

UN's Economic and Social Council Initiates Broad Plans of Work

By Ellen S. Woodward*

During the past year the Bulletin has carried various articles on the work of commissions or organizations established by, or affiliated with, the Economic and Social Council of the United Nations. This is the first Bulletin article to deal with the Council's program as a whole; the primary emphasis, however, is naturally on that part of the Council's work most closely related to social security and the social field.

THE ECONOMIC AND SOCIAL COUNCIL of the United Nations serves as "international machinery for the promotion of the economic and social advancement of all peoples."¹ It deals, in the words of the Honorable John G. Winant, the first Chairman of the Social Security Board and the first United States representative on the Council, "with the rights of man—and that wide area of human needs which is contained in the phrase 'freedom from want' . . . [It] is charged with the positive and constructive work of dealing directly with the basic needs of human beings—and so with the foundations of peace itself."²

The plan for the United Nations, developed at San Francisco in the spring of 1945, gave new emphasis to the importance of resolving economic and social problems. Under the Charter, therefore, the Economic and Social Council was made a principal organ of the United Nations, reporting to the General Assembly. It is composed of 18 nations, elected by the General Assembly as Members for terms of 3 years. Each Member Nation designates its own representative, and each nation, irrespective of size, has one vote.

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¹ Charter of the United Nations, Preamble.

² "Pursuit of Happiness in the Economic and Social World," address before the American Association for the United Nations in New York City on May 16, 1946. (*The Department of State Bulletin*, June 9, 1946.)

In dealing with the great variety of problems falling within its scope, the Economic and Social Council (1) makes recommendations to the General Assembly, Member Governments, and the specialized agencies, (2) makes or initiates studies and reports, (3) prepares draft conventions for submission to the General Assembly, (4) calls international conferences, and (5) coordinates the activities of the specialized agencies. The Council has set up nine commissions to advise it in the different fields in which it has responsibility.³ These are the Economic and Employment, the Social, the Fiscal, and the Statistical Commissions, and the Commissions on Transport and Communications, Population, Human Rights, the Status of Women, and Narcotic Drugs.

The Council holds at least three sessions a year. The first was held in London in January–February 1946. Since then all sessions have been held in the United States at United Nations headquarters; the second was held in the spring and the third in the autumn of 1946, and the fourth, and most recent, ran from February 28 to March 29, 1947.

The fourth session of the Council dealt with a tremendous range of technical subjects. For the first time the Council had before it reports from all its permanent commissions, except the Fiscal Commission. All eight commissions had held meetings shortly before the Council session, and in their reports they made recommendations for concrete work programs in

³ In addition, two regional commissions, the Economic Commission for Europe and the Economic Commission for Asia and the Far East, were established by the Council at its fourth session (see below).

each of the substantive fields. Various working groups and committees, such as the working group on the Reconstruction of Devastated Areas and the Preparatory Committee of the International Conference on Trade and Employment, also submitted reports that served as bases for decisions on important questions. In addition, the agenda included questions concerning the implementation of various important resolutions of the General Assembly calling for consideration by the Council of a variety of subjects, including among others the crime of genocide, housing, relief needs after the termination of UNRRA, and expert advice to Member Governments. In contrast to earlier sessions, therefore, the fourth session was concerned less with organizational problems and structure and more with detailed plans for programs of work.

Measures for Economic Recovery

The Council took significant steps at this session in both the economic and social fields. Of greatest importance, however, was its work on basic problems of economic recovery. A major step was the creation of two regional commissions, the Economic Commission for Europe and the Economic Commission for Asia and the Far East, to deal with concrete problems of reconstruction. The Economic Commission for Europe will take over the functions of several emergency postwar organizations outside the framework of the United Nations. Both commissions are to initiate and participate in "measures for facilitating concerted action for the economic reconstruction" of these areas, for raising the level of economic activity, and for maintaining and strengthening the economic relations of these areas, both among themselves and with other countries of the world. Leroy D. Stinebower, United States representative on the Council, described the establishment of the Economic Commission for Europe as "one of the most forward-looking steps towards international cooperation in these urgent problems of reconstruction that we can take."

In addition, extremely important action on fundamental economic

problems was initiated by the Council's approval of a program of work for the Economic and Employment Commission and its two subcommittees, one on Economic Development and the other on Employment and Economic Stability. This program is to include investigations and reports on the "most appropriate forms of international action for facilitating better utilization of world resources of manpower, materials, labor and capital in order to promote higher standards of living throughout the world, more particularly in undeveloped and underdeveloped areas," regular reports to the Council on world economic conditions and trends, with particular attention to any factors that would prevent the maintenance of full employment and economic stability, and an early report on "the most appropriate forms of international action to maintain world full employment and economic stability."

