour Organisation to examine and define its own policy, programme, and methods of action and to consider its relations with other official international institutions.

The Conference was called in direct response to this situation.

It was called to help to devise and to recommend and adopt specific and concrete measures for the steady improvement of labour standards and for the raising of the living standards of the world's peoples. "The tasks you are undertaking", the President of the United States said in his message of greeting to the delegates, "bear testimony to the fact that the welfare of the world's population and their liberty are a first and an ultimate concern of those dedicated to root out from this earth every trace of Nazi ideas and Nazi methods." Moreover, as delegates from the occupied countries pointed out:

It is not only of importance for that part of the world which is free, but particularly so for the occupied countries, that the lines for social renewal in the future be mapped out, that the problems of the transition period from war to peace be contemplated at this time, and that the International Labour Organisation be prepared, as much as possible, for the great task which it will have to fulfil in the democratic world.

In the field of social reconstruction, the United Nations had no need to extemporise a new organisation. The International Labour Organisation provided them with the machinery for planning and for accomplishment. "The experience and techniques which the I.L.O. has built up, the faith that is put in it by the people of so many lands, and, above all, its character as an organisation in which representatives of workers and employers have established rights to participate, give it a strength which no newly created instrument could possibly equal", the United States Secretary of Labor stated.

The Twenty-sixth Session of the Conference was thus one further Conference in the series begun in Washington in 1919. The results of the first quarter of a century of the Conference's work are to be found, as the Belgian Government delegate pointed out, "in the laws, in the customs, and in the institutions of every corner of the world". But the 1944 Session of the Conference, while based on this solid structure of accomplishment, was also a point of departure for the Organisation. It marked the inauguration of a wider concern with social justice and of a more comprehensive approach to the problems of a lasting peace directed towards fulfilment of the social aspirations of the mass of the world's people.

The New York Conference of 1941 had set the goals. From it had come a general statement of purpose and objective. But the New York Conference met at too early a stage in the war to include more than preliminary suggestions for progress towards this goal. The Twenty-sixth Session of the Conference in Philadelphia was assigned the task of devising the concrete programme of action

demanding in the changed world situation to meet the urgent requirements and desires of the people of all lands.

Its agenda was carefully chosen by the Governing Body, which met in London in December 1943. It included items on which it was agreed that action could not be delayed: (1) future policy, programme and status of the International Labour Organisation; (2) recommendations to the United Nations on present and post-war social policy; (3) the organisation of employment in the transition from war to peace; (4) social security: principles, and problems arising out of the war; and (5) minimum standards of social policy in dependent territories. In addition, the agenda included two further items—consideration of a summary of the annual reports on the application of International Labour Conventions received by the Office between 1940 and 1943, and discussion on the report by the Director of the International Labour Office to the Conference.

FUTURE POLICY, PROGRAMME AND STATUS OF THE I.L.O.

"The Declaration of Philadelphia"

The first task of the Conference was to place on record the developing responsibilities of the International Labour Organisation "in terms (as the British Government delegate said) that take account of the experience of the past and the aspirations for the future". The Preamble of the Constitution of the Organisation, drafted at the end of the last war, constituted an initial statement of the goals of the Organisation. This statement grew out of the bitter experience of the last war and of the industrial and social evolution which had preceded it. The principles incorporated in it remain as true today as they were in 1919. But they needed to be placed in the perspective of a world which has undergone tremendous social change since 1919. They needed to be broadened in the light of what has been learned in the inter-war years and in the present war and to be restated in a wider context of social and economic democracy.

To this end, the Conference drafted and unanimously agreed upon a Declaration of the aims and purposes of the Organisation. The Declaration first underlines the enduring validity of the fundamental principles on which the I.L.O. is based. It reaffirms the fact that labour is not a commodity and that freedom of expression and of association are essential to progress. It restates the conviction that "poverty anywhere constitutes a danger to prosperity everywhere". Consequently, the war against want must be carried

on vigorously, nationally and internationally, with representatives of employers and workers enjoying equal status with those of Governments and joining with them in efforts to promote the common welfare.

These are the principles on which the Organisation's work has always been based and will continue to be based. They constitute the frame within which it operates. The second part of the Declaration moves from these principles to an elaboration of the present-day social objectives of the Organisation. Here, the Conference asserts that social justice means that all human beings, irrespective of their race, creed or sex, have a right to pursue material and spiritual well-being "in conditions of freedom and dignity, of economic security and equal opportunity". The attainment of these conditions must be "the central aim of national and international policy" and all policies must be measured by the extent to which they help to move towards this goal.

The Declaration then defines the position of the International Labour Organisation in relation to this fundamental objective. The I.L.O., which has been called the social conscience of mankind, must see to it that this aim is in fact made the determinant objective in national and international life. It must therefore examine and consider all international economic and financial policies from this standpoint. In its own work, it must consider relevant economic and financial factors and include in its decisions any provisions which it believes to be appropriate. In other words, the Declaration contains a clear-cut extension of the responsibilities of the I.L.O. in approaching and in solving the problems involved in moving towards social justice in the world of today and tomorrow. In the past, its approach and its decisions were limited by an artificial separation of social and labour policy from economic and financial policy. Its competence in the economic field had been challenged. Doubts on the question are now removed. The Declaration of Philadelphia marks an end of this restrictive conception and a formal acceptance of the view put forward by the President of the United States in closing the 1941 Conference:

We have learned too well that social problems and economic problems are not separate watertight compartments. . . In international, as in national affairs, economic policy can no longer be an end in itself. It is merely a means for achieving social objectives.

The Declaration goes on to define the specific tasks of the Organisation at the present time. At the head of the list, significantly enough, is the promotion of full employment and of rising standards of living. The Organisation had not in the past placed

on record its positive responsibilities in this field. By doing so now, it recognises the central importance of this task and accepts a specific obligation to direct its policies to this end. As a next task, related to that of furthering full employment, the Declaration specifies policies to encourage the employment of workers in the occupations in which each one can have the satisfaction of making the fullest use of his skill and qualifications and thus of making his greatest contribution to the common welfare. Recognising the importance of mobility of labour in achieving full employment in the most suitable work, the next point on the list is the provision, under adequate guarantees for all concerned, of facilities for the training and transference of labour, including migration for employment and settlement.

The next specific task assigned to the I.L.O. by the Declaration is in a field of action to which the I.L.O. has always devoted a large part of its efforts—namely, the application of 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 listing of this task confirms the fact that working conditions will continue to be a major preoccupation of the Organisation in the years to come.

This is followed by a point pledging the Organisation to continue to promote policies aimed at effective recognition of the right of collective bargaining, the co-operation of labour and management in the continuous improvement of productive efficiency, and the collaboration of workers and employers in the preparation and application of social and economic measures. This point refers to a field of policy which has always been at the core of the Organisation's programme. It broadens the responsibilities of the Organisation in these matters, however, by the specific addition of labour-management co-operation for increasing the productive efficiency of the economic machinery, a type of co-operation which has developed considerably under the pressure of war needs, and by the mention of the wider responsibilities of trade unions and employers' organisations in working out all kinds of social and economic plans.

The next point pledges the Organisation to promote programmes for extending social security measures to provide a basic income to all in need of such protection and comprehensive medical care. This point is supplemented by the two which follow, namely, adequate protection for the life and health of workers in all occupations, and satisfactory provision for child welfare and maternity protection.

The list of tasks then gives recognition to several fields of social

policy in which the I.L.O. has been taking an active interest in recent years. It lays down the Organisation's responsibilities to further programmes for adequate nutrition, housing, and facilities for recreation and culture. And finally, it pledges the Organisation to work for equality of educational and vocational opportunity. This last point rests on the conviction that all children and young people must have the same chance to obtain education and training, irrespective of their parents' income, if democratic society is to function at its highest level.

In carrying out all these various tasks, the I.L.O. will have to work in close co-operation with other agencies which may be set up to promote fuller and broader use of the world's resources. The Declaration thus pledges the full co-operation of the Organisation with any international bodies entrusted with a share of the responsibility for this work and for advancing the health, education, and well-being of all peoples. This pledge, as the report of the Conference Drafting Committee on the proposed Declaration pointed out, "indicates clearly that the Organisation realises the part which other international agencies will be called upon to play, and that its own part, great as it may be in the treatment of social questions and in defining the social objective, is only a share of the task to be accomplished".

In its last part the Declaration emphasises the universality of the principles it contains. They are "fully applicable to all peoples everywhere". While the manner of their application has to be determined with due regard to the stage of social and economic development reached by each people, "their progressive application to peoples who are still dependent, as well as to those who have already achieved self-government, is a matter of concern to the whole civilised world".

The Declaration as a whole is therefore a restatement of the aims and purposes of the common people of the world and of the responsibilities of the Organisation in relation to these needs and aspirations. Its importance, though difficult to measure at this time in precise terms, needs no emphasis. It is, as the Acting Director of the Office declared after its adoption, "a result which goes far beyond indicating some general principles on which this Organisation is to work. It sets a North Star by which national and international authorities may steer their course with greater certainty than heretofore towards the promotion of the common welfare of mankind; and it sets the common welfare of mankind as the destination which must be reached whatever economic storms may be encountered or whatever reefs must be avoided." Its principles are "the essential bulwarks of any permanent peace",

stated President Roosevelt in welcoming the delegates to the Conference at the White House:

Your Declaration sums up the aspirations of an epoch which has known two world wars. I confidently believe that future generations will look back upon it as a landmark in world thinking. I am glad to have this opportunity of endorsing its specific terms on behalf of the United States. I trust, also, that within a short time its specific terms will be whole-heartedly endorsed by all of the United Nations.

Many delegates emphasised the view that the reformulation and adoption of a document setting forth the aims of the Organisation in the social context of today was merely a first step. They urged that the Declaration be implemented in a practical manner. As the Belgian workers' delegate said: "The I.L.O. must also plan some action which will translate into reality the principles implicit in its social mandate." This type of planning was, in fact, the chief preoccupation of the Conference. The resolutions adopted on the social provisions of the peace treaty and on the economic measures needed to attain rising living standards, the plans made for adapting the internal structure of the I.L.O. to the new tasks before it and for regulating its relations with other international organisations, the recommendations on employment organisation, social security, and minimum social standards in dependent territories—all of these are parts of the Organisation's programme for translating into action the principles of the Declaration. Each of these parts is related to the others. From them all emerges, as the United States Secretary of Labor pointed out, a practical pattern of procedure for carrying out the tasks ahead.

In accepting the Declaration, the delegates themselves, as responsible representatives of the affairs of their countries, were conscious of having accepted at the same time an obligation in regard to its application. There was no challenge to the view put forward by the Indian workers' delegate, who said:

Your task is not merely to assent passively to this solemn Declaration, but to go home and impress on your Government, impress on your employers, impress on the workers' organisations, that they must enforce the voice of this meeting in a practical manner, that men, women and children have a right to exist in conditions of decency and economic stability.

