MINUTES

OF THE

FIRST SESSION

OF THE

GOVERNING BODY OF THE

INTERNATIONAL LABOUR OFFICE.

WASHINGTON, NOVEMBER, 1919.
The First Sitting of the First Session of the Governing Body of the International Labour Office took place at 4 p.m. in the Navy Building, Washington, on Thursday, the 27th November, 1919.

The following were present:

Mr. ANASTASI.
Mr. STUART BUNNING.
Mr. CARLIER.
Sir MALCOLM DELEVENING (P.).
Mr. DRAPER.
Mr. ARTHUR FONTAINE.
Mr. GUERIN.
Mr. HODACZ.
Mr. Kamada (P.).
Mr. LINDQUIST.
Mr. MAHAIM.

Baron MAYOR DES PLANCHES.
Mr. MARJORIBANKS.
Mr. NEUMANN.
Mr. OUDGEEST.
Mr. POSADA (P.).
Mr. ROBERTSON (P.).
Mr. RUFENACHT (P.).
Mr. SCHINDLER.
Mr. Sokal (P.).
Mr. H. B. BUTLER (Secretary).
Mr. PHELAN (Assistant Secretary).

(P.) = Provisionally appointed.

Mr. BUTLER explained that he had thought it necessary to call a meeting of the Governing Body as there were a number of decisions which it must take in order that the work done at the Washington Conference should be carried on. He suggested that the meeting should first appoint a temporary Chairman for the purpose of the preliminary business of the present meeting, and Mr. Arthur Fontaine was unanimously chosen to act in this capacity.

Mr. OUDEGEEST raised the question of the appointment of substitutes to the Governing Body, and both the Workers and the Employers pointed out that unless they had the right to appoint substitutes they were likely to be at a disadvantage at all meetings of the Governing Body. The Government seats on the Governing Body were seats to which the Governments concerned might appoint any one they chose and, accordingly, in the event of a Government representative not being able to attend, the Government concerned could appoint someone to take his place. On the other hand, since the delegates of the Employers and the Workers were appointed by name, this course could not be followed, and it was, therefore, necessary to provide some method by which they could appoint substitutes.

Mr. MAHAIM and Mr. ROBERTSON drew attention to paragraph 5, Article 393 of the Treaty, which provides that "the methods of filling vacancies and other similar questions may be determined by the Governing Body subject to the approval of the Conference."

Mr. ARTHUR FONTAINE pointed out that it would be necessary to consider whether the substitutes in question should be nominated by the Members themselves or by the groups of Employers' and Workers' Delegates respectively. He suggested that the Employers' and Workers' Members of the Governing Body should communicate with their respective Groups and should report to the Chairman of the Governing Body any suggestions which the Groups might wish to put forward in this connection.

At the request of Mr. Arthur Fontaine, Mr. BUTLER explained the work which it was necessary to put in hand immediately. He pointed out that preparations would have to be made not only for the second meeting of the Annual Conference, but
also for the special Conference dealing with Seamen. If it were assumed that the Annual Conference would take place on the 1st November, 1920, then, in accordance with Article 405 of the Treaty, the Agenda would have to reach the different countries four months before that date. This would mean that even if the work were put in hand at once there would be barely six months to draw up the questionnaires, to receive the replies to them, to have the reports written and translated, and the draft conventions or recommendations prepared and sent to the different countries.

Mr. Arthur Fontaine emphasised the necessity for the work being undertaken at once. He suggested that the Governing Body should not make any final elections at present, but that some Members of the Governing Body should be chosen to carry on the work in the meantime, and that the Governing Body should proceed to the election of a Provisional Director and Deputy-Director at the next meeting.

Mr. Jouhaux suggested that it would be difficult to displace the Provisional Director, and urged strongly that the Governing Body should come to a definite decision at once.

On the proposal of Mr. Guérin the meeting adjourned for ten minutes in order to allow the groups to consult among themselves and with one another.