Other resolutions adopted by the Council on the basis of the recommendations of the Economic and Employment Commission concerned the functions of the International Trade Organization with respect to economic development, the establishment of an Interim Coordinating Committee for International Commodity Arrangements, and reports by the Secretary-General on balances of payments. In connection with the recommendations on economic development the Council adopted a resolution proposed by the representative of the USSR. This resolution held that the Economic and Employment Commission, in carrying out its functions in regard to "technical and other assistance to underdeveloped countries, should be guided by the principle that such assistance should not be used for the purpose of exploitation or of obtaining political and other advantages exclusively for countries rendering such assistance."

Other important matters in the economic field that the Council considered included plans for the International Conference on Trade and Employment, the report of the Commission on Transportation and Communications, and a proposal made by the United States for a conference on the conservation and utilization of resources.

Action in the Social Field

The Council's major action in the social field was concerned chiefly with reports of the Social Commission, the Commission on Human Rights, the Commission on the Status of Women, the Population Commission, and the Commission on Narcotic Drugs. The recommendations of these commissions, approved by the Council, included the transfer to the United Nations of certain League of Nations activities, particularly those concerned with suppressing the traffic in women and children and in narcotic drugs, the making of special studies by the Secretariat, the provision of advisory services, and plans for conferences to be held on specific subjects under United Nations auspices.

Report of the Social Commission

The report of the Social Commission,⁴ on which Arthur J. Altmeyer, Commissioner for Social Security, is the United States representative, received extended consideration in plenary sessions, in the Social Committee of the Whole, and in a special drafting committee.

Assumption of League of Nations functions.—The Council approved the Social Commission's recommendations for the transfer to the United Nations of League of Nations functions relating to the suppression of the traffic in women and children and of the circulation of obscene publications and the League's activities in the field of child welfare and social services. The Secretary-General was asked to review and bring up to date the 1937 draft convention prepared by the League on the exploitation of the prostitution of others and to submit it, with any amendments, to the Social Commission. The staff was also asked to report on the possibility of opening an Eastern office to take measures to suppress the traffic in women and children in the Far East and to inquire into the need for other regional offices as well, and also to report to the Social Commission on suitable measures for

an effective campaign against traffic in women and children and for the prevention and suppression of prostitution.

In approving the assumption of the functions formerly exercised by the League of Nations in the field of child welfare and social services, the Council authorized the Secretariat to carry on the research necessary to provide information and advice to governments and intergovernmental organizations on child welfare activities.

Another aspect of the League's work assumed by the United Nations has to do with assistance to indigent foreigners. The Secretariat is to collect information from governments on their present administrative practices in this field and to report whether any changes should be made in the model convention on this subject—approved by the Council of the League of Nations in 1938.

Provision of advisory social welfare services.—The Social Commission had given major consideration to the administration of the advisory social welfare services formerly rendered by UNRRA and assumed by the United Nations by resolution of the General Assembly adopted in December 1946. The allocation of these services to the governments requesting them was the subject of serious consideration by both the Commission and the Council. The Commission recommended that "while special consideration should be given to providing these services to countries which were victims of aggression, and particularly to those which are members of the United Nations and have been receiving UNRRA assistance up to now, the basic principle should be that of the need of each country for welfare services." The Council revised this recommendation to give greater weight to the principle of need. It directed the Secretariat, in considering applications for advisory social welfare services by countries formerly assisted by UNRRA, to make no distinction between countries other than their need for services.

Long-term social welfare program.—Social welfare services had received major consideration at the first session of the Social Commission because such services do not come within the scope of any specialized agency.

⁴For a description of the work done at the Social Commission's first session, see Dorothy Lally, "First Session of UN's Permanent Social Commission," *Social Security Bulletin*, February 1947, pp. 5-8.

while other social questions, such as health, education, and income maintenance, are at least partly covered by other existing intergovernmental organizations. After considering the Commission's report, the Council took the first steps toward developing a permanent social welfare program in the United Nations that would carry on functions similar to those provided for on an emergency basis in the transfer from UNRRA of advisory social welfare services.