SOCIAL PROVISIONS IN THE PEACE SETTLEMENT

The first effort of the Conference to translate the principles of the Declaration into action is the resolution on social provisions in the peace settlement, adopted unanimously on 12 May 1944.

The Declaration of Philadelphia had set forth the goals of I.L.O. action for the coming years. The Conference had still to choose,

however, the most satisfactory paths to these new goals. As the war has progressed from one stage to another, it has become clear that a unique opportunity for social advance will confront the United Nations in the drafting of the peace settlement. The form of the peace settlement cannot now be foreseen. There are indications, however, that it will consist of a number of different agreements, rather than a single treaty, and that these agreements will be reached at different stages of the period during and after hostilities.

The main purpose of the Conference resolution is therefore to ensure that appropriate social principles and provisions are inserted in each part of the peace settlement. The resolution is in the form of a draft treaty or treaties which can be formally adhered to by the signatory nations as a part of their concerted action to achieve a just and lasting peace.

The subject matter of this resolution was first of all discussed by the Conference in plenary session. It was then debated at length by a Committee set up to consider the first two items on the agenda—that is, the policy, programme and status of the Organisation, and recommendations to the United Nations on present and post-war social policy. The resolution then passed back to the full Conference for adoption. The final text is consequently the result of full and frank consideration of the immediate and longer-term meaning of its content.

The Conference recommends, first of all, that the Declaration of Philadelphia should be reaffirmed as a part of the peace settlement and incorporated in any treaty or treaties made by the United Nations. This is a method of securing formal acceptance, as a treaty obligation, of the principles of the Declaration.

Acceptance of the Declaration in the peace settlement would constitute a commitment to re-examine the possibilities of further action to move ahead in the social field in the development of the peace. Thus, the Conference next recommends that, as a part of peace arrangements, the United Nations should recognise a formal obligation to maintain a high level of employment. They would agree that opportunity for useful and regular employment under fair conditions, the raising of living standards, the establishment of minimum standards of employment, provision for child welfare and for social security for those unable to work, the right of freedom of association and of collective bargaining, and the existence of training and retraining facilities, are matters of international concern and should therefore be "among the social objectives of international as well as national policy". As a result, the Governments would bind themselves to grant certain types of assistance, specified

in the resolution, to the International Labour Office, to enable the Office to promote consideration of these questions by the machinery of the Organisation as a whole.

Still further emphasis is placed on the maintenance of a high level of useful economic activity. The resolution recommends that, in case of danger of "a substantial fall in general employment levels", the Governing Body of the I.L.O. should call a special conference of the Organisation to make practical plans for warding off any such situation. In so doing, it should see to it that the work of the I.L.O. to maintain full employment is correlated with that of other international agencies with responsibilities in related economic fields. The resolution also urges that Governments, in association with the Governing Body of the I.L.O., should consider the calling of a special conference to make an international agreement on domestic policies of employment and unemployment, since these policies directly affect the employment prospects of other countries.

The Conference envisaged the probability that the peace would consist of a series of arrangements, and that each one of these could provide an opportunity for the insertion of a special set of social provisions. The resolution thus recommends, for example, that, in any dependent territories for which the United Nations accept a measure of "international accountability", they should apply the principle that all policies should be primarily directed towards the well-being and development of the peoples of these territories. The United Nations would also undertake to put into force in these territories the appropriate international labour Conventions and Recommendations specified in the resolution; to ask the International Labour Office to appoint a representative on any committee responsible for watching over the carrying out of the principle of international accountability; and to ensure that, in implementing this principle, measures are taken for examining the application of I.L.O. Conventions and Recommendations. So far as merchant shipping is concerned, the resolution suggests that, in negotiations for the control and operation of such shipping after the war and in international arrangements for the disposal of tonnage, the United Nations should consult I.L.O. bodies (such as the Joint Maritime Commission) about the inclusion of provisions to govern standards of accommodation for crews and of the standards set by the Conventions adopted at maritime sessions of the International Labour Conference. It proposes, moreover, that all international arrangements covering transport by air, land, or inland waterways should include arrangements to safeguard the working and living conditions of the persons employed in these forms of transport, particularly those who work in more than one country.

In applying any of these sets of specific social provisions, and in developing the economic policies needed to attain social goals, the I.L.O. would undertake to co-operate fully with the United Nations and would be prepared to participate in any international conference called to consider any proposals in this field.

Stating its conviction that the peace settlement should be used for a "concerted advance in the acceptance of binding obligations concerning conditions of labour", and that management and labour should be directly associated in the framing of standards, the Conference resolution recommends that the United Nations should incorporate appropriate provisions for labour standards (including those already established by the International Labour Code) throughout the peace settlement. To help to carry out this recommendation, the Governing Body would set up a consultative committee, ready, in co-operation with the Office, to give advice and assistance in this field; and the United Nations would agree to make full use of this committee in preparing labour provisions for inclusion in the peace settlement.

Essentially, the acceptance of this resolution as a treaty obligation by the United Nations would mean that they would accept a solemn pledge to develop their national and international lives along lines directed towards the achievement of the basic social objectives of the common men and women of the world. The importance of reinforcing the peace settlement in this way has never been queried. The resolution provides a practical programme for international action to place the social aims of the war in the forefront of peace planning.

ECONOMIC POLICIES FOR ATTAINING SOCIAL OBJECTIVES

In both the Declaration and the resolutions on social provisions in the peace settlement, the Conference emphasised the solemn obligation of the International Labour Organisation to further world programmes for full employment and rising living standards. It is significant that these two fundamental matters are linked together so closely. Full employment can be reached without raising the standard of living—for example, by manufacturing guns instead of butter. On the other hand, the standard of living can be raised to some extent without full employment, that is, at the expense of those who can find no place in the economic system. Neither of these solutions would comply with the goals laid down by the Conference. The objective of full employment and rising standards of living was considered by the Conference to be indivisible.

The Conference backed up this objective with a set of principles to guide national and international economic activity in such a way as to make possible immediate and steady progress towards social goals throughout the world. The resolution containing these principles is divided into two main parts. The first part deals with international policy and is addressed primarily to the United Nations, since the initiative in the development of economic policies in the international field now lies with them. The second part deals with national policy to promote full employment and rising living standards and is addressed to all countries.

Setting forth first its views on international economic policies to serve social objectives in the transition period, the resolution of the Conference first welcomes the initial steps taken by the United Nations to deal internationally with immediate post-war problems of relief and rehabilitation and assures the United Nations Relief and Rehabilitation Administration of whole-hearted I.L.O. support. It also recommends that the highest priorities consistent with waging the war be given to the supply of essential materials and equipment to countries liberated from Axis occupation. Since many basic commodities and transport facilities will be scarce after the war, it urges that the existing machinery of international co-ordination and control should continue to operate, with suitable modifications, so long as serious shortages persist.

The Conference also endorsed international co-operation to deal with food and agricultural problems after the war. The resolution urges the setting up of the proposed international organisation in this field, responsible for plans and action to raise the level of nutrition and improve the efficiency of agricultural production and distribution. Closely associated with this is a recommendation concerning the production of essential raw materials and foodstuffs. Attention is called to the need for concerted action to ensure that adequate supplies of these commodities are available at all times at prices which give the efficient producer a reasonable return and which are sufficiently stable to guard against major short-term fluctuations in supply or demand. It suggests that any international arrangements made for this purpose should provide for adequate representation of consumers, as well as of producers, in the machinery for determining and carrying out policy and should aim at assuring fair remuneration, satisfactory working conditions, and adequate social security to all workers engaged in the production of these basic commodities.

The Conference then emphasised the importance, so far as progressive social policy is concerned, of international action in three closely related fields: first, establishing a satisfactory inter-

national monetary system; second, promoting the international movement of capital; and third, fostering international trade. On the first point, the Conference declared that whatever authorities may be created to operate an international monetary system should have regard to the effect of their decisions on employment and living standards. It urged, in other words, that social objectives and considerations should play their full part in the determination of monetary policy. Secondly, the Conference realised that reconstruction, development, and the raising of living standards in many countries will require large amounts of capital, and that international co-operation in providing this capital would also have a good effect on employment in the lending countries. The resolution therefore urges that international machinery should be established to encourage the international lending of capital for these purposes. It is recommended that those responsible for the operation of this machinery should be required to consult the I.L.O. on whether or not provisions to safeguard the welfare and working conditions of those employed on internationally financed works should be inserted in the terms under which these projects would be carried out, and on the specific provisions to be included. The Governing Body is asked, in a supplementary resolution, to work out the methods for determining whether these provisions should be inserted in any particular case, for drafting the provisions, and for supervising their application. Thirdly, while monetary and international lending policies directed towards improving economic and social well-being will have a beneficial effect on international trade, the Conference called for further action to ensure that world trade policy after the war is also directed towards the same objectives. Thus the resolution asks the United Nations to take vigorous action to expand international trade. It suggests that they should arrange for international co-ordination of the commercial policies of all countries for the purpose of promoting a steady expansion of world trade on a multilateral basis. In this co-ordination, they are urged to give special consideration to the needs of countries highly dependent on exports and to the dislocation and accumulated needs of countries which have been engaged for a long period in a sustained and total war effort.

There is still another related field of policy which will be of special importance in developing an expanding world economy after the war, namely, the orderly migration of people from country to country. The Conference resolution urges that the migration of workers and of settlers should be encouraged according to the economic needs and social conditions of the various countries and with adequate safeguards for all concerned.

The Conference realised that what is done by constructive action in the financial and economic fields to encourage expansion of world resources by international co-operation rather than wasteful competition among nations and groups must, in the last analysis, have its roots in national policies directed towards the same basic objectives. The second part of the resolution thus outlines the main pillars on which each national economic programme must rest to contribute most fully to social well-being.

In the field of national policy, the resolution urges Governments and employers' and workers' organisations to formulate programmes for reconversion, reconstruction, and economic expansion, and to prepare and apply them along with the international programmes referred to above. It points out that these programmes will have to be supported by effective mechanisms for financing the reconversion, reconstruction, and expansion of industry, trade, commerce, and agriculture, for adjusting tax systems, and for maintaining economic controls to prevent inflation so long as shortages exist.

In respect of long-term policy, the Conference recommended that all practicable measures should be taken to maintain a high and steady level of employment, to minimise fluctuations in economic activity, and to assure expanding production. It suggested four main groups of measures which should be taken for these purposes. The first group includes fiscal, monetary, and other measures, including useful public works, to keep the volume of demand for goods and services at a high level. The *Public Works (National Planning) Recommendation, 1937*, had already recommended the suitable timing in relation to economic fluctuations of all works undertaken or financed by public authorities and the financing of these works by loan in periods of depression. To these points the Conference, at the 1944 Session, added several others by adopting the *Public Works (National Planning) Recommendation, 1944*, relating to the preparation of a long-term development programme, the timing of works in relation to the employment situation not only in each country but in each area of the country, and the giving by central authorities of prompt information about the financial support which they will give to local authorities and others responsible for framing works programmes.