After the adjournment, Mr. Jouhaux stated that the Workers' and Employers' groups were agreed that the Governing Body should proceed immediately to the election first of a Chairman, and then of a Director of the International Labour Office. He saw no reason why the appointments should be provisional, and the Workers were emphatically of the opinion that definite appointments should be made immediately.

Sir Malcolm Delevingne pointed out that all the proceedings of the Conference were provisional, and that the same applied to the proceedings of the Governing Body, especially as several of the Government Members had only been provisionally appointed. He was, therefore, strongly of the opinion that it was most undesirable to make any final decisions, and pointed out that, as Mr. Arthur Fontaine had already been chosen to preside over their present deliberations, there was no practical necessity to make any further choice until the next meeting.

Mr. Arthur Fontaine put to the vote the question as to whether or not they should proceed with the election of a Chairman, and 14 votes were cast in favour, and 5 votes against.

Mr. Jouhaux again urged the necessity of making definite appointments, and Mr. Guérin pointed out that the suggestions of a provisional appointment would to some extent spoil the effect of the work which the Conference had already accomplished.

After Mr. Arthur Fontaine had pointed out that only 16 Members of the 21 Members present had been formally appointed, a vote was taken as to whether the Chairman should be elected definitely or provisionally. It was decided by 12 votes against 9 to proceed to a definite election.

An election by secret ballot was then taken with the following result:—Mr. Arthur Fontaine, 17 votes; Sir Malcolm Delevingne, 3 votes; Baron Mayor Des Planches, 1 vote.

Mr. Arthur Fontaine expressed his deep appreciation of the great honour, which the Governing Body had accorded to him, and his desire to serve them faithfully by every means in his power.

Mr. Jouhaux again urged that they should proceed immediately to the definite appointment of a Director of the International Labour Office.

Sir Malcolm Delevingne asked Mr. Jouhaux not to press his proposal, as the appointment of a Director was a matter of the greatest importance and the Governing Body had no names before it and had not had an opportunity of considering the matter. He proposed that the Chairman should be empowered to take all necessary steps until they could proceed to a definite appointment at their next meeting.

The question of making a definite appointment was then put to the vote, and it was decided by 11 votes to 9 that the appointment should be definite.

Sir Malcolm Delevingne, Mr. Robertson and Mr. Sokal stated that they would not vote in the secret ballot as they had not been definitely appointed by their Government.
A secret ballot was then taken with the following results:—

Mr. Albert Thomas, 9 votes; Mr. H. B. Butler, 3 votes; blank votes, 6.

Sir Malcolm Delevingne pointed out that the result of the voting clearly showed that the question should be postponed, as an insufficient number of votes had been cast, since the number of votes cast was only one-half the number of the Governing Body.

Mr. Rüfenacht explained that he had cast a blank vote because he had not yet been definitely appointed by his Government.

After some further discussion, Mr. Robertson put forward the proposal that Mr. Butler should be asked to act as Provisional Director until the next meeting, and this proposal was supported by Sir Malcolm Delevingne and Mr. Sokal.

Mr. Butler explained that this proposal, if carried, would place him in a very difficult position. He thought that, if the Governing Body were to proceed to a definite appointment at its next meeting, it would be better that his appointment as a Provisional Director should not influence their decision. If, therefore, they should ask him to continue the work in the meantime, he would be perfectly ready to do so, but he would prefer that it should not be with the name of Provisional Director or any similar title.

Mr. Jouhaux stated that, while they had the highest possible appreciation of the work already performed by Mr. Butler, the Workers wished to declare that the International Labour Office should appear in the eyes of the working classes as a new organism untrammeled by administrative traditions and capable of effective international work. Hence it was necessary that the post of Director should be filled by a man acquainted with the Workers' international movement, who would not be an official, and for that reason the workers proposed Mr. Albert Thomas.

Mr. Guérin then proposed as a compromise that they should return to the question of the election of a Director but that this time the election should be provisional.

After further discussion it was decided to take a secret ballot for the appointment of a Provisional Director to act till the next meeting with the following result:—

Mr. Albert Thomas, 11 votes; Mr. Butler, 9 votes; blank votes, 1.

