MINUTES
OF THE
EIGHTH SESSION
OF
THE GOVERNING BODY
OF THE
INTERNATIONAL LABOUR OFFICE.

STOCKHOLM, JULY 1921.

INTERNATIONAL LABOUR OFFICE
1921
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THE GOVERNING BODY
OF THE INTERNATIONAL LABOUR OFFICE.

EIGHTH SESSION — JULY 1921 — STOCKHOLM.

MINUTES OF THE FIRST SITTING.

The First Sitting of the Eighth Session of the Governing Body of the International Labour Office took place at 10. 15 a.m. on Tuesday 5th July 1921 at Stockholm, in the Riksdagshuset.

The following members were present:

Mr. ARTHUR FONTAINE (Chairman).
Mr. ACLAND (substitute for Mr. ROBERTSON).
Count de ALTEA (substitute for Viscount de EZA).
General BAYLAY (substitute for Sir ALLAN SMITH).
Mr. CARLIER.
Mr. COLOMB.
Sir MALCOLM DELEVINGNE.
Mr. GROSPIERRE (substitute for Mr. DRAPER).
M. Hodacz.
Mr. INUZUKA.
Mr. LEIPART.
Dr. LEYMANN.
Mr. LAMBERT RIBÔT (substitute for Mr. PINOT).
Mr. MAHAIM.
Mr. NEUMANN (substitute for Mr. VEDEL).
Mr. de OLAZABAL (substitute for Mr. de ALVEAR).
Mr. OLIVETTI (substitute for Mr. PIRELLI).
Mr. Oudegeest.
The Marquis PAOLUCLI di CALBOLI (substitute for Mr. de MICHELIS).
Mr. Rüfenacht.
Mr. SCHURCH (substitute for Mr. JOUAUX).
Mr. SOKAL.
Mr. STUART-BUNNING.
Mr. THORBERG (substitute for Mr. LINDQUIST).

There were also present:

Mr. Albert THOMAS, Director of the International Labour Office.
Mr. Phelan and Mr. Pône, Secretaries to the Governing Body.
Mr. Ayusawa and YOSHI SAKA, accompanying Mr. INUZUKA.
Mr. BACKLUND, accompanying Mr. THORBERG.
Mr. EDSTRÖM, accompanying General BAYLAY.
Mr. KÜTTIG, accompanying Dr. LEYMANN.
Mr. LECOCQ, accompanying Mr. CARLIER.
Mr. MARCHESI, accompanying Mr. OLIVETTI.
Mr. Poulton, accompanying Mr. STUART BUNNING.
Mr. STEINER, accompanying Mr. LEIPART.
Mr. TERPSTRA, accompanying Mr. LAMBERT RIBOT.
Mr. WOLFE, accompanying Sir MALCOLM DELEVINGNE.
The Chairman opened the Session at 10.15 a.m.

In answer to a question of Mr. Carlier, the Chairman announced that, on arriving on Swedish soil at Malmö, in the train by which the members of the Governing Body arrived from Copenhagen, he had received a telegram of welcome from Mr. Elmquist, Minister of Social Affairs, in the name of the Swedish Government. He immediately answered by telegram, thanking the Swedish Government.

The Chairman further proposed that two letters should be sent immediately: one to the Prime Minister, thanking His Majesty the King of Sweden for the invitation and words of welcome to the Governing Body; the other to the Minister for Social Affairs, asking him to thank the Presidents of the First and Second Chambers for the kind hospitality given to the members of the Governing Body by placing the Riksdagshuset at their disposal for their meetings.

FIRST ITEM ON THE AGENDA.

Approval of the Minutes of the Seventh Session.

The Chairman stated that as the second proofs of the Minutes had only just been distributed to members of the Governing Body, their approval might be adjourned. After a brief discussion it was decided that the approval of these Minutes should be left over until the last sitting of the Session.

SECOND ITEM ON THE AGENDA.

The Report of the Director.

The report of the Director was then considered by the Governing Body.

With regard to the report of the Commission of Experts, the Director recalled the conditions in which the work of the Commission had been carried out. He emphasized the fact that the Commission had declared that the Office in its various activities had remained within the limits laid down by the Peace Treaty.

He also drew attention to the fact that many of the general recommendations of the Commission relating both to the International Labour Office and to the Secretariat of the League of Nations had already been in operation in the Office before the appointment of the Commission of Experts had been considered.

The Director proposed the adoption of the Commission’s conclusions as regards the recruiting of the staff by examination and promotion by annual increment. The Commission’s proposals concerning the creation of a Pension Fund gave rise to certain observations. The staff of the Office was considerably concerned by the fact that the Commission had suggested that 10% of their annual salary should be put aside for the creation of this pension fund.

The Chairman stated that he understood that it was proposed that 20% should be paid altogether — 10% by the staff and 10% by out of the general funde of the League.