The second group of suggestions for national economic policies includes measures to discourage monopolistic practices and to encourage technological progress, to maintain a reasonably flexible system of prices and wages, to encourage the transfer of workers and productive resources from declining to expanding industries, and to attain a high degree of mobility of resources and of freedom of access to alternative employments.

The third group comprises measures to provide adequate incentives to engage in and expand useful economic activity, to encourage private investment and to maintain the rate of investment, for example, by adjusting tax systems, by removing artificial barriers to resources and markets and relaxing unreasonable restrictions imposed by governmental agencies or by business or labour organisations, and by maintaining a high and stable demand for goods.

The fourth group includes measures aimed at providing full economic opportunities for workers. Under this head, emphasis is placed on the need for such things as better education and training facilities, improved health standards, high wages, the extension and improvement of collective bargaining, and better protection against all kinds of economic insecurity.

These four groups of measures, taken together, would, the Conference believed, make up a constructive national economic programme for each country, designed to supplement the international programme and to facilitate social progress.

The policies and practices suggested in the resolution as a whole to guide international and national action constitute the main Conference decisions concerning the economic basis needed for translating social principles into action and thus moving towards the newly defined objectives set forth in the Declaration of Philadelphia.

EMPLOYMENT ORGANISATION IN THE TRANSITION FROM WAR TO PEACE

The adoption by the Conference of this economic programme for the attainment of social objectives means that action to promote full employment with a view to raising living standards throughout the world has become an explicit duty of the International Labour Organisation. The Conference recognised, however, that plans for full employment have to be supplemented by effective action to help employers to secure the most suitable workers, to help workers to find the most suitable employment, and to ensure that at all times the available workers and available jobs are brought together as promptly and as satisfactorily as possible. In other words, the carrying out of a full employment policy implies the existence of a manpower policy, closely integrated with the economic policies directed towards achieving higher living standards.

By the time of the 1944 Conference, military events made it possible and necessary to begin to plan to meet the vast employment adjustment which will have to take place in the immediate

after-war period. At the same time, the broader goals emphasised all over the world in the phrase "the right to work" made it essential for the I.L.O. to begin to restate and expand its employment organisation policies in terms of full employment. The *Employment (Transition from War to Peace) Recommendation, 1944*, adopted unanimously by the Conference, marks an effort to work out the guiding principles for organising employment in the transition period and to suggest the most appropriate methods of applying these principles according to national conditions.

The first task, the Conference considered, would necessarily be to find out in advance, so far as possible, the scope and character of the problems of re-employment in the transition from war to peace. It thus recommended the collection of all needed information regarding the persons likely to be seeking work and the employment opportunities likely to be available. It suggested that this should be done by a series of factual studies covering each of the various categories of job seekers during the transition, the extent and timing of the demand for workers from each major industry at that time, and the probable area-by-area balance of labour supply and demand in the transition period. Special attention was called to the need for co-operation among the various countries in obtaining the data in respect of persons transferred out of their own countries as a result of Axis aggression.

In the second place, the Recommendation urges the necessity for the making of clear-cut plans for demobilising and re-employing the millions of men and women now in the armed forces. While recognising that demobilisation must be governed primarily by military necessity and transport facilities, it makes several suggestions for relating the process constructively to urgent post-war labour requirements and the general employment situation and for ensuring full employment opportunities for returning service personnel.

Thirdly, the Recommendation endorses the principle that national programmes for industrial demobilisation and reconversion should be planned, in co-operation with employers' and workers' organisations, and other necessary action taken, to facilitate the most rapid attainment of full employment for the production of useful goods and services. The Recommendation suggests a series of concrete methods for applying this principle with full regard to the welfare of the working population. It urges, among other things, prompt decisions on contract termination policy and on the post-war use of Government-owned war plant capacity and equipment, and the giving of advance notice of cut-backs in production and employment to contractors, to the employment service, and to the workers affected.

Plans for military and industrial demobilisation after the war will require effective machinery for facilitating the transfer of millions of workers from one job, industry, and area to another. The Recommendation thus urges the widest possible use of the employment service by employers and workers; the organisation and extension of programmes of vocational guidance for persons seeking work; the reorganisation, redirection, and co-ordination of training and retraining facilities for adult as well as juvenile workers; the planning of the location of industrial activity in relation to employment; and positive steps to facilitate the necessary mobility of labour, both occupational and geographical.

Employment readjustment during the transition period will raise special problems and difficulties for particular groups of workers. It will, at the same time, provide an opportunity for reconsidering the policies which have traditionally governed the employment of these workers and for making advances over the past in many ways. Examining the special needs of young workers, the Conference recommended that full advantage should be taken of the transition period to promote wide opportunities for work and training for juveniles and the young workers who have been unable because of the war to start or complete their education and training. It suggested that national youth employment programmes should include a higher school-leaving age, vocational guidance services available for all young persons, pre-employment medical examinations and follow-up health care, and broad apprenticeship and training facilities. The second group of workers with special problems in the transition period will be women. To facilitate their redistribution in the peace economy, the Recommendation calls for the application of the principle of complete equality of employment opportunity for men and women, regardless of sex, and for steps to encourage the establishment of wage rates based on job content without regard to sex. It points out that action to improve standards in industries and occupations in which large numbers of women have traditionally been employed will serve to encourage women to seek work in these fields. The third group of workers for whom special employment problems will arise are disabled workers. The Recommendation suggests a series of steps to provide these workers, whatever the origin of their disabilities, with full opportunities for rehabilitation, specialised vocational guidance, training and retraining, and employment on useful work.

Finally, since steady employment is an essential feature of full employment, it is recommended that measures should be taken to regularise employment within industries and occupations where work is irregular. It is suggested that some of the war programmes

now operating for this purpose could be adapted to make a useful contribution to regular employment after the war.

The Conference realised that the mere formulation of principles of employment policy does not go very far towards achieving results, and that in bringing policy into practice, the employment service has a role of basic importance. It realised, moreover, that the development and maintenance of an effective employment service is a matter of long-term importance in the post-war period, since such a service is a permanent requirement in any economy. It therefore adopted a special Recommendation on this subject. The *Employment Service Recommendation, 1944*, defines the essential duty of the employment service as being to promote "the best possible organisation of industrial, agricultural and other employment as an integral part of the national programme for the full use of productive resources", and outlines the specific responsibilities of the service in fulfilling this duty. The Conference, in adopting this Recommendation, emphasised its conviction that the broader conception of the employment service engendered by war needs must continue to prevail; that the idea of a passive employment service, preoccupied with routine matters connected with unemployment, must give way once and for all to that of an active service, preoccupied above all with the promotion of full employment.

The two Recommendations on employment organisation adopted by the 1944 Conference thus open the way for more positive I.L.O. action in the field of employment policy and practice. While the Conference laid stress on the special problems of the transition from war to peace, the fundamental problems of employment policy in the post-war period will extend far beyond the transition period. Future solutions for them must be sought within the broader frame of social objective and expansionist economic practice laid down by the other decisions of the Conference. The 1944 Session of the Conference has taken the first steps in this direction. Coming sessions of the Conference will have the opportunity to complete these steps and to advance towards an Employment Convention to supersede the now out-dated Unemployment Convention of 1919.

The Government delegate from Great Britain emphasised the importance of these two Recommendations for guiding employment policy in the transition from war to peace. "I believe the interest in the problem of employment has been the paramount interest", he said; "and I not only believe it to have been the paramount interest in the Conference, but I believe it is the one subject that is of paramount interest amongst the peoples with whom we are most connected and whom we are considering." Declaring that the

proposals made in the Recommendations are practical and realistic, despite the complexities of the problems with which they deal, he added:

I believe that true social security can be obtained only when you have full employment, and therefore the findings of this Committee and the putting into operation of the recommendations of this Committee are in my judgment the most important things that this Conference will decide and that the Governments and workers and employers represented here will do when they return home. . . . I suggest that we not only pass these recommendations, but that we dedicate our lives to the carrying out of them, each in our particular sphere.

SOCIAL SECURITY

The promotion of full employment on useful work is, as the British Government delegate pointed out, "the true social security". But schemes to assure a livelihood to men and women unable to draw income from work for one reason or another are essential to provide social security to the whole population. It was imperative, therefore, that the Conference should include in its programme of work a consideration of social insurance policies and plans aimed at realising the objective set forth in the Declaration of Philadelphia: "*the extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care*".

The Conference adopted two basic Recommendations in this field, one on income security (by a vote of 92 to 4, with 6 abstentions) and one on medical care (by a vote of 76 to 6, with 23 abstentions). These are essentially long-term programmes, intended to furnish guiding principles for the reconstruction and improvement of social insurance and social assistance. The principles which they contain are exceptional in that they are based not only on experience and existing legislation but also on the new plans for income security and medical care published by various Governments during the war in response to the tremendous public urge for progress towards freedom from want for all.

Between them, these Recommendations review the whole series of Conventions and Recommendations, each on a single branch of social insurance, adopted by the Conference in the past. The Recommendation on income security assembles and reformulates in a coherent manner the provisions relating to cash benefits, and supplements them in order to constitute the outline of an income security code. The Recommendation on medical care, which has little basis in past work of the Conference, incorporates the most modern view of the exigencies of a comprehensive medical care service, which can well be administered, at all levels except the highest, independently of the income security system. This pair of

Recommendations have two fundamental principles in common: that their benefits should be made available, gradually if necessary, to all persons who need them; and that the range of benefits or services provided should be adequate to meet the actual or presumed need of the beneficiary.

The Recommendation on income security consists of thirty general guiding principles, to which are appended numerous suggestions for their application. It advocates that each country should build up an income security organisation comprising a unified social insurance system (or several schemes co-ordinated under a single authority) working closely with medical and employment services, and supplemented by a social assistance system. Income security should be afforded normally through the social insurance system, and the social assistance system, except for its children's services, should have only a transitional or subsidiary part to play. The creation of a unified social insurance system should not preclude the operation of special schemes providing supplementary benefits for such groups as public officials, miners, and seamen.

It is urged that persons to be covered by the social insurance system should include not only wage earners or the employed class generally, as is usually the case today, but also persons working on their own account, as soon as ways can be found to organise the collection of their contributions. In effect, all persons who earn their living should be insured. The dependent wife and children should be automatically covered as a result of the insurance of their breadwinner.