Mr. Guérin proposed a vote of thanks to Mr. Arthur Fontaine, Sir Malcolm Delevingne, Mr. Butler, and the other Members of the Organizing Committee, as a result of whose work the organisation had been brought to its present state, and this was carried unanimously.

Mr. Butler thanked Mr. Guérin and Mr. Jouhaux for what they had said, and assured them that he was the last person to attach any personal significance to anything that had been said or done that day. He drew attention to the fact that a further meeting would be necessary to authorise the Provisional Director to spend the necessary money to carry on the work, and it was decided to hold a second meeting in the Columbus Room on Friday, the 28th November.

ARTHUR FONTAINE.
Minutes of the Second Sitting (the 28th November, 1919).

The Second Sitting of the First Session of the Governing Body of the International Labour Office took place at 5 p.m. in the Columbus Room of the Pan-American Building, Washington, on the 28th November, 1919.

The following were present:—

Mr. ARTHUR FONTAINE (in the Chair).
Mr. ANASTASI.
Mr. STUART BUNNING.
Mr. CARLIER.
Sir MALCOLM DELEVINGNE.
Mr. DRAPER.
Mr. GUÉRIN.
Mr. HODACZ.
Mr. JOUTHUX.
Mr. KAMADA.
Mr. LINDQUIST.
Mr. MAHAIM.

Mr. MARJORIBANKS.
Mr. NEUMANN.
Mr. OUIDEVEEST.
Baron MAYOR DES PLANCHES.
Mr. POSADA.
Mr. ROBERTSON.
Mr. RUFENACHT.
Mr. SCHINDLER.
Mr. SOKAL.
Mr. H. B. BUTLER (Secretary).
Mr. PHELAN (Assistant Secretary).

Baron MAYOR DES PLANCHES asked whether substitutes for the Government Members should be appointed by the Governments or by the Members themselves. After some discussion, it was made clear that such appointment should be made by the Governments, and that provision as regards the appointment of substitutes should be inserted in the standing orders of the Governing Body which would be prepared later.

Various methods by which the decisions of the present Conference might be made valid under the Treaty were then discussed, and it was suggested that it might be done by the adoption of a resolution by the Conference, say two months after the Peace Treaty came into force.

Mr. SOKAL suggested that the Session of the present Conference should not be closed, but that some arrangement might be made whereby a valid final vote could be taken by written communications.

Mr. STUART BUNNING strongly supported the suggestion that the present Session should not be ended as that would mean that any meeting for the purpose of making valid the decisions of this Conference would be an entirely new Conference, which would have power to revise the decisions already adopted.

Mr. MAHAIM suggested that the Governing Body should be authorised by the Conference to consider the best means of solving the difficulty and should be empowered to take any steps which might be necessary.

Mr. ARTHUR FONTAINE drew attention to the importance of the decision because the time limit provided in Article 405 would operate from the close of the session. He suggested that the Conference should take a final vote, and leave it to the Governing Body to take whatever steps might be necessary. This was agreed to.

Mr. ARTHUR FONTAINE then pointed out that it was necessary for the Governing Body to authorise the expenditure of money in order that the work already in hand might be carried on between this and the next meeting, and he asked Mr. Butler to explain an estimate which he understood he had prepared.

Mr. BUTLER stated that he had received a request from Sir Herbert Ames, Financial Director of the Provisional Organisation of the League of Nations, that the Governing Body, as soon as it had been formed, should approve an estimate of the probable expenditure in connection with the International Labour Office up to the 31st March, 1920. He explained that it was difficult to give any sort of accurate estimate, and suggested that the Governing Body should approve expenditure up to the round sum of £10,000. This
figure would not include the salary of any Chiefs of Sections or Heads of Departments whom it might be necessary to appoint. This estimate of £10,000 had been arrived at as follows:

**Estimate of Expenses of International Labour Office to the 31st March, 1920.**

(Excluding salaries of Director and Deputy-Director and of Chiefs of Section and Heads of Departments.)