The Director said that there was no immediate decision to be taken by the Governing Body; it was for the Assembly of the League of Nations to decide what action should be taken as regards the recommendations of the Commission of Experts. It lay however with the Governing Body to formulate certain observations, on the report of the Commission of Experts, which would be submitted to the Assembly of the League of Nations. The rapporteur to the Council of the League, Mr. Wellington Koo, had agreed that, until the question of the representation of the Governing Body at the Assembly of the League of Nations was decided, the most satisfactory procedure would be to supply the rapporteur of the Fourth Committee of the Assembly with a report containing the observations which the Governing Body might wish to make.
Mr. Oudegeest considered that the figure of 10% as a deduction from salaries be a pension fund was much too high, and pointed out that the question was also linked up with that of the age limit. If the limit were to be laid down at 50, as the Commission proposed, the staff would have to receive a very high pension. He considered that the age limit should be fixed at 55, or even at 60 years of age.

Mr. Carlier considered that this question should be examined by the League of Nations on the one hand, and the International Labour Office on the other, without losing sight of the fact that both organisations were working upon parallel lines and of the necessity of securing a certain equality as regards salaries.

The Director said that the matter would be examined on those lines and pointed out that the Secretariat of the League of Nations and the International Labour Office intended making a joint study of questions concerning the staff so as to secure equal conditions of service for the officials of both organisations. He pointed out that certain conclusions of the Commission of Experts might have to be supplemented to meet the requirements of the existing state of affairs. The question of the length of service was one which called for more detailed observations. The Commission seemed to have considered that the staff should be changed fairly frequently, so as to allow the various States Members of the International Labour Organisation to be represented. The work of the Office was, however, highly technical and its efficiency would be impaired by the constant renewal of the staff. Moreover, with the risk of his engagement not being renewed at the end of seven years it was certain that during the latter part of that period a member of the staff would tend to be pre-occupied with prospects and possibilities elsewhere rather than with his work in the Office.

The same argument was to a lesser extent true as regards the engagement for 21 years and the retirement at the age of 50. As regards the latter condition they had also to consider the situation of the staff. At that age it would be difficult for a man to find other employment in commerce or industry. The Governing Body might therefore think it advisable to draw attention to the disadvantage which might arise from the system of engagements for seven years renewable at the end of seven years up to a total of 21 years and the 50 years' age limit.

The Chairman called the attention of the Governing Body to the fact that, although the International Labour Organisation was strictly linked up with the League of Nations as regards finance, the organisation of the International Labour Office was the concern of the Governing Body; the question of the length of service was one upon which the Governing Body seemed specially competent to decide.

Mr. Oudegeest expressed a similar opinion, and added that it seemed impossible to consider replacing officials after twenty-one years’ service just when they had acquired that knowledge and experience so necessary to sound administration.

Mr. Stuart-Bunning supported Mr. Oudegeest.

Mr. Olivetti considered that before a decision was taken it would be desirable to have precise proposals to discuss.

The Director explained the exact position of the Governing Body with regard to the report of the Commission of Experts.

It was intended that the Commission of Experts should report to the Assembly of the League on the conditions of employment of the staffs of the Secretariat and the International Labour Office. In its report it had given certain indications of the special adjustments which might be required in the case of the International Labour Office. It had suggested, for example, that in the case of heads of technical services, the age of retirement might be extended to 55 years, and it had also indicated that the 7 years’ engagement subject to renewal should not be universally applied in the case of the Office.

The principle of different conditions for the staff of the International Labour Office had therefore been admitted, and it was for the Governing Body to consider whether the particular adjustments which the Commission had indicated were sufficient or whether, in the interests of the efficient working of the Office, it was necessary to suggest other special modifications. The Governing Body could, therefore, if it
so desired, give its opinion on each point and so establish a series of rules which could be presented in a report to the Assembly. There were, in fact, three steps to be taken, the recognition of the question of principle, as already indicated by the President, the decision upon the particular points, and, thirdly, the incorporation of them in the conditions of service of the staff. The Governing Body would remember that the conditions of service of the staff relating to hours, holidays, travelling, etc., had already been incorporated in a series of regulations in London. This last was a purely administrative act and it would only be necessary for the Director to modify the regulations drawn up in London in accordance with the present decisions of the Governing Body and with the decision of the Assembly on the report of the Commission of Experts.

**Sir Malcolm Delevingne** said that it was difficult for the Governing Body to decide immediately on intricate administrative questions, but he considered it was very desirable, when the report of the Committee of Experts came to be discussed, that the Governing Body should be in a position to state its views on the whole question at the Assembly of the League of Nations. He suggested, as the best procedure to adopt that the task of studying the questions involved and of putting forward proposals should be entrusted to the Finance Committee in consultation and collaboration with the Director.