The Recommendation also provides that periodical cash benefits should be paid in each of the main contingencies in which a person, ordinarily at work, finds himself unable to work or to obtain it, or dies leaving a dependent family. These comprise: sickness, maternity, invalidity, old age, death of the breadwinner, and the disablement and death resulting from employment injuries. In addition, provision should be made for the grant of sums to meet extraordinary expenses incurred in these contingencies, for example, the cost of domestic help when a mother is sick, or funeral benefit. Employed persons should be insured against the whole range of these contingencies, but independent workers, although they can be insured against invalidity, old age and death, can less easily be protected against sickness, while employment injuries and unemployment can occur only to the employed. The right to benefit should, except in the case of employment injuries, be conditional on reasonably regular payment of contributions during a prescribed period before the contingency occurs.

As a rule, the Recommendation continues, the level of benefits

should be related, in the case of sickness, unemployment, and employment injuries, to the previous earnings of the beneficiary; but in the case of invalidity, old age, and death, it should be related to the current rate of unskilled workers' wages, so that changes in the cost of living may be reflected in the benefit rate. Benefits should be graduated according to the number of dependants, but provision for more than two children should be made through special children's allowances, payable whether the parent is in or out of work. While the level of benefits must be sufficient in every case to meet the normal needs of an unskilled worker at least, it should not be so high as to impair a person's will to work or to impose an excessive charge on producers.

Finally, it is recommended that the cost of the income security system should be distributed among insured persons, employers, and taxpayers in such a way that it is equitable to insured persons, and does not involve hardship for those with small means, and that it does not cause any disturbance to production; the residual cost should be borne by general taxation.

The Recommendation of the Conference on medical care is concerned with the methods of organising a complete medical care service, designed from the outset, or by stages, to embrace the entire population. It includes many suggestions for alternative methods of organisation, to be selected according to the degree of development of the service and the varying nature of the problems to be solved.

It is recommended, first of all, that the medical care service should provide both curative and preventive care. It may take the form either of a social insurance service or of a public service. A social insurance service would cover dependants as well as the insured contributor himself. Its scope should be extended so as ultimately to reach the whole population. The contribution should be proportionate to the income of the insured person, and should not vary with the number of his dependants. Persons unable to pay the contribution should receive care, with contributions paid on their behalf by the competent authority, and thus be included within the scope of the insurance service. Social assistance would accordingly be eliminated except as a transitional measure. All persons in receipt of cash benefits under a social insurance scheme should be automatically entitled to medical care. If the form of a public service is chosen, the service should be available to every member of the community without a means test and should be financed out of general revenue or by a special progressive tax.

It is urged that either form of service should furnish all varieties of care that can properly be given by the medical and allied profes-

sions and by hospitals, and should include the supply of medicines and appliances. The optimum of medical care should be made available through an organisation that ensures the greatest possible economy and efficiency by the pooling of knowledge, staff, equipment, and other resources. Medical care should therefore preferably be furnished by group practice at centres working in effective relation with hospitals.

The Recommendation also lays down the principle that the whole-hearted support and participation of the medical and allied professions must be enlisted. It urges that members of these professions should be adequately remunerated, whether working whole time or part time. They should not be subject to any supervision other than that of professional bodies. Every effort should be made to secure the highest standard of service: participating doctors should be required to have training in social medicine; post-graduate courses should be organised for them; and adequate facilities for teaching and research should be available in the hospitals connected with the service.

Beneficiaries should have the right to choose their doctor among the general practitioners working for the service, subject to reasonable conditions, and should be able to have their complaints about the service heard and redressed.

Finally, the Recommendation proposes that the administration of the service should be unified for appropriate health areas sufficiently large for a self-contained and well-balanced service, and should be centrally supervised. Close co-ordination should be established between the medical care service and the general health services which exist to safeguard the health of the whole community or of certain groups.

A number of special problems of social security arise directly out of war conditions and demand somewhat specialised solutions. The Conference considered two such questions: social security for persons demobilised from the armed forces and from war industry, and secondly, the safeguarding of the social insurance rights of "displaced persons", in particular, foreign workers recruited by Germany and its satellite countries.

On the first question, the Conference adopted a Recommendation advocating: unemployment allowances for persons discharged from war industry who are not covered by unemployment insurance; mustering-out grants to demobilised service men and women; and the grant to service personnel, on discharge, of rights under unemployment, pension, and sickness insurance similar to those which they would have possessed if they had remained in civil employment during the war.

To safeguard the social insurance rights of the millions of workers recruited from occupied countries to work in German war industry, the Office had prepared a Draft Convention which was an adaptation of the *Migrants' Pension Rights Convention, 1935*, to the special needs of these workers. The Conference decided, however that it would be preferable to recast the Office proposals in the form of unilateral obligations to be imposed on Germany and its satellites by the peace settlement. The basic feature of the proposals is the repayment to the country of origin of the contributions paid by the recruited workers under the social insurance system of the recruiting country. The Conference invited the Governing Body to set up a technical committee to draft the precise clauses for insertion in the peace settlement.

The Conference also approved in principle proposals on two other related matters. First, Germany and its satellites should be required to pay indemnities for losses caused by them to the social insurance institutions and to insured individuals of the occupied countries. Secondly, the provisions of the peace settlement relating to any transfer of territory should include the obligation of the ceding country to pay over to the successor country the reserves corresponding to the accumulated social insurance rights of the population of the territory. These proposals are also to be worked out in detail by the technical committee.

Finally, the Conference adopted a resolution on international administrative co-operation on social insurance problems. A number of countries, particularly in Latin America, have introduced extensive social insurance schemes in the last few years, and many other countries may follow suit soon after the war. The Office has been able to supply technical assistance in the drafting of these schemes to several Governments. In the belief that much more could be accomplished with the active co-operation of all the Governments interested, the Conference adopted a resolution requesting the Office to develop international co-operation along a variety of lines, such as the exchange of technicians, the standardisation of statistics, the organisation of courses of technical training, and the study of the possibility of creating a common social insurance organ for a group of countries with a view to strengthening the finances of their schemes and co-ordinating their administrations.

SOCIAL POLICY IN DEPENDENT TERRITORIES

The Conference also adopted a Recommendation concerning minimum standards of social policy in dependent territories. This Recommendation was described by the British Government delegate

as a charter of colonial policy affecting all dependent territories everywhere and covering all matters with which the I.L.O. is concerned.

The comprehensive character of the Recommendation was dictated by the present-day needs of the colonial situation. In 1930, when the *Forced Labour Convention* was adopted, the Conference first made a formal contribution to solving the special problems of the engagement and employment of workers in certain tropical and semi-tropical countries, many of which are dependent territories. In 1936 and 1939, it adopted other decisions on these special problems. During these years, there was a tendency to apply to dependent territories many of the general Conventions of the Conference. It was becoming increasingly clear, however, that the contact of cultures in dependent territories has social consequences of a far wider character than can be regulated by labour law and policy in a limited sense. Colonial powers were being forced to realise that their efforts towards social reform were frustrated by economic failure. There was also a growing recognition that in dependent territories immediate economic gains must be subordinate to the social advance of the dependent peoples themselves.

All these factors suggested the value of a new international approach to the social problems of dependent territories. The development of a new approach at this stage in the war seemed urgent as an expression in practical terms of the aims of the United Nations in regard to peoples for whom they have special responsibilities.

The Recommendation adopted by the Conference on social policy in dependent territories is based on three fundamental considerations.

In the first place, any principles laid down by the Conference as minimum standards in dependent territories must remain principally the concern of the authorities responsible for administration in these territories. All the Member countries of the International Labour Organisation may associate themselves in the approval of such standards, thus marking the common interest of all nations in the social progress of all peoples. But primary responsibility rests on the administrative authorities of the territories concerned, whether these be the central agencies of the metropolitan country or the local governments.

Secondly, few, if any, communities are self-sufficient enough to pursue their own well-being without being affected by world conditions and policies. No Recommendation designed to improve conditions in dependent territories would suffice, therefore, if its provisions were limited to defining the social standards to be

observed within the territories. Thus, the text had to include certain general principles of world policy, since these necessarily affect the possibilities of raising the standard of living in dependent territories.

Thirdly, even though the political implications have not been worked out, the value of effective social and economic collaboration between the powers interested in the development of dependent territories is recognised. Any Recommendation of the International Labour Organisation should contribute to such collaboration in a form based on I.L.O. experience. To this end, measures were necessary for providing practical ways by which experiences, successful and unsuccessful, might be compared, information exchanged, and confidence created in the honest purposes of policy.

The Recommendation concerning minimum standards of social policy in dependent territories therefore consists of three parts.

The Recommendation itself provides that each and every Member country of the International Labour Organisation should take all steps within its power to apply agreed general principles. It invites each country which is responsible for any dependent territory to take steps within its competence to secure the application of agreed minimum standards of social policy in each territory. It goes on to request the Member countries to communicate details of the action they have taken to the Director of the International Labour Office, and provides for the subsequent submission of reports as may be requested by the Governing Body.

The agreed general principles and minimum standards are contained in an Annex to the Recommendation. The general principles mark: (1) the broad aims of policy in dependent territories; (2) the importance of economic policy in laying the foundations of social progress; (3) the general purposes of social policy; and (4) the necessity of associating the peoples of the dependent territories in the framing and execution of measures of social progress. The minimum standards reaffirm, in the first place, certain generally accepted standards of policy, such as the suppression of slavery and opium-smoking. They next draw attention to past decisions of the International Labour Conference primarily affecting dependent territories—for example, those on the prohibition of forced or compulsory labour, the regulation of recruiting, the regulation of certain special types of contracts of employment, and the suppression of penal sanctions for labour offences. Succeeding provisions cover questions relating to the employment of children and young persons, linking these questions with the general aim of the progressive development of broad systems of education. A section on the employment of women similarly contains certain

principles of labour regulation and subordinates these principles to the aim of the raising of the status of women. General guiding principles are next included concerning remuneration, health, housing, and social security. A succeeding section aims at the prohibition of colour and religious bars and other discriminatory practices. This is followed by a general statement on the principle of labour inspection. Finally, the minimum standards lay down policies for the protection and development of industrial organisations and of co-operative organisations.

It did not prove possible for the Conference Committee on social policy in dependent territories to examine all the proposals submitted by the Office. For this reason, the Conference, in addition to adopting the Recommendation outlined above, placed on the agenda of the next general session of the International Labour Conference supplementary questions of minimum standards of social policy in dependent territories. Among the questions which will be considered at this time will be various proposals concerning land, details of remuneration and of social security, hours and holidays, details of inspection, and certain resolutions arising out of the Committee's discussions. These questions were not regarded as of subsidiary importance or urgency. They included some matters which were recognised as fundamental and many questions of detail on which the drafting of guiding principles by the International Labour Conference would be of high value. Consideration of these questions at the next session of the Conference and the final adoption of proposals on them should round off the basic decisions of the 1944 Session of the Conference for the advancement of the peoples of dependent territories.