<table>
<thead>
<tr>
<th></th>
<th>£</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Accountant</td>
<td>300</td>
</tr>
<tr>
<td>6 Translators</td>
<td>800</td>
</tr>
<tr>
<td>10 Stenographers</td>
<td>600</td>
</tr>
<tr>
<td>5 Clerks</td>
<td>500</td>
</tr>
<tr>
<td>4 Assistants</td>
<td>600</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2,800</td>
</tr>
</tbody>
</table>

*Other Expenses.*

<table>
<thead>
<tr>
<th></th>
<th>£</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rent (including heating and light)</td>
<td>2,000</td>
</tr>
<tr>
<td>Printing</td>
<td>2,000</td>
</tr>
<tr>
<td>Miscellaneous and Emergency</td>
<td>2,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6,000</td>
</tr>
</tbody>
</table>

**Total** 8,800

Mr. Arthur Fontaine stated that he had prepared in less detailed form an independent statement which gave approximately the same result.

Mr. Sokal pointed out that, if the Office was to be organised even in a preliminary way by the 31st March, this sum would clearly not be enough. He suggested that they should vote £10,000 now, and, after considering the organisation of the Office, in January should put in a supplementary estimate.

Sir Malcolm Delevingne stated that the necessity for the immediate organisation of the Office was very great, and he thought it was a pity to waste a period of eight weeks until the next meeting. If the necessary preparations for the next meeting of the Conference were to be completed in time, the work must begin at once. A memorandum had been submitted to the Governing Body containing a draft scheme of organisation prepared by the Organising Committee. He suggested that the Governing Body without committing itself in regard to detail might approve the principles of this memorandum and authorise the Provisional Director to proceed on those lines with the assistance of Mr. Butler.

The Chairman put to a vote the estimate of £10,000, and this was carried unanimously. He suggested that the existing organisation should be given carte blanche to do whatever might be necessary until the next meeting in January.

Mr. Butler pointed out that the estimate of £10,000 did not include salaries of Chiefs of Section and Heads of Departments, and that the Provisional Director would not be able to appoint such officers or even to approach suitable persons unless he knew what salaries he was entitled to offer. The present position was that only a few members of the Secretariat of the Conference would be available, and that these would not be sufficient both to complete the secretarial work connected with the Conference and to take in hand the preparatory work for the next Conference.

Mr. Arthur Fontaine suggested that the Governing Body should authorise the Chairman, the Provisional Director and Mr. Butler to meet in London at the beginning of January. They might consult with the Secretary-General of the League of Nations and benefit by his experience as regards the salaries which might be offered to Chiefs of Section and Heads of Departments. This proposal was unanimously agreed to.

Sir Malcolm Delevingne pointed out that Mr. Butler would cease to be Secretary-General as soon as the Conference closed, and that, as he was an official of the British Ministry of Labour, unless some action were taken he would have to return
to his work with that Ministry. If the Governing Body desired to retain his assistance it would therefore be necessary that they should approach the British Government with a request that his services might be retained. He therefore suggested that they should pass a resolution to this effect, and should authorise Mr. Butler to co-operate with the Chairman and the Provisional Director. This proposal was carried unanimously.

It was decided that the next meeting of the Governing Body should take place on the 26th January, 1920. A vote was taken as to whether the meeting should be in Paris or London with the result that Paris was agreed to, by 12 votes against 5.

ARTHUR FONTAINE.

APPENDIX I.

MEMORANDUM ON THE ORGANISATION OF THE LABOUR OFFICE.

The following scheme of organisation has been prepared by the Organising Committee for the consideration of the Governing Body:

(1) Under Article 394 of the Treaty, a Director and Deputy-Director of the Office have to be appointed by the Governing Body.

(2) The work of the Office will include the following subjects:

(a) Secretarial and General administration;
(b) Collection, distribution and publication of statistics and information;
(c) Questions of industrial health;
(d) Questions of industrial safety;
(e) Questions specially affecting women;
(f) Employment (including any industrial questions connected with migration).