**Mr. Mahaim** said that the views of the Governing Body with regard to the Commission of Enquiry should be registered quite definitely, and proposed the following resolution to that effect:

> « Whereas in virtue of Article 393 of the Treaty of Versailles the International Labour Office is placed under the direction of the Governing Body; 
> And Whereas the Governing Body, while recognising the utility of unifying the regulations adopted for the staff of the Secretariat of the League of Nations and for that the International Labour Office, should, within the limits of the budget, remain master of the conditions of service of its staff:
> And Whereas the proposals of the Commission of Experts do not appear to be capable of adaptation to the International Labour Office as regards the question at issue;
> The Governing Body approves the statement as to service of the staff made by the Director in his report. »

**Mr. Sokal** preferred the proposal of Sir Malcolm Delevingne as he considered it was necessary that the Governing Body should be able to present its observations in detail to the Assembly. It would be impossible for the Governing Body to meet again before the Assembly. It was most desirable, however, that they should be able to formulate their detailed observations as otherwise they might find themselves later faced with decisions taken by the Assembly which would hinder the work of the Office. He considered, however, that other members of the Governing Body should assist the Finance Committee in preparing a memorandum.

**The Director**, summing up, pointed out that the Assembly of the League of Nations would be called upon to examine the Budget of the International Labour Office; it would consider itself competent to discuss all the chapters of this Budget; further it was the Assembly that had set up the Commission of Experts which was to submit its report to it. It was very important that the Governing Body should make known its opinion with regard to the conclusions of this Commission. The Governing Body, as Sir Malcolm Delevingne had proposed, could give its Finance Committee full power in this respect. What was important was to come to a prompt decision, the question was clear-cut and he thought that during the course of the Session the Governing Body would be in a position to decide upon it. If its observations were drawn up with little delay, they could be communicated to the Governments, who would be able to give precise instructions to their representatives at the Assembly. Thus the Governing Body would be able to make its opinion known to the Assembly, whatever might be the decision of the latter as regards the suggestion put forward by
the Commission of Experts that the Governing Body should be represented in the Commission of Financial control and at the Assembly itself.

Mr. Oudegeest considered that, after the exchange of views which had taken place, the Governing Body should approve the statements contained in the Director's report. The representation of the Governing Body during the discussion of the Budget of the International Labour Office and the conditions of employment of the staff were two different questions which should be carefully distinguished. The Governing Body had abundant time to consider the latter point. On the other hand, it must come to a decision as regards the conclusions of the Commission of Experts. Mr. Oudegeest agreed with the spirit of Mr. Mahaim's motion, but considered that its text should be modified.

The Chairman, summing up the discussion, stated that the Governing Body, whilst recognizing the utility of adopting uniform conditions of service for both organisations, considered that it was competent to propose certain adaptions. It was not possible during the present Session to draw up detailed proposals. The solution suggested by Sir Malcolm Delevingne to entrust this task to the Finance Committee might be considered to be adopted.

Mr. Carlier proposed the closure of the discussion.

The Chairman stated that Mr. Mahaim's motion would be voted upon during the afternoon Sitting.

The Sitting was adjourned at 12.15 p.m.
MINUTES OF THE SECOND SITTING.

(5 July 1921 — Afternoon).

The Second Sitting of the Eighth Session of the Governing Body of the International Labour Office took place at 2.30 p.m. on Tuesday, 5th July 1921, at Stockholm, in the Riksdagshuset.

The following Members were present:

Mr. ARTHUR FONTAINE (Chairman).
Mr. ACLAND (substitute for Mr. ROBERTSON).
Count de ALTEA (substitute for Viscount de EzA).
General BAYLAY (substitute for ALLAN SMITH).
Mr. CARLIER.
Mr. COLOMB.
Sir MALCOLM DELEVINGNE.
Mr. GROSPIERRE (substitute for Mr. DRAPER).
Mr. HODACZ.
Mr. INUZUKA.
Mr. LAMBERT-RIBOT (substitute for Mr. PINOT).
Mr. LEIPART.
Mr. LEYMANN.
Mr. MAHAIM.
Mr. NEUMANN (substitute for Mr. VEDEL).
Mr. de OLAZABAL (substitute for Mr. de ALVEAR).
Mr. OLIVETTI (substitute for Mr. PIRELLI).
Mr. OUDEGEEST.
The Marquis PAOULUCI de CALBOLI (substitute for Mr. de MICHELI).
Mr. RÜFENACHT.
Mr. SCHURCH (substitute for Mr. JOUHAUX).
Mr. Sokal.
Mr. STUART-BUNNING.
Mr. THORBERG (substitute for Mr. LINDQUIST).

There were also present:

Mr. ALBERT THOMAS, Director of the International Labour Office.
Mr. PHELAN and Mr. PÔNE, Secretaries to the Governing Body.
Mr. AYUSAWA and YOSHISAKA, accompanying Mr. INUZUKA.
Mr. BACKlund, accompanying Mr. THORBERG.
Mr. EDSTRÖM, accompanying General BAYLAY.
Mr. KÜTTIG, accompanying Mr. LEYMANN.
Mr. LECOCQ, accompanying Mr. CARLIER.
Mr. MARCHESEI, accompanying Mr. OLIVETTI.
Mr. POULTON, accompanying Mr. STUART-BUNNING.
Mr. STEINER, accompanying Mr. LEIPART.
Mr. TERPSTRA, accompanying Mr. LAMBERT-RIBOT.
Mr. WOLFE, accompanying Sir MALCOLM DELEVINGNE.
SECOND ITEM ON THE AGENDA.