The Conference also decided to ask the Governing Body to set up a Committee to advise the Office on standards of social policy in dependent territories. In the past, the Committee of Experts on Native Labour had rendered valuable service by considering the principles on which were based later decisions of the Conference in regard to forced labour, recruiting, and contracts of employment. The Conference felt that the re-creation of a Committee to assist the Organisation was essential, and that the new Committee would need to bear in mind the broad issues of social policy in dependent territories as well as detailed questions of labour regulation.

One characteristic of the decisions of the 1944 Conference on dependent territories is of fundamental significance. In spite of war difficulties, the Committee on policy in dependent territories was more directly representative of the peoples of these territories than any Conference committee in the past. The minimum stand-

ards stress the importance of equality of human rights by their attack on measures of race discrimination and by their recognition of the necessity of trade union and co-operative organisations. The general principles lay down that "all possible steps shall be taken effectively to associate the peoples of the dependent territories in the framing and execution of measures of social progress, preferably through their own elected representatives where appropriate and possible". The covering provisions of the Recommendation call for consultation of the authority or authorities competent to make the Recommendation effective in any territory, thus requiring a degree of local collaboration consonant with the stage of development of each territory. In brief, the International Labour Organisation is embarked on a process of "decolonisation", of transforming the relations of superior and inferior, and even of trustee and ward, into one of collaboration.

If this development can be continued, the work of the Organisation on questions primarily affecting dependent territories may serve as a starting point for wider action. For constitutional reasons, the Conference drafted its Recommendation to fit the existing status of dependent territories. Many of the problems dealt with, however, are common to many territories, independent as well as dependent, which are only now beginning to face the complexities of the modern economic system and their social repercussions. As the Netherlands Government delegate told the Conference, "the norms as they have been formulated by our Committee may be useful as guiding principles for a number of politically independent countries as well".

OTHER ACTION OF THE CONFERENCE

The Conference took action on a number of other questions arising under one or another of the items on the agenda; and it also expressed its attitude on a few matters not on the formal agenda of the Session. Of these declarations of policy by the Conference, the most important relate to constitutional problems now facing the I.L.O. and to reconstruction in liberated countries.

Constitutional Questions

It was clearly realised that a mere verbal extension of the responsibilities of the I.L.O. would mean little in the absence of action to improve the machinery of the Organisation and to adapt its structure to the needs of the agreed programme of action. It was also realised that, to function most effectively, the I.L.O. had to carry on its work as one part in the over-all pattern of inter-

national organisations, and that some arrangements would be needed to fit the Organisation into this developing pattern.

For this reason, the first item of the Conference agenda, the future policy, programme and status of the I.L.O., was defined to include consideration of the ways of equipping the Organisation to carry out its tasks most satisfactorily, and of the position of the Organisation in relation to the developing picture of post-war international organisation. In the report prepared as a commentary on this item, the Office put forward a number of proposals as a basis for the Conference discussion.

The Conference recognised the full importance of early action to make the functioning of the I.L.O. as effective as possible in terms of the new world situation and the newly defined responsibilities of the Organisation itself. At the same time, it could not ignore the many difficulties in the way of immediate decision on some of the problems involved. Nor could it disregard the fact that these difficulties were necessarily multiplied by the absence of decisions concerning the general pattern of international organisation after the war.

The Conference finally decided to provide for the establishment of machinery to examine these problems. In a resolution on constitutional questions, adopted by the Conference on the recommendation of a special subcommittee on these matters, the Governing Body is asked to set up as soon as possible a committee to consider the following questions in co-operation with the Office and Governments, and to make a report to the Conference, on them:

- (i) The relationship of the Organisation to other international bodies;
- (ii) The constitutional practice of the Organisation and its clarification and codification;
- (iii) The status, immunities and other facilities to be accorded to the Organisation by Governments as necessary to the efficient discharge of the responsibilities of the Organisation;
- (iv) The methods of financing the Organisation.

The same resolution also specifically requests the Governing Body to take steps to assure close collaboration and full exchange of information between the I.L.O. and any other public international organisations which are or may be established to promote economic and social well-being. The Governing Body is authorised to instruct the Director of the Office to arrange for the exchange of information with these organisations, for the exchange of representatives at meetings, and for the establishment of any joint committees which may facilitate effective co-operation. If any urgent constitutional questions should arise before the next session of the Conference, the Governing Body may appoint representatives with

power to negotiate with international authorities on behalf of the Organisation.

This machinery was set in motion immediately after the Conference. The Governing Body appointed the committee requested by the Conference, and authorised nine of its members, three from each group, to negotiate with other international bodies, thus it will be possible during the coming months to carry forward the preparation of detailed and comprehensive plans for adapting the internal structure of the I.L.O. to new needs and responsibilities, and of methods for integrating the I.L.O. on a co-operative basis with whatever new international agencies may be created by the United Nations in the peace effort.

The same resolution requests the Governing Body to take action for dealing with problems common to a region or an industry, as specific methods of adapting the Organisation's machinery to present-day needs and possibilities of social advance. Long before the war, the diversity of economic and social conditions in various parts of the world and in various world industries had indicated the importance of separate regional and industry action to deal adequately with problems common either to a group of countries in the same geographical area or to the persons engaged in a particular industry regardless of the country in which they work. Successful regional conferences of the American countries had met to consider the problems shared by these countries; and other regional initiatives had been taken by the I.L.O. Special conferences had also met to scrutinise the problems of such industries as textiles, coal mining, printing and allied trades, and rail transport; but no permanent machinery for separate industry planning had been established. The war increased the need for and the general possibilities of the regional and industry approaches to economic and social problems. At the same time, war conditions made the holding of meetings and the introduction of new activities along these lines more difficult in many ways. The New York Conference had displayed interest in expanding the regional and industry work of the I.L.O. In the interval between that Conference and the Session of the Conference in Philadelphia in 1944, a number of further demands for more vigorous action in these directions had reached the Office or its Governing Body.

The 1944 Session of the Conference, taking these developments into account and aware of the increasing possibilities for separate regional and industry action within the frame of the general I.L.O. machinery, decided to ask the Governing Body to take effective steps as promptly as possible to deal with problems common to a region or to a particular industry, "with due regard to the Con-

stitution and principles of the Organisation, and its competence". The Governing Body was also requested to report to the next session of the Conference on the action taken and plans made for the further regionalisation of the Office and of the Organisation and for special consideration of the problems of particular industries.

In addition, the Conference adopted two further resolutions concerning regional action by the Organisation: one recommending that an Asiatic regional conference should be held at as early a date as possible (and that the conference should include the question of the organisation of social security); and the second requesting the Governing Body to examine the possibilities of convening at an early date a regional conference of the countries of the Near and Middle East. Moreover, in replying to the discussion on his Report, the Acting Director stated that the special character of the problems of the occupied countries might make a regional I.L.O. conference in Europe necessary. He also indicated that, whenever resources and transport facilities made it possible, a third regional conference of American countries would be held.

Social Policy in Territories of Axis Countries Occupied by United Nations Forces

Under the second item on the agenda—recommendations to the United Nations for present and post-war social policy—the Conference had before it the question of making recommendations on the social provisions which might be put into effect in the territories of Axis countries during their occupation by the forces of the United Nations.

This question had been placed on the agenda by the Governing Body because of its possible urgency for the immediate future. The Office, in drafting suggestions as a guide for Conference discussions, put forward two proposals in the form of draft resolutions. The first dealt with general measures of social policy in Axis territories during United Nations occupation, and the second was concerned with specific measures for the protection of foreign workers transferred to work in Axis or Axis-occupied territories.

The Conference set up a subcommittee to examine these proposals. In the course of its discussions, a number of differences of opinion were expressed as to whether or not it would be appropriate for the Conference to make general recommendations to the United Nations on this particular question. The competence of the I.L.O. to offer recommendations on the subject was not the point at issue. The differences of opinion related rather to the appropriateness of such action at this particular stage. It was finally decided to refer

the general proposals of the Office back to the Governing Body, together with the minutes of the subcommittee's discussion, and to leave it to the Governing Body to decide what further initiative, if any, should be taken on the question.

While the Conference thus refused, for a variety of reasons, to take a definite stand in regard to general social policy in territories of Axis countries occupied by the armed forces of the United Nations, it did adopt a resolution dealing with the specific question of the protection to be given to the millions of foreign workers who have been transferred to work in Axis or Axis-occupied territories. This resolution urges action to ensure that, subject to the removal of all officials identified with the enemy régime, the machinery and records used by the enemy in mobilising and utilising foreign labour power are preserved and that the officials concerned are held individually responsible for the preservation of these records. It was considered that such action would greatly facilitate the process of re-establishing transferred workers in their own countries. Pending the repatriation of these workers, the resolution recommends that the occupying authorities of the United Nations should take measures to see that the workers are adequately fed and housed, that they receive proper medical care, and that their general welfare is protected. In order to remove abuses imposed by the German authorities and to establish equality of treatment for all, the resolution urges the immediate abolition of all discriminatory treatment in such matters as remuneration, the right to employment, conditions of work, the wearing of distinctive badges, etc., on account of race, national or local origin or religion. It also suggests that the authorities responsible for repatriating foreign workers in Axis nations should collaborate with the Governments and trade unions of the United Nations. Finally, the resolution urges that arrangements should be made to restore the funds and property confiscated in Germany or elsewhere from international and foreign trade unions and employers' organisations and co-operative societies.

Reconstruction in Liberated Countries

It was clear throughout the session that, while there was general and whole-hearted acceptance of the newly defined social objectives to guide policies in the post-war world, various groups of countries were faced with immediate special difficulties in realising progress towards these objectives.

The most striking example was the special problems of economic, financial, and social reconstruction which will confront the coun-

tries of Europe on liberation. The resolution on economic policy for attaining social objectives contains a point calling for "the highest priority consistent with the exigencies of war" in supplying these countries with urgently required materials and equipment. The texts adopted on employment organisation and social security include various proposals of particular importance to the liberated countries.

In addition, the delegations of the occupied countries of Europe drew up a declaration in which they presented an integrated picture of their special difficulties and needs. The declaration calls attention to the conditions of ill health and starvation, of exhaustion of stocks and destruction of economic equipment of all kinds, and of the risk of unemployment. While the liberated countries wish themselves to undertake the work of total reconstruction involved in overcoming these conditions, they appeal for the full collaboration of less impoverished countries and, in particular, for priority in the supply of needed consumption and capital goods. The declaration points out that the economic restoration of Europe is an indispensable condition for the restoration of world prosperity. It also urges the Conference to issue a solemn warning to the enemy that further excesses of destruction of life and property would be severely punished.