It is suggested that this division of subjects be adopted provisionally as the basis of the organisation of the Office. A suggestion has been made for the creation of a special section to deal with the conditions of service at sea, and similar requests may be made for other industries with special conditions, such as mining and agriculture. A division of the work of the Office on this basis would have many disadvantages, and it is suggested that for the present the question of creating special departments for particular industries should be deferred. When questions specially affecting these industries come up for consideration (e.g., the conditions of sea service) the Director would arrange to obtain the assistance of persons having expert knowledge of these industries, and some experts in these industries might perhaps be permanently attached to the Office.

(3) If this division of the work of the Office be approved, the distribution (in detail) of the work would be somewhat as follows:

(a) Secretarial and General Administration.—This will be the most important of the sections. Its duties will include:

General organisation and co-ordination of the work of the Office (including establishment questions and general correspondence);
Preparations for annual conferences;
Supervision and enforcement of conventions (including collection of reports from States’ Members);
All questions not assigned to some other section, e.g., freedom of association, vocational and technical education, &c.

(b) Statistics and Information.—The duties of this section would include collection of statistics as to health, accidents, unemployment, &c.; comparative examination of the industrial laws of the different countries; examination of technical and other publications bearing on industrial questions; distribution of information; publication of the Office Journal, and the charge of the Library of the Office.
(c) **Health.**—The special work of this section would be the study of industrial disease and generally of the conditions of work in different industries in regard to their effect on health of workers. The Commission on Unhealthy Processes has already proposed that certain questions should be referred to the health section of the Office for early consideration. The section would keep in touch with and, so far as practicable, co-ordinate industrial health research in different countries and would prepare reports on health questions. It would enter into direct relations with the Departments dealing with industrial health in the different countries,—also with the Health Office of the League. The suggestion of a consultative Committee containing representatives of Government departments, Employers and Workers, to co-operate with the Health Section of the Office, has been approved by the Conference. The Secretariat of the League has proposed that this branch of the work be separated from the Labour Office and included in the Health Department of the League. In view of the importance of the work and its special character, it seems doubtful whether such an arrangement would be desirable.

(d) **Safety.**—This section would be concerned with all questions of safety in industry, and would have duties and powers in regard to safety measures corresponding to those of section (c) in regard to health measures. The field of work would be very large, and it might be found desirable to have special branches or sub-sections for certain industries such as mining and shipping.

(e) **Women.**—This section would advise on any questions in so far as they specially affect women, and should be placed in charge of a woman experienced in industrial matters. The work of the section will overlap to some extent with the work of sections (c) and (d), as it will deal with the same subjects under a particular aspect, and it is essential that the work should be properly co-ordinated.

(f) **Employment.**—The special subjects of this section would be wages, labour exchanges, industrial questions connected with migration of workers and conditions of employment of foreign workers, insurance (accident, sickness, old age, &c.).

4. It is suggested that the controlling staff of each section will normally consist of a Chief of Section with one or more assistant Chiefs of Section. It seems desirable that the Chief of Section should be appointed at once. In the first instance perhaps the Deputy-Director might act temporarily as the Chief of the Secretariat and General section.

5. It is presumed that the Heads of Sections will usually be selected from persons with administrative experience, and it may be thought desirable to make some special arrangements with a view to keeping the Office informed of the view of Employers and Workers respectively. To some extent this is secured by the representation of both interests on the Governing Body, but as the meetings of the Governing Body will probably not be frequent, it is suggested that at least one liaison officer for the Employers and one for the Workers might be appointed.

6. The Office should have its own translating staff. Translation of documents relating to industrial matters is often exceedingly difficult owing to the technical terms employed, and the only satisfactory arrangement is to have a separate staff which will specialise in the work.

7. It might be a good arrangement in the first instance to make provisional appointments to the various posts (at any rate to the posts below the Director) for a term say of three years. Where it is proposed to appoint an official of some Government, that Government might be asked to second the official for service in the International Labour Office for three years without loss of position or rights. This will make it easier to get the best men.