The Report of the Director (cont.)

The Director continued his summary of the observations contained in his report concerning the Report of the Commission of Experts. He desired to obtain the opinion of the Governing Body with regard to a recommendation of the Commission which proposed that the employment of an official and his wife should be avoided as far as possible, especially if they worked in the same service.

Sir Malcolm Delevingne recognised the difference between the French and English views on the subject. He was ready to support the recommendation of the Commission as a compromise, although it did not go so far as he would have liked. He pointed out that the Commission of Enquiry had not gone so far in its recommendation as the practice in the British Civil Service, where married women could not be employed.

The Chairman pointed out that it was only a suggestion on the part of the Commission of Experts.

Mr. Oudegeest declared himself opposed to the conclusions of the Commission of Experts on the point raised. The fact that a woman was married should not affect her position in the Office.

The Director considered that it might be well to bear in mind the suggestion of the Commission of Experts, and to avoid as far as possible the employment of husband and wife in the same service.

Dealing with question of the condition of service of the staff, the Director pointed out that in London he had given certain guarantees to the staff, which action had been approved by the Commission of Experts. A joint Committee of the staff had subsequently drawn up revised statutes. After the meeting of the Assembly, a further revision would perhaps be necessary.

As regards frais de représentation, the Director's Report gave rise to no observations.

The Director pointed out that the Commission of Experts had proposed that a Commission of Financial Control should be set up, and that four members of the Governing Body should be appointed to this Commission for the discussion of the Budget of the International Labour Organisation. The Commission added that it would be desirable that the four members thus appointed should sit on the Fourth Commission of the Assembly and in the Assembly itself when the Budget of the International Labour Organisation was under discussion. He considered that this proposal should be accepted by the Governing Body.

Mr. Carlier said that the question of establishing permanent relations between the League of Nations and the International Labour Organisation in matters of finance raised a delicate point. He considered that the means of effecting this coordination had been laid down by the Peace Treaty, and that it did not seem desirable that any action should be taken upon the proposal of the Commission of Experts, before the Assembly itself came to a decision upon this question. He therefore proposed the following resolution:

« The Governing Body considers that it is advisable to wait for a decision of the Assembly of the League of Nations before modifying the procedure at present in force, in accordance with provisions of the Treaty of Versailles, as regards the presentation of the Budget of the International Labour Office ».

The Director considered that the autonomy of the International Labour Organisation was safeguarded by the proposal of the Committee of Experts.

The Peace Treaty only laid down that the expenses of the International Labour Office, of the Sessions of the Conference, and those of the Governing Body should be paid to the Director by the Secretary-General of the League of Nations, to whom the Director would be responsible for the proper expenditure of these funds. From
the very beginning it had seemed necessary that the Budget should be discussed and
and approved by the Governing Body, this necessity had seemed evident to the Coun-
cil of the League of Nations itself. Once voted the Budget was incorporated without
discussion in the General Budget of the League of Nations, which was submitted to
the Assembly for discussion as a whole. This procedure had been agreed to by the
Governing Body and the Council of the League of Nations. The Commission of Experts
did not appear to find fault with this procedure. But in answer to criticisms made by
several States, the Commission had proposed that a Commission should be set up
exercising a preleminary financial control of the Budget of the League of Nations.
It was necessary to avoid that the Budget of the International Labour Office should
be discussed by the Assembly without an opportunity being given to those who had
examined the Budget at sessions of the Governing Body to take part in the discussion
upon the question at the meetings of the Fourth Commission and at the Assembly
itself.

The Director had been able to intervene at the Fourth Commission of the First
Assembly. He had been called upon to do so as a high official of the League of Nations
who could give technical information concerning the International Labour Office.
But when during the Assembly a certain amount of ill-informed criticism was directed
against the budget there was no one to defend it, and he felt that it was necessary,
when the budget came before the Assembly, that those responsible should have an
opportunity of speaking and defending the decisions taken by the Governing Body.

The Commission of Experts had proposed that the Governing Body should be
represented on the Commission of Financial Control, and, should this meet with the
acceptance of the Assembly, at the Assembly itself. This proposal, which did not affect
the existing procedure in presenting the Budget, appeared acceptable.

The Chairman stated that the decision naturally lay with the Assembly of the
League of Nations; should the recommendations of the Commission of Experts
however be approved by the Assembly, it seemed desirable that the Governing Body
should previously have come to a decision upon this eventuality. Because of the
urgency of the matter, he recommended the adoption of a resolution, expressing no
opinion one way or another, drawn up as follows:

« Should the proposal of the rapporteurs of the Commission of Experts
be adopted by the Assembly of the League of Nations, the Governing Body
will appoint for this budgetary period the members of its Finance Committee
and the Director as its representatives to furnish explanations ».