In conclusion, the declaration points out that the peoples of Europe will find in the Conference's solicitude for their problems "a measure of comfort and a guarantee that the effective organisation of international solidarity will help them after the war to efface the marks of the tragedy that has weighed them down through these years of hardship".

The Conference, responding to this declaration, adopted a resolution assuring the occupied countries of the full support of the I.L.O. in rebuilding their social life and urging united effort to promote in every way the economic and social recovery of devastated areas. The Acting Director of the Office reinforced this resolution in his reply to the discussion on the Director's Report, stating:

It may indeed be that the special character of the problems of the occupied countries will render a regional conference in Europe necessary, and if at the appropriate time a decision to this effect should be taken, the Office will certainly do everything in its power to bring such assistance to the European Governments in the solution of their problems as may be possible. The absence of any proposals at the present stage most certainly does not indicate any lack of interest or of sympathy on the part of the Office and its staff with the countries in question and their peoples. The Office can never forget the part which Europe played in the building up of this Organisation, nor the fact that until Europe is liberated and restored an essential element in world equilibrium is missing.

The President of the United States, addressing the delegates to the Conference, made special mention of the needs of the men and women living under enemy occupation. "The people of the occupied countries are in deep suffering", he said. "Their representatives have agreed upon the social objectives and economic policies you have set forth. I trust that this marks the beginning of a new and better day, a period of hope for material comfort, for security and for spiritual and personal development, for all those groups now suffering so sorely under the heel of the oppressor."

CONCLUSIONS

The 1944 Session of the Conference marked, as the Acting Director of the Office said, "the beginning of a new era in the history of the Organisation". "Today", he said, "the Organisation is again swinging into its stride, is actively taking up its burdens and beginning with vision and determination its vital tasks".

The Conference was a Conference of achievement. It set down the lines of policy for the Organisation in terms of the social objectives of today and tomorrow. It gave practical voice to the needs and hopes of the mass of men and women in all parts of the world. It mapped out a practical programme of action for the months and years to come, and took the first concrete steps to meet urgent problems of the transition from war to peace.

The Conference was first and foremost a war conference. Its entire work was based, as the Acting Director declared, on two fundamental conditions: first, the victory of the democratic forces in the war; and second, the unity and determination of these same forces in ensuring a just and durable peace when military victory has been won. These are the indispensable conditions for social progress and for the carrying out of the programme laid out by the Conference.

Within this frame, the Conference seized the vast possibilities of social advance implicit in the world struggle. Its objectives and its programme are based on the conception of an expanding economy directed towards the raising of standards of life and of work for the people of all lands. The approaching defeat of the forces of fascism and the growing unity of social purpose of the common people made this conception a realistic point of departure for the future work of the Organisation. The 1944 Conference found its keynote in this fact.

The decisions of the Conference have their roots in this conception. They fall, as has already been indicated, into three main groups. The first are those which state present-day social objectives and which clarify the relationship of the I.L.O. to these ob-

jectives. The second are those concerned with policies and methods for moving towards these goals. The third are those which will serve to equip the Organisation to carry out its wider responsibilities and to work effectively for the promotion of the common welfare.

So far as the social objectives are concerned, their chief characteristic is their unquestioning acceptance of the principle that the promotion of material and spiritual well-being "in conditions of freedom and dignity, of economic security and equal opportunity" must constitute the central aim of national and international policy. This principle was in the background when the I.L.O. was set up after the last war. It gained strength through the decades between the two wars. It came to the fore during the war and found expression at the New York Conference. But the 1944 Conference marks the formal declaration that the attainment of social justice must be the dominant consideration in the post-war world, that all other goals become subordinate to this, and that policies in all fields of national and international life must be judged primarily in relation to this objective.

This may appear to be a simple restatement of commonly accepted principles. In fact, it is a shift of emphasis which can exert the most striking influence on the formulation of post-war policy in every field. In the economic field, for example, its application implies a complete repudiation of restrictionist policies of all kinds. It involves a fundamental redirection and reorganisation of the world's machinery of production and distribution. World economic organisation designed to serve human need will be very different from the pre-war structure which served a variety of often conflicting ends, among which the factor of human need was often forced far into the background.

Thus, the second group of decisions of the Conference, those related to the translation of social principles into a practical programme of action, are characterised primarily by their emphasis on the building of an economic structure which will make possible the raising of living and working standards.

It was within this wider frame that the Conference carried out the technical work of mapping out a programme for employment organisation in the transition period, a code of social security, and standards of social policy for application in dependent territories. Its decisions in these matters provide an indication of the shift of emphasis required from now on in each specific field of social policy. They constitute a foretaste of the more positive approach made possible by the widened social consciousness and the progressive social pressures which are already moulding the post-war world.

Related to this trend in the decisions of the Conference are those parts of its work which were designed to make the changes in the machinery and methods of the I.L.O. needed to make it a responsive and effective instrument of social justice in the present-day world. A good many of these changes had already been foreshadowed before the outbreak of war. Others were more directly the result of war conditions and anticipated post-war needs.

In the first place, the stress laid on the necessity for vigorous regional action by the I.L.O. within the broad international frame of the Organisation was an outstanding feature of the 1944 Conference. This trend of policy has its roots deep in the past experience of the Organisation. But this Session of the Conference put new emphasis on the development of regional work as an important means of increasing the flexibility of action of the Organisation and thus of better equipping it to discharge its responsibilities most effectively.

The 1944 Conference also laid considerable emphasis on the desirability of strengthening the structure of the I.L.O. by developing within the Organisation special machinery for examining and solving the economic and social problems of the great world industries on an industry-by-industry basis. It endorsed the principle of comprehensive industry action, within the frame and in accordance with the principles of the Organisation, as a method of attacking the economic and social problems of individual industries and of promoting the welfare of the men and women working in them.

Both these ways of reinforcing the structure and methods of action of the I.L.O. (that is, the regional and the industry approach) had developed out of the pre-war experience of the Organisation. The Conference decisions on the preparation of plans for changes in structure and practice necessary to fit the I.L.O. into the changing pattern of international organisation grew more directly out of war circumstances, although they are, of course, based on the Organisation's operations during the inter-war period. These decisions of the Conference are limited by the fact that the new structure of international organisation is still emerging. Various parts of the new machinery have been created on an *ad hoc* basis. But the essential features of the new pattern are not yet clear. In the face of this fact, the Conference took the most practical steps possible. It created continuing machinery to study the relations of the Organisation with other international bodies in the light of the changing situation and at the same time authorised the Governing Body to deal with any emergency relations problems that might arise before the Conference could meet again.

The decisions of the Conference, as the President pointed out in closing the Session, lay the foundation for a post-war world built on freedom "in its fullest and widest possible meaning". What was most urgently required was to lay down for future guidance the basic objectives and the general principles of social policy. This was done by the Conference, and done with striking unanimity. "I have never attended a Conference where representatives of three groups, employers, employees, and Governments, have been so united in the objectives towards which they desire to travel", the President declared.

Differences appeared when it came to choosing the exact road of advance, to deciding how principles were to be translated into practice, and to determining whether particular methods were practicable in the complex and rapidly changing social situation of today. It would have been far more strange had these differences not appeared. In a Conference made up of representatives of 41 countries, and of the employers and workers as well as of the Governments of many of these countries, unanimity on the precise possibilities and methods of action would have been an alarming symptom of a lack of vitality in the Organisation. What was significant was that despite differences the Conference, after full and frank debate, did agree on the first steps towards the realisation of the objectives on which all agreed. "In contrast with the feverish regimentation of men, women and children to serve the immediate purposes of the totalitarian States", the American workers' delegate noted at the end of the Session, "this International Labour Conference has demonstrated that delegates from over forty sovereign nations could calmly and realistically sit down in conference and work out agreements in democratic fashion, despite the complexity of the economic and social problems which were involved".

The decisions of the Conference have a practical character in that they go far beyond a statement of principle in mapping out lines of post-war action. But, as delegate after delegate emphasised, their practical character lies also in the fact that the work of the Conference, begun in Philadelphia, is carried back to the constituent elements of each delegation. Government delegates report to Governments in all parts of the world. Employers and workers report to their organisations. As the President of the Conference said, the contribution of the Conference, great as it was, would not be complete "unless we go from here determined that each in our own country we will work and strive and fight to bring into being the conditions that we have talked of here, to help to write the legislation, and to see that it is properly administered".

The Conference closed on 12 May. It has given the Organisation a solid basis from which to move forward to meet the vast opportunities of the future. Less than a month later, the invasion of western Europe was begun. This brings the work of the Conference into a new perspective. It gives new and vital urgency to the tasks of the I.L.O. and added weight to its responsibilities. Each bridgehead won by the United Nations brings closer the moment when the plans now being made for the future must be tested and carried out in a great world effort to establish an international community in which "all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity".

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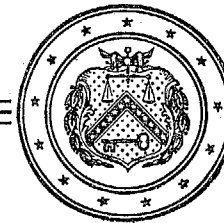
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III - 1 - A

THE BRETTON WOODS PROPOSALS



U. S. TREASURY
WASHINGTON, D. C.
February 15, 1945

THE actual details of a financial and monetary agreement may seem mysterious to the general public. Yet at the heart of it lie the most elementary bread-and-butter realities of daily life. What we have done here in Bretton Woods is to devise machinery by which men and women everywhere can exchange, on a fair and stable basis, the goods which they produce through their labor. And we have taken the initial step through which the nations of the world will be able to help one another in economic development to their mutual advantage and for the enrichment of all.

—From the address closing the Bretton Woods Conference.

By HENRY MORGENTHAU, Jr.,
Secretary of the Treasury,
President of the Conference.

THE BRETTON WOODS PROPOSALS

Introduction

Bretton Woods is the symbol of a new kind of cooperation. It stands for proposals looking toward cooperation in the solution of international monetary and financial problems. Drafted by representatives of 44 nations in a conference called on the invitation of President Roosevelt at Bretton Woods, New Hampshire, in July 1944, the proposals are the outgrowth of three years of study by the technical staffs of the Treasury, State Department, Board of Governors of the Federal Reserve System, and other agencies of the United States government. For a period of more than a year, informal discussions were held with representatives of other governments associated with us in winning the war.

As part of the economic foundation for a peaceful and prosperous world, the Bretton Woods proposals call for the establishment of two international institutions, the International Monetary Fund and the International Bank for Reconstruction and Development. Although related in purpose, these institutions will perform quite different functions. The Fund will be concerned with the maintenance of orderly currency practices as they relate to international trade, while the Bank will facilitate the making of long-term international investments for productive purposes.

Acceptance of the proposals by the United States will require Congressional action.