The Social Commission in its proposals for a long-term program had recommended that the Secretariat should assume the League of Nations functions with respect to the training of social service personnel and that it should, in addition, assist governments in developing training programs and establish a permanent international exchange of students and instructors in schools of social work, similar to the fellowship program taken over from UNRRA. The Council decided that there should be further exploration of how these activities should be developed. It accordingly asked the Secretary-General to arrange, in cooperation with the appropriate specialized agencies, for a study of the problem and a report at the next session of the Social Commission and of the Council on methods of furnishing advice and information and providing experts for countries requesting assistance in organizing their social services, and methods of developing a long-term welfare training program of assistance to governments and of establishing international training fellowships. In addition the Council requested that a study be made of methods of social welfare administration in different countries, to be reported to the Council at its sixth, or a later, session.

The Council approved the action of the Social Commission in setting up a Temporary Social Welfare Committee to meet before the next Commission session. The plan for this committee had grown out of the Commission's consideration of the various aspects of a permanent social welfare program. The Council had asked the permanent Social Commission, when it was first set up, to take steps to create a subcommission for child welfare activities. In view of the subse-

quent establishment of the International Children's Emergency Fund, and the need for further consideration of the scope of welfare services as a whole, the Social Commission at its first session had decided to postpone the creation of the subcommission and to set up instead a temporary committee that would consider further the questions involved in the proposal for a child welfare subcommission, the criteria to be used in allocating advisory welfare services among governments requesting such services, and the question how these various types of services should be related to a general long-term program in the social field.⁵

Prevention of crime and treatment of offenders.—At its second session, in 1946, the Council had asked the Social Commission to consult with the International Penal and Penitentiary Commission, which has been active in the penal field since 1872, and to make recommendations for carrying on work for the prevention of crime and the treatment of offenders on a broad international basis, closely related to other action dealing with social problems. The Social Commission, however, decided that the resolution adopted by the General Assembly in December 1946, recommending disbarment of Franco Spain from membership in United Nations agencies, prevented it from carrying out this directive, because Spain has continued a member of the International Penal and Penitentiary Commission. The Council approved this decision but asked the Secretariat to report at a later time to the Social Commission on suggestions for international action on the prevention of crime and the treatment of offenders.

Future program of the Secretariat.—The Social Commission, believing it should concern itself at future sessions with other aspects of the social field that are partly within

⁵ At the first session of the Temporary Social Welfare Committee, February 4-18, 1947, Mr. Altmeyer was elected chairman. At the second session, held in April, Katharine F. Lenroot, Chief of the U. S. Children's Bureau, served as Mr. Altmeyer's alternate during his absence in Geneva as Executive Secretary to the Preparatory Commission for the International Refugee Organization, and was elected acting chairman.

the scope of specialized agencies, had recommended that the Secretariat report on how far various social questions are being studied by the International Labor Organization and other specialized agencies. The Commission had also adopted a resolution calling for study by the Secretariat of standards of living in underdeveloped countries and areas and for suggestions as to ways in which the Secretariat and experts employed in other organizations can contribute to the solution of this problem. After some consideration of complex questions of working relationships and overlapping interests, the Council adopted a resolution asking the Secretary-General to make the requested report to the Social Commission and "to suggest appropriate measures to enable the Commission effectively to carry out the tasks entrusted to it, in particular the study of standards of living in underdeveloped countries and areas."

Migration.—In its report the Social Commission had recommended that an ad hoc technical committee be set up, with representatives from both the Social and the Population Commissions as well as from appropriate specialized agencies, especially the International Labor Organization, to "consider the documentation on migration to be submitted by the Secretariat." This proposal had been endorsed by the Population Commission. The Council, however, was opposed to establishing additional machinery and, as a substitute proposal, invited the two commissions to develop a practical plan to allocate functions, without duplication of work, among the various organizations concerned with migration. It also requested the Secretary-General to make preliminary studies to expedite the work of the Commissions in this field.

Action After UNRRA Terminates

The General Assembly in December 1946, after the decision had been made that UNRRA would not be continued, adopted three resolutions that dealt with problems arising from the termination of UNRRA. These resolutions were in addition to the one on the transfer of advisory social welfare services, referred to earlier.

General relief.—To determine relief needs after the liquidation of

UNRRA, the General Assembly established a special technical committee of 10 experts in the field of finance and foreign trade. The committee was directed to study the minimum imports necessary to supply the basic essentials of life, especially food and supplies for agricultural production, in countries that the committee believed might require help in preventing suffering or economic retrogression, and the means available to each country to finance these imports. On the basis of this information the committee was to estimate the amount of financial assistance required. On January 23, 1947, the committee issued its report, which indicated that a total of \$583 million would be needed for six European countries—Austria, Greece, Hungary, Italy, Poland, and Yugoslavia. The committee did not have sufficient information to determine the needs of three other countries—Albania, China, and Korea.