Mr. Carlier noted with satisfaction the statement of the Director regarding
the autonomy of the International Labour Organisation; but he considered that
it was the Government representatives of the Governing Body who should supply
the Government representatives at the Assembly of the League of Nations with
information regarding the Budget of the International Labour Organisation. He con-
sidered that there was no immediate necessity to appoint representatives to the As-
sembly; such nominations could only take place in answer to a request from that
body. It seemed unnecessary that in addition to the Director, members of the Gover-
ning Body should also be appointed to defend the Budget of the International Labour
Organisation before the Assembly.

The Director pointed out that the Assembly of the League of Nations included
representatives of Governments which were not represented on the Governing Body.
He noted that Mr. Carlier was not opposed to the recommendation of the Commission
of Experts in the main, but only advised that the Assembly's decision should be
awaited.

Sir Malcolm Delevingne stated that his Government approved the recommen-
dations of the Commission of Experts on the question. He therefore supported the
proposals contained in the Director's Report.

After an exchange of views between Mr. Carlier and Mr. Oudegeest, the Chairman
and the Director, Sir Malcolm Delevingne pointed out that if the Assembly approved
the proposals of the Commission of Experts and the Governing Body were to be represented at the next Session of the Assembly, it was necessary that a definite decision should be taken immediately.

Mr. Carlier pointed out that the report of the Commission of Experts had been prepared for the Assembly of the League and not for the Governing Body, which consequently had no competence to deal with the question. He thought that it was impossible at present to take a decision.

Mr. Lambert-Ribot emphasised the fact that in taking a decision the Governing Body might appear to prejudice the solution of the question which may be agreed to by the Assembly. He pointed out that the Governing Body intended to prepare a memorandum to be submitted to the Assembly, containing the observations it wished to make concerning certain passages of the Report of the Commission of Experts, no reference being made on those points on which there was agreement. If the Governing Body agreed with the Commission of Expert's proposal concerning the representation of the Governing Body in the Commission of Financial Control and the Assembly, it seemed unnecessary to mention it in the memorandum or to take a special decision on the matter.

The Chairman pointed out that he had received a proposal from Sir Malcolm Delevingne, which was as follows:

«The Governing Body accept the proposal made by the Committee of Experts as to the representation of the Governing Body on the Commission of control and at the meetings of the Assembly of the League of Nations in connection with the consideration of the Budget of the Office; and appoint the Finance Committee and the Director, or Deputy Director for this purpose in the event of the Assembly approving the proposal of the Committee of Experts».

The Chairman stated that the following words might be added:

«The Governing Body, in order to conform to the wish of the Assembly, appoints.... »

Mr. Carlier withdrew his proposal, and agreed with the text proposed by the Chairman.

The Chairman read a text which he hoped might meet the various opinions expressed by Members of the Governing Body:

«Should the proposal of the rapporteurs of the Commission of Experts be adopted by the Assembly of the League of Nations, the Governing Body in order to conform to the wish of the Assembly, will appoint, in view of the urgency of the matter and for this budgetary period, the members of its Finance Committee and the Director as its representatives to furnish explanations».

Sir Malcolm Delevingne thereupon withdrew his proposal. The text read by the Chairman was voted upon and unanimously adopted.

The Governing Body continued its examination of the Director's report.

With regard to the question of the disposal of balances, the Chairman pointed out that if the Governing Body made no comment the Assembly of the League of Nations would probably adopt the Commission of Experts' proposal.

Mr. Carlier considered that it was desirable to have a reserve fund. It was wise financial policy, which had always been that of the Finance Committee and of the Governing Body. He was in entire agreement with the Director's conclusions in regard to this matter.

Sir Malcolm Delevingne pointed out that during the course of the previous Session the Governing Body had decided to devote the balance of the 1921 Budget to making reductions in the contributions of the Members in respect of that year. Mr. Carlier's proposal would have the effect of reversing that decision. The British
Government had a very definite opinion upon the question of the creation of a reserve fund, and he considered that the previous decision of the Governing Body was certainly the right one from the point of view of good finance:

Mr. Carlier pointed out that when there was no provision for a reserve fund, all the credits voted were spent instead of being economised, and that it was not in the interests of the Governments to encourage such policy. He added that if the reserve fund became too great, a part of it could always be incorporated in the Budget, and the contributions thus diminished.

Sir Malcolm Delevingne said that he shared Mr. Carlier's full confidence in the Director for effecting all possible economies in the administration of the Office.

The Chairman added that there did not seem to be any great divergence of opinion between Mr. Carlier and Sir Malcolm Delevingne.