8. The formation of the Library of the Office will be a very important matter, and should be taken in hand immediately the Office is constituted. It will have to include at least (1) laws, orders and regulations of the different countries in regard to labour matters; (2) instructions, reports, &c., issued by the different Governments in regard to such matters; (3) the technical and other publications bearing on industrial questions.
published in the different countries. The suggestion has been made by the Secretariat of the League that the Library of the Labour Office should form part of the Library of the League. If, however, the Office of the Labour Organisation is in a separate building, such an arrangement would seem inconvenient.

9. For legal assistance the Office will be able to have recourse to the Secretariat of the League.

APPENDIX II.

MEMORANDUM BY THE SECRETARY-GENERAL ON THE WORK OF THE GOVERNING BODY.

1. Chairman.—The first duty of the Governing Body will be to elect one of its Members to act as its Chairman in accordance with Article 393 of the Treaty.

The other duties of the Governing Body under the Treaty are as follows:—

(1) To appoint the Director of the International Labour Office (Article 394).
(2) To give him such instructions as will enable him to create the International Labour Office and to insure its efficient working (Article 394).
(3) To settle the Agenda for the next meeting or meetings of the Conference (Article 400).
(4) To decide in what languages the periodical paper dealing with problems of industry and employment of international interest shall be published (Article 396).
(5) To approve a Provisional Budget for the Labour Office for the financial year ending the 31st March, 1920, and for the coming financial year, 1920 to 1921 (Article 399).

2. Director of Labour Office.—The importance of an immediate appointment is obvious, because, until the Labour Office can be at least provisionally organised, no steps can be taken towards preparing the Agenda for the next meetings of the Conference. The staff which had been collected by the Organising Committee is now dispersed, and it will be necessary to engage a new staff for the work in connection with the next Conference and the secretarial work arising out of the present Conference.

3. Creation of the International Labour Office.—The first question to be decided is the provisional seat of the Labour Office. Ultimately it will be established at the seat of the League of Nations, but I understand that no final decision is likely to be taken on this subject until the spring of next year. In the meanwhile it will probably be convenient that the Labour Office should be located in the same city as the Secretariat of the League of Nations, as considerable communication will be necessary between the two, and it will greatly assist the early work of the Labour Office if it is able to avail itself of the organisation of the League to some extent. Immediate decision on this question is, however, essential, as it will be necessary to give an address to which the various communications in connection with next year's meeting and the ratifications of the Conventions can be made.

The Governing Body will no doubt have before it the suggestions which have already been tentatively considered by the Organising Committee on this subject.

There are certain points of which the members of the Governing Body should be aware:

(a) The Staff of the Secretariat of the League of Nations has now been organised on a more or less permanent basis, and Mr. Fosdick, one of the Deputy Secretaries-General, has given me the following information as regards the organisation and scales of salary:—

The Secretariat is divided into a number of Sections, i.e., Political Section, Economic Section, Health Section, &c. It also possesses a library which will contain books relating to all Sections and a common Bureau of Translation. The Sections are subdivided into Departments, which consist of a Head of Department and a number of assistants.
The scales of salary are as follows:

<table>
<thead>
<tr>
<th>Role</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretary-General</td>
<td>£5,000 £5,000</td>
</tr>
<tr>
<td>Deputy Secretaries-General</td>
<td>£3,000 £2,000</td>
</tr>
<tr>
<td>Chiefs of Sections</td>
<td>£2,000 £2,500</td>
</tr>
<tr>
<td>Heads of Departments</td>
<td>£1,000 £1,500</td>
</tr>
<tr>
<td>Assistants</td>
<td>£600 £1,200</td>
</tr>
<tr>
<td>Private Secretaries</td>
<td>£450</td>
</tr>
</tbody>
</table>

These salaries are to some extent based on the English rates of pay, which are as follows, including the War Bonus awarded this year:

<table>
<thead>
<tr>
<th>Role</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permanent Secretary</td>
<td>£2,300</td>
</tr>
<tr>
<td>Principal Assistant-Secretary</td>
<td>Varying from £1,560 to £2,050</td>
</tr>
<tr>
<td>Assistant Secretary</td>
<td>£1,260 £1,500</td>
</tr>
<tr>
<td>Principal Clerk</td>
<td>£900 £1,140</td>
</tr>
<tr>
<td>Chief of Section</td>
<td>£660 £900</td>
</tr>
<tr>
<td>Assistant</td>
<td>£300 £660</td>
</tr>
</tbody>
</table>

It has been found necessary to fix the scales for the League of Nations somewhat higher than would usually be the case in Government service, because otherwise it would not be possible to induce men of sufficient ability to leave their own countries and put themselves at the disposal of the League:

(i) owing to their natural reluctance to live abroad;
(ii) owing to the additional expense involved in returning to their own countries for their vacations, and in sending their children home to school.

(b) I have also received a telegram from Sir Eric Drummond stating that he hopes to place before the first meeting of the Assembly of the League a scheme for the establishment of an International Health Office to deal with the matters mentioned in Articles 23 (f) and 25 of the Treaty, which relate to the prevention and control of disease and the establishment and co-operation of Red Cross Organisations. Plans have been prepared under which Labour will be directly associated with this Health Office and no doubt a special division dealing with industrial hygiene could be ensured. He hopes, therefore, that the Conference will not take any action which will establish a separate labour-health organisation. The scheme will provide for liaison being established between the Labour Office and the Health Office at the seat of the League.

c) With reference to the question of the Health Section of the Labour Office or the Section for Industrial Hygiene in the Health Office of the League of Nations, I have received a letter from Dr. Miall with reference to the resolution proposed by him and adopted by the Conference on the 20th November, which seems to be a matter for the Governing Body to deal with. The resolution in question was as follows:— "That an Advisory Committee, on which Governments, Employers, and Workers should all be represented, be appointed to act in an auxiliary capacity and keep in touch with the activities of the Health Department of the International Labour Office."

4. Agenda.—Article 389 of the Treaty requires a meeting of the general Conference to be held at least once in each year. It is also proposed that a special meeting to deal with seamen's questions shall be held.

It must be pointed out that to make the necessary preparations for the holding of these two meetings in the course of the year 1920 will place a considerable strain on the very provisional organization which it will be possible to create within the next few months. The experience of the present Conference has shown how necessary it is that the Delegates should have ample time in which to consider the reports on the items of the Agenda before they leave their own countries. Article 401 requires that the Director shall transmit the Agenda so as to reach the members of the organization four months before the meeting of the Conference. It also appears necessary to give the various Governments and other organizations concerned an opportunity for proposing subjects for discussion at the next meeting in addition to considering the proposals which have
already been made. It will therefore presumably not be possible for the Governing Body to determine the Agenda of the next meeting while the Conference is sitting. Perhaps, however, notice might be given immediately that any proposals for the next meeting should reach the Governing Body not later than the 1st February next. The Governing Body could then meet about the 15th February and draw up its Agenda and the questionnaire asking for information from the different countries. If the Agenda and questionnaire were telegraphed to the distant countries, replies might be received by the 1st May, and, if two months, which in any case would be a very short time, were allowed for the preparation of the reports dealing with the replies received, it might be possible to dispatch them about the middle of July. Even this arrangement would make it difficult for the distant countries to consider the reports before they send their delegates to the Conference, but no better arrangement seems possible in the circumstances.

In any case, the work involved in dealing with the reports will be very considerable, and, even if only one meeting of the Conference in 1920 is contemplated, the work of engaging an efficient staff or finding temporary offices and of organizing the work of the provisional Labour Office will in itself be one of great difficulty and magnitude. It is essential that the important positions should be filled by thoroughly competent and experienced men, and the Director is under an obligation contained in Article 395 to select persons of different nationalities so far as is possible with due regard to the efficiency of the work of the Office. This implies that he will have to make careful inquiries in a large number of countries in order to obtain the right men for the various posts, and any attempt to hurry the selection would react very unfavourably on the whole future work of the Labour Office.