The Secretary-General communicated this report directly to Member Governments, urging them to assist in furnishing the needed relief. The United States, the largest single contributor for relief needs, had already announced that it would undertake a unilateral relief program, and President Truman had proposed to the Congress an appropriation of \$350 million for relief purposes. The Economic and Social Council, after a brief discussion of the methods of computation used by the special technical committee in preparing its estimates, merely took note of the report of the Secretary-General on activities in relation to post-UNRRA relief needs.

Special relief for children.—To meet the emergency needs of children after the withdrawal of UNRRA, the General Assembly had established the International Children's Emergency Fund in December 1946.⁶ The Fund is to provide supplementary feeding to children, adolescents, and expectant and nursing mothers in countries that had been victims of aggression, including those that have been receiving UNRRA assistance.

The Executive Board of the International Children's Emergency Fund submitted to the Council a report on

⁶ See Katharine F. Lenroot, "International Children's Emergency Fund," *Social Security Bulletin*, April 1947, pp. 7-10.

its proposed program to supply a supplementary midday meal of approximately 700 calories to 20 million children at a cost of \$20 a year for each child, or a total cost of about \$400 million a year. The Council approved the conclusions of the report and requested the Executive Board in its report to the Council at its next session to give as detailed a program of work as possible. It also transmitted to the Executive Board for its guidance the principles recommended by the Social Commission for the operation of the Fund. The Council designated Switzerland, which has done outstanding work in caring for child refugees, to be a member of the Executive Board of the Fund, though it is not a member of the United Nations.

"One Day's Pay" plan.—The most urgent question concerning the International Children's Emergency Fund was one of financing. The Fund is to be financed by voluntary contributions from governments, voluntary agencies, and individuals and by residual funds of UNRRA. The General Assembly had adopted a proposal first advanced by Aake Ording of Norway for a world collection in the form of "One Day's Pay" to meet relief needs. After extended consideration of this proposal the Council approved a plan for a special worldwide campaign for voluntary contributions from private sources to meet emergency relief needs of children. Any specific reference to the International Children's Emergency Fund was deleted, however, in final action on the resolution. All delegates but the United States representative supported this disassociation of the appeal and the Fund because it would make possible combining appeals on behalf of the Fund and of UNESCO and other agencies.

The campaign may take the form of "One Day's Pay" or some alternative form of collection, if better adapted to a particular country. Governments were urged to facilitate this voluntary effort, with the understanding that agreement will be reached by the Secretary-General and each country as to the disposal of the national collections and the purchase of supplies within the country for use elsewhere.

Proceeds of sale of UNRRA sup-

plies.—At the request of UNRRA, the Council authorized the United Nations to assume responsibilities in connection with the use of local currency proceeds realized from the sale of UNRRA supplies. According to the plan agreed on, the Secretary-General will receive reports from governments on the amounts of local currency available from the sale of UNRRA material and on the expenditures made from these funds on relief projects enumerated in UNRRA agreements.

Housing and Town Planning

The General Assembly in December 1946 urged the Economic and Social Council, through its appropriate commissions, to study problems of housing, especially the organization of international exchanges of information concerning various aspects of town planning and housing. Agreement was reached between the Economic and Employment Commission and the Social Commission that the latter should "formulate the demand side of the problem," while the former would "consider other economic aspects of housing."

The Council asked the Social Commission to continue its study of housing, in collaboration with the Economic and Employment Commission and in close cooperation with appropriate intergovernmental organizations. In addition, it requested the Secretary-General to provide facilities in the Secretariat for the collection and dissemination of information on rural and urban housing and town planning. The General Assembly in its resolution had asked the Council to consider the desirability of holding an international conference of experts on housing. The Council referred this proposal to the Social Commission for recommendation, to be made in collaboration with the Economic and Employment Commission and submitted to the next session of the Council, as to what action, if any, should be taken.

Human Rights

The framers of the United Nations Charter placed great emphasis on basic human rights, which had been widely denied under totalitarian governments. Under articles 55 and 56

of the Charter, the United Nations pledge themselves to take action to achieve "universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion." The phrase "human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion" appears again and again in the Charter, and the setting up of the Commission on Human Rights was made mandatory under the Charter.

International bill of rights.—A major and early assignment to the Commission, recommended first by the Executive Committee of the Preparatory Commission of the United Nations in London, was the formulation of an international bill of human rights. The Commission at its first session early in 1947, under the leadership of Eleanor Roosevelt, United States representative, who was unanimously elected chairman, made tentative plans for drafting the bill. The officers—Mrs. Roosevelt, Chairman; Dr. P. C. Chang of China, Vice-Chairman; and Charles Malik of Lebanon, Rapporteur—were to constitute a subcommission to draft the bill.