The Director stated that the suppression of a reserve fund for the International Labour Office seemed to him a short-sighted financial policy. There was no question of creating unlimited reserve funds; but certain eventualities ought to be provided for: some States might considerably delay the payment of their contributions: in order to pay the staff and meet current expenses it might then be necessary to obtain advances from certain Governments, as the Office was obliged to do during the months of its existence. It was superfluous to emphasise the numerous disadvantages of such procedure. He was convinced that the existence of a special reserve fund would have most beneficial results both from the point of view of economy and of the efficiency of the commercial branches. If, on the other hand, there were a common reserve fund, the money due to these branches, for example through the sale of publications, would be paid into the reserve and might possibly be employed to meet exceptional budgetary requirements of the League. When the common reserves were exhausted, it might be necessary to have recourse to overdrafts, the interest on which would be in part a charge on the Budget of the Office.

The Director concluded by pointing out that efforts were being made to place the Budget on the soundest financial basis possible. A reserve fund was one of the best methods of attaining this end.

He therefore asked the Governing Body to uphold this idea before the Assembly, or at any rate to ask that a certain proportion of the reserve funds should be considered as allocated to the Office. Thus the financial unity of the League of Nations would be assured, and also the possibility for the International Labour Office of placing its desire for economy in evidence.

The Chairman stated that certain members, though not being in agreement with the Director on all the points adduced by him in favour of the creation of a special reserve fund, had no objections to make to the proposal itself, as contained in his report:

"The Governing Body recommends either that there should be a special reserve fund for the International Labour Office, or that, in the event of there being a common reserve fund for the League and the International Labour Office, a fixed proportion or a fixed amount should be earmarked as being allocated to the International Labour Office."

The proposal was unanimously adopted.

The Director, continuing the exposition of his report, dealt with the question of the seat of the International Labour Office. He pointed out that the Commission had envisaged the possibility of a removal of the seat of the League owing to the high rate of the exchange. It was for the Governing Body to decide as to the definite quarters of the Office, either in its present locality or in another. The Director weighed the advantages and the inconveniences of maintaining the Office in its present buildings, and informed the Governing Body of the proposals that had been made to him with a view to the building of a new Office. These proposals had already been laid before the Finance Committee. Whatever might be the solution adopted, he asked that the Governing Body might submit a definite proposal to the Assembly of the
League of Nations during the month of September. He asked the Governing Body to instruct the Finance Committee and the Director to present draft proposals in a form to be submitted to the next Assembly of the League of Nations.

This proposal was put to the vote and adopted unanimously.

*The Director* then dealt with the proposals of the Commission of Experts as regards the reorganisation of the Office, and drew attention to certain difficulties in the application of the exact division of work which they had indicated. The whole question, including the suggestion of the Commission of Experts as to the creation of a third Division, was receiving his careful consideration. The Director pointed out that the suggestion made by the Commission as regards the publication of the *Daily Intelligence* had already been carried out. This publication had become bi-weekly, on the understanding that during the session of the Conference or of the Assembly daily publication might be temporarily resumed. In accordance with the opinion expressed by the Commission of Experts, the Director was at present studying the creation of a *liaison* office with South America.

The Sitting was adjourned at 5 p.m.
MINUTES OF THE THIRD SITTING.

(6 July 1921 — Morning).

The Third Sitting of the Eighth Session of the Governing Body of the International Labour Office took place at 10.15 a.m. on Wednesday, the 6th. July, 1921, at the Riksdagshuset at Stockholm.

The following Members were present:

Mr. ARTHUR FONTAINE (Chairman).
Mr. ACLAND (substitute for Mr. ROBERTSON).
Count de ALTEA (substitute for Viscount de EZA).
General BAYLAY (substitute for Sir ALLAN SMITH).
Mr. CARLIER.
Mr. COLOMB.
Sir MALCOLM DELEVINGNE.
Mr. GROSPIERRE (substitute for Mr. DRAPER).
Mr. HODACZ.
Mr. INUZUKA.
Mr. LAMBERT RIBOT (substitute for Mr. PINOT).
Mr. LEIPART.
Dr. LEYMANN.
Mr. MAHAIM.
Mr. NEUMANN (substitute for Mr. VEDEL).
Mr. de OLAZABAL (substitute for Mr. de ALVEAR).
Mr. OLIVETTI (substitute for Mr. PIRRELLI).
Mr. OUDEGEEST.
The Marquis PAOULucci de CALBOLI (substitute for Mr. de MICHELIS).
Mr. RÜFENACHT.
Mr. SCHURCH (substitute for Mr. JOUHAUX).
Mr. SOKAL.
Mr. STUART-BUNNING.
Mr. THORBERG (substitute for Mr. LINDQUIST).