THE INTERNATIONAL MONETARY FUND

What the Fund will do

The fundamental purpose of the International Monetary Fund is to promote the balanced growth of international trade. It will do this in three ways. First, it will stabilize the value of all currencies in terms of each other. Second, it will progressively remove barriers against making payments across boundary lines. Third, it will provide a supplementary source of foreign exchange to which a member country may apply for the assistance necessary to enable it to maintain stable and unrestricted exchange relationships with other members.

During much of the period since the first world war, unstable exchange rates have seriously interfered with trade and the settlement of international balances. People who buy or sell abroad need to know today what their money will be worth tomorrow, and a year hence, in terms of their own currency.

Restrictions on payments, which have in the past been among the most serious obstacles in the way of international trade, take a number of forms. In some countries, importers are not permitted to purchase the dollars or pounds required to buy goods in the United States or England. In other countries, of which Germany before the war was an example, foreign trade was disrupted by the use of so-called multiple currencies. Germany also relied heavily on barter arrangements—"we will buy your coffee if you will accept our machine tools in payment." Barter is at the opposite end of the scale from freedom in international trade.

During the war, many new restrictions have been devised and employed for reasons of military necessity. Unless uniform standards can now be developed and generally adopted, the entire jungle of controls may be extended and intensified in the postwar period. We in the United States believe that the greatest possible freedom should be given to our own businessmen engaged in international trade. But we know that this freedom will be meaningless unless other countries accord an equal measure of freedom to their businessmen.

Exchange rates must be stable

The Fund proposal provides for stabilizing the value of world currencies. This is a subject that concerns every trading nation, the

United States more than most. When an American sells abroad, he wants to be assured that the buyer's currency will have a constant value in terms of dollars. The reason is obvious. If, for example, he receives payment in Mexican pesos, the rate of exchange will determine the number of dollars he finally receives for a sale in Mexico. Even though the terms of the sale call for payment in dollars, which is not unlikely, the exporter will still be concerned with the stability of the peso, since a fluctuation in the dollar-peso exchange rate will alter the cost to the Mexican buyer. Specifically, any depreciation of Mexican currency raises the peso cost, possibly to a point where the Mexican can no longer afford the purchase.

An American exporter, oddly enough, may be equally concerned with currency stability in other countries, Holland, for example, in which he neither sells nor expects to sell. This interest arises from the fact that producers in Holland compete for the same Mexican market, and depreciation of the guilder would give the exporter in that country an edge over the American who, on the basis of efficiency in production and quality of product, might be able to hold his own in any market.

Under the Fund proposal, no member may resort to exchange depreciation simply to gain a competitive advantage in world markets. The proposal recognizes, however, that under certain conditions it may be necessary to change the value of a currency. For example, prices in a given country may remain relatively high while world prices generally decline. If so, the country's exports will drop off and its imports, over the short run, will tend to increase. This situation may be corrected by a downward adjustment of the exchange rate which, however, under the Fund proposal will have to be requested by the country in question and approved by other members of the world trading community.

Exchange transactions must be free

Among the more important provisions of the Fund proposal are those relating to the member's obligation to allow businessmen maximum freedom to conduct current transactions across boundary lines. This means more than simply allowing an Englishman who buys in America to pay the exporter in English pounds sterling. Since the American exporter cannot use pounds sterling to pay wages or buy raw materials in the United States, he must be assured that he can at any time readily convert a sterling balance in a London bank to dollar balances in his own bank. The problem is reversed in certain respects if it is agreed that the Englishman will pay in dollars. In that case, he should be able to buy a dollar draft on an American bank with an ordinary check drawn in terms of pounds, shillings, and pence against a London bank.

So long as the financial transaction grows out of current business, the Fund proposal provides that a member country shall impose no restrictions either on the acquisition of foreign exchange or on the conversion of foreign balances into domestic currency.

Multiple currencies must be eliminated

During the inter-war years, the simultaneous use of several different kinds of currencies was one of the favorite tricks of the Axis nations. The value of special currencies was purely artificial, created and maintained to gain trade advantages by means which, to us, appeared unfair. Germany used a variety of special marks, some of which could be purchased at 3 or 4 to the dollar as against the official rate of 2½, to stimulate the export of goods for which the foreign demand otherwise would not have been great—wooden toys, aspirin tablets, or cheap manufactured goods. For such goods as cameras, optical lenses, and precision instruments she exacted all the traffic would bear in terms of foreign exchange. In certain instances, "bargain counter" marks could be bought from American owners of "frozen" German bank balances which could not be withdrawn in cash. It was the Germans who got the bargain, however, since by this device they were able to force merchandise upon customers who otherwise might have bought elsewhere. Discriminatory practices employed by Germany were variously applied from country to country, and even from firm to firm, and extended to foreigners exporting to as well as those buying from Germany.

Inasmuch as discriminatory practices obstruct the free flow of trade, members of the Fund must agree not to resort to their use.

Post-war transition period

It will not be easy for some countries to lift their exchange controls. Those ravaged by war will require time to revive the export industries upon which they ordinarily depend for supplies of foreign currencies. In these instances, the Fund will not require the immediate termination of all controls, but will expect every country to move in the direction of relaxation as rapidly as it can safely do so.

The Fund must have resources

Stable exchange rates and freedom from exchange restrictions the world over cannot be achieved by hopeful resolutions alone. When a country agrees not to change the par value of its currency without Fund approval, nor to engage in restrictive exchange practices, it surrenders effective though blunt methods of singlehandedly adjusting its own economy to world conditions. Left to its own devices, a nation that finds its gold and foreign exchange resources inadequate to meet a temporary adverse balance of payments must,

in self protection, resort to practices detrimental to world trade. No country is willing, however, to give up the right to depreciate its currency or restrict transactions in foreign currencies unless offered other means of securing results as good or better. The Fund must be prepared to help member countries maintain stable and free exchanges. Hence it must have at its disposal a sizable volume of liquid assets.

The assets of the International Monetary Fund will consist of currencies and gold to be subscribed by members in accordance with their quotas. Quotas for the original members, as determined at Bretton Woods, are stated in the Fund proposal. The gold portion of a member's subscription will be equal to 25 percent of its quota, or 10 percent of its net official holdings of gold and U. S. dollars, whichever is smaller. The member's currency subscription, equal to the remainder of its quota, will be in the form of a deposit to the account of the Fund at the member's central bank. A member may substitute a non-interest-bearing note, payable on demand, for that portion of its quota which, in the opinion of Fund authorities, is not required for working purposes.

At the start, the Fund will have total resources of \$8.8 billion, of which the United States will subscribe \$2.75 billion, the largest single share. Other large subscribers are England, Russia, China, and France.

Under carefully planned safeguards, the Fund will sell currencies in limited amounts to tide over a member temporarily in need of dollars, pounds, or francs, as the case may be. The Fund may use its gold resources to purchase any particular currency for which the demand is substantial.

For temporary use only

The Fund's resources are to be used to aid members in meeting a temporary adverse balance of payments on current international account. When a member's balance turns favorable, it will repurchase its own currency from the Fund with gold and foreign exchange. Thus the Fund's resources will be continually paid out and replenished. If a member's adverse balance is not temporary but chronic, it will have to undertake corrective measures. The Fund's resources are not to be used to finance a persistent deficit. Similarly, the Fund's resources are not to be used to accumulate foreign balances or to make permanent investments abroad.

Member countries are limited both as to the rate and amount of assistance they can get from the Fund. A member may not purchase foreign exchange with its own currency in a net amount exceeding 25 percent of its quota in any twelve-month period. Nor in general may a member over any period buy foreign exchange with

its own currency in a net amount exceeding 100 percent of its quota plus the amount of its original gold contribution. Thus, if a country has a quota of \$100 million, of which \$75 million has been contributed in its own currency and \$25 million in gold, it may purchase with its own currency a maximum of \$25 million net of foreign exchange annually for five years, or a total of \$125 million net, before reaching the normal limit of its use of the Fund's resources.

It should not be inferred, however, that a member has an absolute right to purchase any amount of foreign exchange from the Fund. A country known to have made improper use of its resources may be limited or entirely denied aid by the Fund. This is an important safeguard and a powerful sanction that may be employed to get members to adhere to Fund principles.

In addition to these quantitative limitations on the use of its resources and facilities, the Fund will impose charges that will increase both with the amount and the length of time a member uses resources acquired from the Fund.

Scarce currency

The Fund may occasionally be unable to meet all demands for one or more currencies. In that event, it may use gold to buy a scarce currency, or it may borrow from the member if the latter is willing to lend. If these remedies are inadequate, the Fund may formally declare a currency scarce and proceed to apportion its sales of that currency among members according to their relative needs. Moreover, members will be authorized to limit sales of the scarce currency.

The fact that the Fund may have to apportion its sales of a currency will not mean that the value of its assets has been impaired. Only the composition, not the gold value, will have changed, and the Fund will have the means wherewith gradually to replenish its supply of the scarce currency. In order to restore balance to the entire system of international payments, the Fund will suggest corrective measures to the member whose currency is scarce as well as to the members seeking the scarce currency.

Organization and management

The International Monetary Fund will come into being when members subscribing 65 percent of its resources officially adopt the Agreement prepared at Bretton Woods. Each member country will then appoint a representative to serve on the Board of Governors, the body that will control the general policies of the Fund.

Responsibility for the operations of the Fund will be lodged in a board of 12 Executive Directors, of whom five will be appointed by the five members having the largest quotas—the United States, the United Kingdom, Russia, China, and France—two elected by the

Latin-American republics, and the remaining five elected by all other members. The Executive Directors will appoint a Managing Director, who will be responsible for the day-to-day conduct of the Fund's business. The principal office of the Fund will be located in the country having the largest quota—the United States.

Voting power will in general be proportional to member quotas, every member being entitled to one vote for each \$100,000 of its quota. However, as a device for enabling small countries to exercise some influence in Fund policies, every member starts out with 250 votes without regard to quota. A member's total votes thus computed will be slightly modified under certain circumstances. As the resources of the Fund are drawn upon, the voting strength of creditor members will increase while that of debtor members will decrease.

Cooperation vs. isolation

The essence of the proposed International Monetary Fund is that it would substitute order and stability for the dog-eat-dog attitude that has in the past characterized international currency practices. Order and stability in exchange policies are objectives that can be attained not by a single country working alone but only by the united action of all of the 44 countries represented at Bretton Woods. Upon the attainment of these objectives hinges the realization of the ultimate goals of national policy—high levels of employment, rising standards of living, and economic development. In the shrunken world of tomorrow prosperity, like political security, lies not in isolation but in cooperation and mutual understanding.

THE INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

What the Bank will do

The International Bank for Reconstruction and Development, like the International Monetary Fund, recognizes the need for worldwide cooperation in monetary and financial matters. Both aim at the balanced growth of trade as a means of achieving high levels of employment and rising standards of living. Each, however, will have its own separate function. The Fund will be concerned with orderly, stable exchange rates and freedom in exchange transactions; the Bank will be concerned with long-range productive international investment.