This recommendation was unsatisfactory to the Council because of the limited representation on the drafting group, and the question of enlarging it was the subject of extended debate. The Social Committee of the Council recommended a drafting committee of eight members of the Commission on Human Rights. Mrs. Roosevelt, in a letter, indicated her approval of this procedure and her willingness to appoint an enlarged drafting committee. In accordance with this suggestion, the Council appointed a temporary subcommission consisting of the Commission representatives from Australia, Chile, China, France, Lebanon, the USSR, the United Kingdom, and the United States. This subcommission is to prepare a preliminary draft of an international bill of human rights for submission to the Commission on Human Rights at its next meeting. After consideration by the Commission the draft will be circulated to all Member Governments of the United Nations. In the light of their comments and suggestions, the Commission will un-

dertake revisions and submit the draft to the Economic and Social Council for recommendation to the General Assembly in 1948.

Appointment of subcommissions.—The Commission on Human Rights at its first meeting established two subcommissions, one on freedom of information and of the press and the other on prevention of discrimination and protection of minorities. The Council, at the request of the Commission, named the membership of these subcommissions, subject to the consent of the governments concerned. From the United States, Zechariah Chaffee of Harvard University was elected to the 12-man Subcommission on Freedom of Information and of the Press, and Jonathan Daniels, newspaper editor and former White House secretary, was elected to the Subcommission on Prevention of Discrimination and Protection of Minorities, which is also composed of 12 members.

Freedom of Information Conference.—The Economic and Social Council had been instructed by the General Assembly to call an International Conference on Freedom of Information in 1947 to formulate views "concerning the rights, obligations, and practices which should be included in the concept of freedom of information." The General Assembly Resolution stated: "Freedom of information is a fundamental human right and is the touchstone of all the freedoms to which the United Nations is consecrated." All delegations to the conference are to include persons actively connected with the press, radio, motion pictures, and other mediums for the dissemination of information. Certain specialized agencies, especially UNESCO, and nongovernmental organizations are to participate in the conference.

The Council requested the Subcommission on Freedom of Information and of the Press to prepare a draft agenda for the International Conference, which is to be held before the end of 1947.

Genocide.—The resolution of the General Assembly affirming that genocide is a crime under international law and calling for enactment of legislation by Member States for the prevention and punishment of this crime

was the subject of long and eloquent debate. The Assembly resolution defined genocide as "a denial of the right of existence of entire human groups, as homicide is the denial of the right to live of individual human beings." In carrying out a request of the Assembly for studies for a draft convention on genocide for consideration at the next session of the General Assembly, the Council instructed the Secretary-General to submit such a draft convention at its next session. The members of the Human Rights Commission and the Assembly's Committee on the Development and Codification of International Law are to be consulted in the preparation of the draft, and it is to be referred to Member Governments for comment.

Status of Women

The report of the Commission on the Status of Women proved to be the subject of considerable controversy, in part because it tended to overlap the work of other commissions and specialized agencies in substantive fields. The United Kingdom submitted a paper pointing out that the Commission did not limit its recommendations to problems peculiar to women by reason of their sex but also considered the political, social, and economic advancement of peoples as a whole, which should rather be dealt with by other commissions. The United Kingdom urged the necessity for avoiding duplication, since the activities of all the organs of the United Nations affect women, and cited such examples from the report as recommendations on complete adult suffrage, on economic rights, which come under the ILO, and on prostitution, which comes primarily within the scope of the Social Commission. The Russian representative opposed the view that the Commission should not consider problems dealt with by specialized agencies. Certain other members praised the report.

Scope and program of work.—The Social Committee of the Whole considered at some length how the Commission's functions could be defined more precisely and its program of work made more concrete. A recommendation of the Commission was approved to revise its terms of reference so that they read: "The func-

tions of the Commission shall be to prepare recommendations and reports to the Economic and Social Council on promoting women's rights in political, economic, civil, social, and educational fields. The Commission shall also make recommendations to the Council on urgent problems requiring immediate attention in the field of women's rights with the object of implementing the principle that men and women shall have equal rights and to develop proposals to give effect to such recommendations." Agreement was reached on a resolution on an immediate program of work, which reaffirmed that "it is the fundamental purpose of the Commission to develop proposals for promoting equal rights for women and eliminating discrimination on grounds of sex in the legal, political, economic, social, and educational fields." The Commission was requested to take as its immediate program of work at its next session "the examination of existing legal and customary disabilities of women" with respect to political, social, and (subject to consultation with the ILO) economic rights and educational opportunities, with a view to framing proposals for action.