There were also present:

Mr. ALBERT THOMAS, Director of the International Labour Office.
Mr. PHÉLAN and Mr. PÔNE, Secretaries to the Governing Body.
Mr. AYUSAWA and YOSHISAKA, accompanying Mr. INUZUKA.
Mr. BACKLUND, accompanying Mr. THORBERG.
Mr. EDSTRÖM, accompanying General BAYLAY.
Mr. KÜTTIG, accompanying Dr. LEYMANN.
Mr. LECOCQ, accompanying Mr. CARLIER.
Mr. MARCHESI, accompanying Mr. OLIVETTI.
Mr. POULTON, accompanying Mr. STUART-BUNNING.
Mr. STEINER, accompanying Mr. LEIPART.
Mr. TERPSTRA, accompanying Mr. LAMBERT-RIBOT.
Mr. WOLFE, accompanying Sir MALCOLM DELEVINGNE.
SECOND ITEM ON THE AGENDA.

Director’s report (Continued).

The Governing Body continued the discussion on the report of the Commission of Experts regarding the conditions of service of the staff.

The Chairman pointed out that there were two motions et present before the Governing Body concerning the conditions of appointment of the staff. Mr. Mahaim had withdrawn the motion distributed to members of the Governing Body at the previous sitting, and had presented another, which ran as follows:

« Whereas in virtue of Article 393 of the Treaty of Versailles the International Labour Office is placed under the direction of the Governing Body, and.

« Whereas the International Labour Office, while recognising the utility of unifying regulations adopted for the Staff of the Secretariat of the League of Nations and for its staff, should, within, the limits of the budget, remain master of the conditions of service of its staff; The Governing Body approves the statements as to the service of the staff made by the Director in his report ».

Another resolution had been presented by Mr. Oudegeest, which was as follows:

« While recognizing the value of unifying as far as possible the regulation adopted for the staff of the Secretariat of the League of Nations and the International Labour Office, the Governing Body believes it necessary to remark that it is reasonable to take into account differences which exist between the objects of the two Organisations. It considers that the provisions of Part XIII give the Governing Body power freely to make the necessary adaptations, and approves the declarations made by the Director in his Report concerning the recruiting of the staff ».

Sir Malcolm Delevingne pointed out that the Director’s Report did not suggest any modification of the age limit proposed by the Commission, but only the modification of the paragraph requiring revision of engagements after each period of seven years. Consequently if either of the motions which had just been read were adopted, the Governing Body would ipso facto accept the age limit of 50 proposed by the Commission of Experts. Sir Malcolm insisted on the desirability of framing definite recommendations, with all the facts at hand, and suggested that the whole question might be referred to the Finance Committee. He pointed out that the question required careful study, and that as regards the length of service and the age of retirement, questions which were linked with the question of pensions, it would be necessary to have the advice of experts before they could make definite suggestions.

In answer to a question by the Director, Sir Malcolm Delevingne said that the Finance Committee could complete such a study in the course of a month.

The Director pointed out that it was necessary to have definite proposals to submit to the Assembly, and that these proposals would require previously to be communicated to the States Members so that they might be able to give instructions to their delegates. The time necessary to print and forward the observations of the Finance Committee should be taken into account.

Mr. Stuart Bunning said that the first requirement seemed to be that the Governing Body should affirm its right to make such changes as were necessary in the organisation of the Office to ensure its efficient working. If the last few words of the text of Mr. Oudegeest’s motion were omitted from « and approves the declarations made », the Governing Body would affirm its right and at the same time retain every opportunity of making subsequently such recommendations as it might desire, as, for instance, with respect to the age limit.

In order that the views expressed by the various speakers might be taken into account, the Chairman proposed that the following words should be inserted in the
text of Mr. Oudegeest's motion after the first paragraph: « and in this connection the Governing Body cannot agree to the proposal made concerning the duration of service and age of retirement. »

Mr. Mahaim withdrew his proposal and approved that of Mr. Oudegeest, with the amendment proposed by the Chairman.

After an exchange of views had taken place, the Chairman suggested that Mr. Oudegeest's revised text should be distributed during the course of the following Sitting. Before passing to the next question, Mr. Mahaim proposed that the Governing Body, on the occasion of the report of the Commission of Experts, should congratulate the Director, the Deputy-Director, and all the staff.

The Governing Body agreed to Mr. Mahaim's proposal.

In thanking the Governing Body for its expression of confidence the Director stated that after the conclusions of the Commission of Experts, it would constitute a new and precious encouragement to the whole staff of the Office.

Continuing the examination of the Director's report, the Governing Body considered the question of the Correspondence Offices.

Mr. Olivetti asked for certain details as to the functioning of these Offices. Concerning the collection of information, he asked if there was not overlapping on certain occasions. He pointed out that with regard to the Enquiry into Production, the correspondence offices had asked for information which had already been requested in the questionnaire issued by the International Labour Office. He wished to know what was the exact relation of the correspondence offices with the Governments and the employers' and workers' organisations.