The Bank, therefore, will fill important needs in the postwar economies of all the 44 countries that assisted in preparing the Bretton Woods proposals.

Factories, dams, power plants, transportation systems, and public buildings in the countries ravaged by war have been shelled, bombed, and pillaged. Foreign capital will be needed to help replace this wealth. While it is fully recognized that the major portion of the reconstruction burden must be borne by the affected countries themselves, yet for many "seed corn" items of capital equipment they must look to their more fortunate neighbors.

There are also the long-standing needs of undeveloped areas inhabited by more than half of the world's population—particularly the Far East and some of the Latin-American Republics. To uncover and develop their resources, to make possible their full-scale participation in maintaining healthy economic and political conditions the world over, will require extensive investment of foreign capital.

A few countries will emerge from the war with heavy industries that can produce capital equipment for export. Since exports in substantial volume will depend on the revival of international investment, these countries have a vital interest in any plan that will place international investment on a high plane, supported by new standards and safeguards. Among the countries in this group, the United States ranks first in importance.

American investors took chances after the last war, and in the late 1920's and 1930's got caught in an epidemic of defaults. Although

some would continue to purchase foreign securities offered in our markets, even without the Bank, many investors remember only too well what happened before. They realize that an investor should know something about the credit standing of the ultimate borrower; that a loan is much more likely to be repaid if it is employed for productive purposes; and that the lender should have means of checking up on the way in which his money is being used. Without these safeguards, foreign investment is a highly speculative business.

While the United States is concerned with the reconstruction and development of other countries for their sake, our principal interest in bringing about an expanded volume of American investment abroad arises out of concern for our own welfare. After the war, our economic policy will be aimed at full employment and full utilization of a greatly enlarged industrial plant. These objectives, however, cannot be realized unless we find new outlets for products of farm and factory—outlets that will be steady and profitable after war demands have dropped off.

International investment is essential

Ordinarily, an increase in exports can take place only if there is a corresponding increase in imports. Granting that a large volume of imports is desirable, the fact remains that the war-torn countries will require many years to rebuild their export industries. Moreover, they will require foreign capital to get under way. In the meanwhile, if our own exports are to expand, a large part of the expansion must take the form of American investment abroad. Stated another way, if foreigners are to buy a large volume of productive machinery and equipment in the United States in the immediate post-war period, American investors will have to lend part of the purchase money.

The investor, however, will want assurance that he is making a sound, remunerative investment. In providing this assurance, the International Bank for Reconstruction and Development will function in the following manner: It will determine the soundness of a project for which a loan is sought, particularly with respect to its capacity to enlarge a country's national income; it will secure the guarantee of the government of the country in which the project is to be located; and, finally, it will add its own guarantee. The risk of seeing that investors are fully protected, therefore, will fall not on the investors, nor even on any one country, but upon all of the 44 member countries. This is only fair, since all of the countries associated for the purpose of making the Bank possible will derive benefits from an expansion of international investment.

The Bank, under certain conditions, will also make direct loans. Its principal function, however, will be to stimulate private investment.

The Bank's guarantee

The Bank is not intended to supplant but to supplement the private capital market. Loans will be made, as they have been in the past, by private lenders who see an opportunity to make an advantageous investment in a foreign country. The Bank will support and encourage these loans through the usual investment channels.

When a firm in Brazil, for example, wishes to obtain American dollars with which to purchase equipment for an electric power project, it will send a representative to one of our underwriting houses to discuss terms. If the borrower is well known to American investors, the loan might be arranged without the Bank's assistance. But if the borrower is unknown, or if for some other reason funds cannot be raised on reasonable terms, the Bank may be requested to offer its guarantee. If, after a thorough investigation, the Bank is convinced that the proposed project conforms to all of the conditions and standards prescribed, it will guarantee the repayment of interest and principal.

In order that investors may always be assured that their own risks are reduced to a minimum, the total obligations assumed by the Bank may not exceed its unimpaired capital and other reserves.

Since all member countries will share the risks involved in expanding international investment, all must be in a position to benefit from the resulting increase in trade. The proceeds of a guaranteed loan, therefore, may be spent in any member country. The borrower in the above illustration may use all of the proceeds in this country, or in any other member country where the equipment sought can be purchased economically.

Further safeguards for the investing public

In the past, loans were frequently made on the basis of inadequate information, and without supervision to prevent waste and misappropriation. The Bank will be in a position to see that borrowed funds are used only for the specific purpose for which they are intended. To private investors without the means of assuring themselves that their savings are being productively employed, this feature will be of inestimable value.

The private capital market will also benefit from the fact that the Bank may guarantee only loans that are made at reasonable rates of interest and bear schedules of repayment and other terms appropriate to the character of the project. These provisions will protect the borrower as well as the investor. Exorbitant charges imposed on foreign loans in the past have often proved too burdensome, and on occasion have led to economic and political disturbances that made repayment impossible. Lower rates, because of reduced risks, will facilitate the servicing of foreign loans.

The Bank's earnings will be utilized in such a manner as to afford

the private investor additional security. Earnings will consist of interest received on direct loans, and commissions received on direct as well as guaranteed loans. The net income from interest may at the Bank's discretion be distributed to the member countries under conditions stipulated in the proposed Articles of Agreement. The income from commissions, however, must be held in liquid form, in a special reserve account, as a first line of defense against liabilities that might arise in case of default on loans made or guaranteed by the Bank.

Direct lending operations

Direct loans made by the Bank will be of two kinds. Of greater significance will be loans in which the Bank serves as intermediary between borrowers and lenders. The Bank may sell its own securities in the market of a member country, and in turn lend directly to the ultimate borrower. By this device the Bank will be able to consolidate numerous demands for small amounts of capital and to appeal to certain investors who might prefer to invest in securities issued by the Bank itself. The obligations thus incurred will be secured 100 percent, as will be the guaranteed loans, by the Bank's reserves and unimpaired capital.

The other form of direct loans will be made out of capital assets. The total volume of such loans, however, will be limited to 20 percent—and is likely to be less than 10 percent—of the Bank's subscribed capital. The standards for direct loans are the same as those for guaranteed loans. The projects to be financed must be productive; they must be endorsed by a member government; and the Bank will have to be convinced that private capital is not available on reasonable terms, even with its guarantee.

All loans and guaranties must have the consent of the country whose currency is involved. That is, both direct dollar loans made by the Bank and guaranteed loans floated in this country must have the approval of the United States Government.

Direct and guaranteed loans will for the most part be **additional** loans, over and above the private loans that would ordinarily be made, and will serve directly to increase the volume of international trade.

Source of the Bank's capital

The subscribed capital for the International Bank for Reconstruction and Development will be \$9.1 billion. Of this amount, the United States, the largest single stockholder, will subscribe \$3.175 billion. England will subscribe \$1.3 billion, and all British Empire countries taken together, \$2.375 billion. Russia, China, and France, in that order, will be the next largest subscribers.

Because of the primary emphasis on the Bank's guaranteeing function, participating countries may never be required to pay more than a fraction of their respective subscriptions. In the first year of the Bank's operation, members will be required to pay in 10 percent, of which one-fifth will be in gold and the rest in currency. Another 10 percent will be subject to call at the convenience of the Bank. This 20 percent of total subscriptions will constitute the capital out of which the Bank may make direct loans.

The remaining 80 percent of the Bank's capital will be held as a surety fund—an uncalled reserve to back up the Bank's guaranties. Thus, out of a total of \$9.1 billion of subscribed capital, the members will pay in only \$1.82 billion, of which our share will be \$635 million: No call will ever be made on a member government for any part of the surety fund unless a borrower defaults on a guaranteed loan, and then only if the Bank is unable to meet its obligations from reserves accumulated out of commission charges:

Membership

Membership in the Bank, in the first instance, is to be limited to countries that participated in the Bretton Woods conference and become members of the International Monetary Fund. Other countries may become members after they have been admitted to the Fund. Membership has been tied in this way because both institutions are designed to solve closely related problems. A country's adherence to the Fund will mean greater currency stability and the progressive removal of exchange restrictions, which will in turn reduce the risks of long-term investment. Furthermore, it is believed that only those nations that have demonstrated their willingness to cooperate in the improvement of basic world trade conditions should be permitted to participate in the operations of the International Bank for Reconstruction and Development.

A member may be compelled to withdraw from the Bank for failure to fulfill any of its obligations, and a member may on its own initiative withdraw at any time. While the withdrawing country will incur no further liabilities as a result of the Bank's operations, it will not be relieved of its share of the obligations assumed while it was a member.

Organization and management

The Bank will come into existence when members subscribing 65 percent of its capital have formally approved both the Fund and Bank proposals. The management of the Bank will be under the general guidance of a Board of Governors, composed of a representative appointed by each member country. Each member will have 250 votes, plus one additional vote for each share of stock subscribed. The shares will have a par value of \$100,000 each. Thus the United

States, with a total of 31,750 shares, will have 32,000 votes out of a total of 100,750, or 32 percent of the total voting power.

In general, all policy issues will be decided by a majority of the votes cast. However, the United States will have veto power over proposals to increase the capital stock of the Bank and over all amendments.

Under the Board of Governors, and responsible for the conduct of the general operations of the Bank, will be a board of 12 Executive Directors. Five of the Directors will be appointed by the five members having the largest number of shares, and seven will be elected by the other members. The Executive Directors will select a President, who will organize a staff and, under the general guidance of the Executive Directors, serve as the Bank's operating head.

The principal office of the Bank will be located in the United States, and at least one-half of the gold holdings of the Bank must initially be held here.

What the Bank means to the United States

Once the Bank is in operation, the American investor can take advantage of foreign investment opportunities without assuming the risks that have had to be assumed in the past. Furthermore, since we are one of the few nations in a position to export substantial quantities of heavy materials in the immediate post-war period, a large proportion of the total loans sponsored by the Bank will necessarily be used for purchases in this country. The Bank, therefore, will help to create markets abroad for the output of our capital goods industries.

What the Fund and the Bank Mean to World Peace

Plans for the International Monetary Fund and the International Bank for Reconstruction and Development represent the cooperative effort of 44 United and Associated Nations. The plans are based on the conviction that stability and security in financial and commercial relationships will remove some of the important causes of war and at the same time help to open the way for increased trade and prosperity throughout the world.

The United States now, as never before, occupies a key position in world affairs. Whether we cooperate in maintaining the peace as we have in waging war will to a considerable extent shape the course of history for generations to come. Our acceptance and support of the Bretton Woods proposals, therefore, will be taken as a happy augury. It will mean to the rest of the world that instead of choosing economic isolation, which would inevitably lead to political isolation, we have determined to do our part toward the attainment of world peace and prosperity.

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