Participation in work on human rights.—The Commission on the Status of Women had requested that it be given an opportunity to participate in the drafting of the international bill of human rights and in the work of the Subcommittee on the Prevention of Discrimination and the Protection of Minorities. The Council therefore decided that the preliminary draft of the bill of rights should be circulated to members of this Commission at the same time it is sent to members of the Commission on Human Rights. In addition, the three officers of the Commission on the Status of Women are to attend the sessions of the Commission on Human Rights at which the draft of the international bill is considered. The Council also provided for the participation of a representative of the Commission on the Status of Women in the deliberations of the Subcommittee on the Prevention of Discrimination and the Protection of Minorities when discriminations based on sex are discussed.

Collection of information.—A num-

ber of measures for a concrete, practical approach to problems of discrimination against women were decided on. There was special interest in advancing educational opportunities for women. The Council requested the Secretary-General to consult with UNESCO on developing a program of basic education without distinction as to sex, race, or creed, and to report to the next session of the Commission on the progress of this program. During the past year, in accordance with a resolution adopted by the Economic and Social Council at its second session, the Secretariat had prepared and sent to Member Governments the first part of a comprehensive questionnaire on the legal status and treatment of women. To provide the Commission with necessary information as a basis for work on the educational rights of women, the Council invited Member Governments to reply as early as possible to the section of the questionnaire devoted to education.

In addition, the Council invited governments to reply by July 1, 1947, to the questions on the franchise and eligibility to hold public office. They are to indicate any changes in law or practice affecting these matters that have been made since the adoption of the General Assembly Resolution of December 11, 1946, which called on Member Governments to grant to women the same political rights as are enjoyed by men. The Secretariat is to make a preliminary report by September 1, 1947, on the political rights of women, based on this information. The Secretariat was also directed to circulate part II of the questionnaire, which deals with women's status in relation to private law, including such subjects as their legal capacity, domicile, property, and marital status. It is also to prepare other questionnaires on economic rights, after consultation with the ILO.

The Secretary-General was asked to report to the Commission on work that has been done in informing women on the use of the franchise in countries where they have recently acquired the right to vote and also on methods by which the Secretariat might act as a clearing-house for information in this field.

Relationship with other organiza-

tions.—The Council recommended that UNESCO consider the desirability of paying special attention in its educational and social program to countries and regions where women do not have full political rights and that it consider steps to promote an effective program of basic education for women in such countries. The Council invited the Trusteeship Council to consider methods of promoting the political, economic, social, and educational rights of women in the trust territories.

The Commission on the Status of Women had recommended that relations be established with the Inter-American Commission of Women, as an intergovernmental regional organization working on similar problems, and that an observer from this organization attend Commission meetings. The United States sponsored a resolution implementing this plan, which was amended on the motion of the USSR representative to include arrangements for observers not only from the Inter-American Commission of Women but also from other intergovernmental organizations, such as the Anti-Fascist Women's Committee in 16 Soviet Republics, which is considered by some to be nongovernmental. In the end, reference to both organizations was deleted, and the resolution called for arrangements for observers from "regional intergovernmental organizations in the field of women's rights."

Report of the Population Commission

The Population Commission in its first session had made a number of recommendations concerning the collection of demographic data, which emphasized coordination in the collection of data and measures to increase comparability and improve accuracy.

The Council approved the following:

1. A request to the Secretariat to provide a means for collaboration with the various specialized agencies in supplying population statistics, estimates, and studies needed by the United Nations, and to report to the Population and Statistical Commissions on steps taken to this end.

2. Steps to conduct cooperatively population censuses of American nations and agricultural censuses of all

nations of the world; and in this connection a recommendation that all Member States that expect to take censuses in or around 1950 use comparable schedules, insofar as possible, and a request that the Secretary-General offer advice and assistance to all Member States wishing to take comparable population censuses and cooperate with the Food and Agriculture Organization and Member States participating in the proposed 1950 World Census of Agriculture. The Member States participating in these censuses and the Secretariat are to keep one another informed as to the development of these projects.

3. Publication of a Demographic Year Book, "containing regular series of basic demographic statistics," beginning in 1948, if practicable. The commissions concerned are to consider an outline of the contents of the Year Book at their next sessions.

4. Request that the Secretariat prepare for consideration of the Population Commission at its next session proposals for (a) effecting greater comparability of basic data and summary statistical measurements relating to fertility, mortality, population characteristics, migration (international and internal), and labor force; (b) improving the quality of such data; and (c) increasing their usefulness in relation to the needs of the United Nations and the specialized agencies.