The conclusion to be drawn from these considerations seems to be that the Agenda for the next meeting should not be too ambitious, and that subjects should be chosen for discussion which would require as little preliminary work and investigation as possible.

These conditions apply with particular force in regard to the gathering of information relating to conditions of work at sea. Information as to the present stage of the law and the practice of various countries in this respect is less easily obtainable than in the case of ordinary labour legislation about which there is a large literature.

5. Periodical Bulletin.—In view of the difficulties in connection with the formation of the Labour Office referred to above, it will probably be better not to attempt the publication of a Bulletin in the immediate future. If towards the middle or end of 1920 it is found possible to issue a Bulletin, a meeting of the Governing Body can be held at which the question of languages can be discussed.

6. Budget.—No attempt can be made to draw up a detailed estimate of the expenses in connection with the organisation until the Governing Body has given instructions to the Director as to the organisation of the work of the Labour Office and the Staff which he should engage. If general decisions can be taken on this subject early in the course of the present meeting of the Governing Body, there should be little difficulty in presenting a provisional budget for the year ending the 31st March, 1920, at the present meeting, but it will be better to defer the estimate for the financial year 1920 to 1921 until a future meeting of the Governing Body.

7. Printing.—A decision is necessary as to the printing and publishing of the proceedings of the Conference. The printing of the final record containing the full translation of all speeches is now being done by the Government Printing Office, and it seems desirable that they should continue and complete it.

The further question arises as to the number of copies that should be issued free and the terms on which further copies should be obtainable. It is proposed to furnish each delegate with a bound copy and I suggest that each Government should be furnished with twenty copies, either in English or French, free of charge, and each Employers' and Workers' delegate with ten copies for his association or trade union. This will require the printing of about 1,200 copies for free distribution. There are, however, a very large number of libraries and other bodies all over the world which will need copies and it seems impossible that they should all be supplied gratis. There are, for instance, 20,000 libraries in the United States alone. I therefore propose that the Record of the proceedings should be put on sale at cost price and that notice should be given that applications can be made either to the International Labour Office, or to the Department of Labour at Washington, Mr. Greenwood having kindly undertaken to make arrangements to deal with applications.
APPENDIX III.

MEMORANDUM BY THE SECRETARY-GENERAL.

As illustrating the need of constituting the Labour Office as soon as possible and as indicating the variety of questions with which it will be called upon to deal, it may be useful to remind the Governing Body of the problems already before the Conference involving action by the Labour Office.

1. Preparation for the convening of a special International Seamen’s Conference and the organisation of a maritime division in the Labour Office.

2. The Office is asked to approach the Governments concerned with a view to provisions being made in cases where there is a gap between the age of admission of children to employment, and the age at which the education of children is completed. (Children’s Commission.)

3. Investigation of home work. (Commission on Hours of Work.)

4. An accurate annual report on the practice followed in each state as regards all the occupations mentioned in Schedules A, B, and C, of the Organising Committee’s Report, with a view to ascertaining what exceptions have been permitted under the Eight Hours Convention, including information as to the carrying out of agreements mentioned in Article 5, and information respecting hours of overtime, Article 6. (Report of Hours of Work Commission.)

5. The preparation of forms enabling such information to be obtained in a comparable form.

6. A quarterly collection of all information concerning unemployment. (Draft Convention on Unemployment.)

7. Co-ordination of the various national systems of public employment agencies. (Draft Convention on Unemployment.)

8. The making of an agreement with the International Institute of Agriculture at Rome for the collection of information as to agricultural unemployment. (Draft Convention on Unemployment.)

9. The creation of a special section to consider all questions concerning the migration of workers and the situation of foreign wage-earners. (Draft Convention on Unemployment.)

10. The appointment of an International Commission to consider measures to regulate migration of workers and the protection of the interests of wage-earners residing in foreign countries. The report of this Commission to be presented to the Conference in 1920. (Draft Convention on Unemployment.)