5. A proposal to the Trusteeship Council for demographic studies of the trust territories, the data for which are to be collected through the questionnaires provided for under article 88 of the Charter. The Council requested the Secretariat, pending the collection of these data, to prepare reports based on existing data on the demographic characteristics of the populations of individual trust territories.

6. Request to the Secretary-General to draft a statement, for consideration of the Commission at its next session, on steps that might be taken to encourage studies by Member States "of the most favorable rate of population change from the economic and social points of view."

7. Preparation by the Secretary-General of a plan of study of demographic problems for countries whose

governments request assistance in the study of these problems, so as to provide information on "the interplay of the economic, social, and demographic factors which hinders the attainment of an adequate standard of living and the cultural development of the population in certain countries."

Report of Statistical Commission

The Statistical Commission at its first session had established a Sub-commission on Statistical Sampling. It also had made recommendations, which were approved by the Council, for the transfer to the United Nations of the statistical functions of the League of Nations and for the coordination of the statistical activities of the United Nations, the specialized agencies, and nongovernmental organizations. On the basis of the Commission's report, the Council decided to convene a World Statistical Congress in Washington, D. C., in September 1947. It also approved the Commission's program for the development of an international standard industrial classification. Other actions taken by the Council on the basis of the Commission's report were requests that the Secretary-General arrange for the publication of a number of unpublished statistical documents prepared under the direction of the League of Nations Committee of Statistical Experts, and that the Secretariat "pursue as expeditiously as possible the work on statistics of national income and national expenditure" with a view to early publication of such data.

Control of Narcotic Drugs

After considering the report of the Commission on Narcotic Drugs, the Council approved a number of recommendations made by the Commission to maintain and strengthen the machinery for international narcotics control. Forty-nine members of the United Nations have now signed the Protocol transferring to the United Nations the narcotics control functions previously exercised by the League of Nations. The Council invited all nations that are parties to conventions, agreements, and other instruments relating to narcotic drugs but are not members of the United Nations to become parties to the Proto-

col; Franco Spain was excepted from this invitation. Other resolutions dealt with reestablishing the control of narcotics in the countries directly affected by the war, improving control in other countries, limiting the production of raw materials, prohibiting opium smoking in all countries where the use of opium is still legal, and controlling narcotics in Germany and Japan. The Council urged the General Assembly to make adequate budgetary provision to ensure the efficient discharge of the duties of the United Nations in this field.

Expert Advice to Member Governments

A step of great significance taken by the Economic and Social Council at its fourth session was the setting up of machinery in the United Nations for providing or arranging for the provision of expert advice to Member States in all fields. The Council had been asked by the General Assembly "to study the question of effective means for furnishing, in cooperation with the specialized agencies, expert advice" to Member Nations desiring it. Interest had been expressed particularly in advice on economic development. The Council instructed the Secretariat:

1. To assist Member Governments in obtaining data on expert personnel, research facilities, and other resources which the United Nations, and the specialized agencies can make available on request.

2. To develop plans for the most efficient use of these personnel and resources.

3. To assist Member Governments to secure advice, on terms mutually agreed on by the Governments and the Secretariat, through the use of teams of experts, who would study specific problems and recommend solutions.

The General Assembly Resolution on the Transfer of UNRRA Advisory Social Welfare Services had already provided that the Secretariat in the Social Affairs Department should give expert advice in the field of social welfare.

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In the four weeks of the fourth session the Economic and Social Council

made a great number of decisions on a tremendously broad range of complex subjects. These decisions initiated specific plans for significant work on many diverse problems that in time will contribute to the greater well-being of the peoples of the world. Sir Ramaswami Mudaliar, President of the Council, in emphasizing the importance of the Council's work, said, "the resolution of economic and social problems is the most important and

vital task which would lead ultimately to the establishment of pacific conditions throughout the world."

The fourth session ended on an encouraging note of increased harmony among the members. Mr. Stinebower, United States representative, said at one of the final meetings, "It seems that there has been a wider area of agreement and more unanimity on fundamental points than we have ever enjoyed in this Council before."

Workers in Employment Covered by Old-Age and Survivors Insurance in 1944

By Marie Correll*

In 1944, the last full year of war, an estimated 46.3 million persons earned wage credits in employment covered by old-age and survivors insurance¹ (table 1). For the first time since the war started, the number of covered workers was smaller than in the preceding year, the decrease being 3 percent. The 28.1 million men in covered jobs at some time during 1944 represented slightly more than half the male population 14 years of age and over on January 1, 1944; the 18.2 million women were a third of all women aged 14 and over. Because of the large proportion of men in the armed forces, the number of men with wage credits in 1944 was 7 percent less than in 1943 and 12 percent less than the wartime peak of 31.8 million in 1942. The number of women in covered jobs, by contrast, increased steadily in the war years, reaching in 1944 a total that was 4 percent

above the 1943 level and 86 percent above that in 1940.

Among persons in covered employment in 1944, an estimated 78 percent of the men and 59 percent of the women—approximately 32.6 million workers in all—were either fully or currently insured² under the program on January 1, 1945. The other 13.7 million workers were uninsured on that date. The number of insured workers among persons with wage credits in 1944 was 20 percent larger at the beginning of 1945 than at the beginning of 1944—a gain, due to employment in 1944, of 12 percent for men and 37 percent for women.

The workers who were insured at the beginning of 1945 included persons who had acquired wage credits prior to but not in 1944 as well as persons in covered jobs in 1944. The latter, however, comprised 78 percent of all who were fully insured and 94

percent of all who were currently but not fully insured. Of all uninsured persons who had held covered jobs at some time during 1937-44, only 40 percent got wage credits in 1944.

The estimated \$63.4 billion in wage credits reported under the insurance program in 1944 represented approximately two-fifths of the national income and nearly four-fifths of the estimated total wages and salaries paid in nonagricultural and non-governmental employments. Total wage credits earned under the insurance program in 1944 were 3 percent larger than in 1943 and 93 percent larger than in 1940. Average wage credits per worker rose continuously from \$926 in 1940 to \$1,369 in 1944, chiefly because of increases in wage rates, lengthened hours of work, and overtime wage payments.

Of the total wage credits earned in 1944, it is estimated that 95 percent were received by workers insured at the beginning of 1945. In other words, the 29 percent of the workers in covered employment in 1944 who were uninsured earned only about 5 percent of the wage credits.

This article contrasts the employment and earnings characteristics of the insured and the uninsured workers who held covered jobs at some time during 1944³ and indicates some of the factors that must be considered in appraising the operation of the insurance system with respect to currently employed persons.

³The latest year for which detailed tabulations are available.

Table 1.—*Workers with wage credits in 1944, by sex and age*

[Estimated totals (in thousands) based on 1-percent and 3-percent sample data. Most percentages in tables and text are computed from sample data and hence may differ slightly from percentages derived from inflated totals, which are adjusted for employment and wages reported too late for inclusion in sample. Age represents age at birthday in 1944. Figures in italics represent data for less than 100 workers and may be unreliable because of the large probable sampling error]

| Age | Total | Male | Female |
|------------------|---------|---------|---------|
| Total..... | 46, 296 | 28, 072 | 18, 224 |
| Under 20..... | 6, 890 | 3, 610 | 3, 280 |
| 20-24..... | 5, 656 | 1, 956 | 3, 700 |
| 25-29..... | 5, 256 | 2, 721 | 2, 535 |
| 30-34..... | 5, 434 | 3, 342 | 2, 092 |
| 35-39..... | 5, 208 | 3, 325 | 1, 883 |
| 40-44..... | 4, 806 | 3, 237 | 1, 569 |
| 45-49..... | 3, 987 | 2, 780 | 1, 207 |
| 50-54..... | 3, 304 | 2, 431 | 873 |
| 55-59..... | 2, 567 | 1, 990 | 577 |
| 60-64..... | 1, 740 | 1, 418 | 322 |
| 65 and over..... | 1, 448 | 1, 262 | 186 |

*Bureau of Old-Age and Survivors Insurance, Analysis Division.

¹Employment covered under the act includes any services performed by a worker for an employer within the United States, including Alaska and Hawaii, or on or in connection with an American vessel, with certain exceptions. The major exclusions are self-employment, agricultural labor, domestic service in a private home, employment by the Federal Government or a State or local government, railroad employment, employment in certain types of nonprofit organizations, family employment, and casual employment not in the course of the employer's trade or business.

²To be fully insured a worker must have had at least 1 quarter of coverage for each 2 of the quarters elapsing after 1936, or after the quarter in which he attained age 21, whichever was later, and up to but excluding the quarter in which he attained age 65 or died, whichever occurred first. A quarter of coverage is a calendar quarter in which the worker has been paid not less than \$50 in taxable wages. At least 6—and no more than 40—quarters of coverage are required for fully insured status. To be currently insured on January 1, 1945, a worker must have been paid wages of not less than \$50 for services in each of not less than 6 of the immediately preceding 12 calendar quarters.