The Director pointed out that during the course of each Session he had presented a report to the Governing Body upon the activities of the heads of the Correspondence Offices. The latter did not personally initiate action and acted only upon instructions from the Director. They communicated to the Office. A weekly report upon their work. They were entrusted with the task of collecting information on the spot, and, if necessary, they were to address themselves directly to Government Offices and employers' and workers' organisations. In Paris and in London they were also responsible for the printing of certain publications of the Office. When necessary the correspondence offices were required to rectify misstatements or erroneous information which might appear from time to time in the press of their country. In conclusion the Director explained how in Italy the correspondence office had centralised the work connected with the answers to the questionnaire on production.

Mr. Olivetti said that he was satisfied with the Director's explanations.

Mr. Cartier also expressed his satisfaction with the Director's explanations. He emphasised the fact that the rôle of the correspondents' offices required great tact and discrimination.

The Director took the opportunity afforded by the discussion of the question of national correspondents to ask members of the Governing Body if they would recommend those organisations with which they were in touch to give favourable consideration to the requests for information which they might receive from the national correspondents.

In answer to Mr. Lambert Ribot, the Director stated that the procedure of correspondence between the International Labour Office and employers' and workers' organisations could be settled in agreement with each of the organisations concerned.

In answer to a question by Mr. Acland, the Director said that the Washington correspondent was only in charge of relations with the United States. The Director had studied the possibility of setting up a correspondence office in Canada, but no definite conclusion had yet been reached.

Mr. Colomb called the attention of the Director to a note which appeared in Daily Intelligence on 6 June concerning a resolution of the Association of French Industry and Agriculture relative to the competence of the International Labour Organisation on questions concerning agricultural labour. Mr. Colomb contested
the statement contained in this note with regard to the attitude adopted by the Swiss Government on this question and regretted that the Office had not confined itself to publishing textually the reply of the Swiss Government.

The Director said that the note inserted in the Daily Intelligence might perhaps have been more carefully worded, but it contained quite accurately the most important parts of the actual text of the answer of the Swiss Government to the questionnaire of the International Labour Office with regard to the items on the Agenda of the 1921 Conference which concerned labour conditions in agriculture. In its reply the Swiss Government reserved the right to object to the inclusion of these matters in the Agenda of the Conference, in accordance with Article 402 of the Treaty, but it in no way raised the question of the competence of the Organisation.

The Director added that the Swiss Federal Government, unlike the French Government, had not yet exercised the right laid down by Article 402 of objecting to the inclusion of certain items in the Agenda of the next session. In stating that the Swiss Government did not contest the competence of the International Labour Organisation in labour questions concerning agriculture, the Director did not think that the Office had erroneously interpreted the opinion of this Government, as expressed in the documents received.

The Chairman, speaking in his capacity of delegate of the French Government, pointed out that his Government had asked that the question of the regulation of the hours of labour in agriculture should be withdrawn from the Agenda of the Conference. Further, as referred to by previous speakers, discussions were taking place in France as to the competency of the International Labour Organisation in agricultural questions. The matter had been raised as a subsidiary question by the Swiss Government in its letter of the 5th January 1921. He had no knowledge of any other official document upon the question. If it existed he would be very obliged to Mr. Colomb and to Mr. Rüfenacht if they would inform him of it.

In answer to the Chairman, the Director pointed out that the French Government's memorandum formally objecting to the inclusion in the Agenda of one item had been printed in the Official Bulletin (No 23), and had been forwarded to the States Members.

With reference to the part of his report which dealt with ratifications, the Director pointed out that Roumania had already ratified the six Washington Conventions. Mr. Hodacz had just received the text of a telegram forwarded to the Secretariat of the League of Nations announcing the ratification by Czecho-Slovakia of three of those Conventions, including the 8-hour Day Convention.

The Director had also just received from Mr. Sokal further information regarding Poland. The proposals of the responsible Ministries had been submitted to the Council of Ministers. Finally in Great Britain an important discussion had taken place recently in the House of Commons; detailed information as to it had not yet been received.

Sir Malcolm Delevingne expressed his regret that he was not able to give any definite information as to the result of the resumed discussion which had taken place in the House of Commons. The British Government were actually considering the subject when he left for Stockholm and he had received no precise instruction as to its decision or the course it proposed to adopt. Difficulties concerning the ratification of the 8-hours day convention had arisen on two points and the British Government desired that these two points should be reconsidered at a future Conference. With regard to other Washington Draft Conventions, the British Government had adopted four, not including that on maternity, and formal ratification had either already just been deposited or was on the point of being so deposited.

Mr. Mahaim emphasised the importance of the statement made by the delegate of the British Government. The attitude adopted by the British Government would have an extremely important influence in other countries. In Belgium a law laying down an 8-hour day had already been adopted. As far as the other Conventions were concerned, Bills had already been submitted to the Belgian Parliament. It was certain that the effect of the British Government's attitude would be to suspend the ratifi-
cation by Belgium of the Draft Convention on the hours of labour. The Belgian Government would not proceed to ratify that Convention whilst the British Government maintained its reservations. Nevertheless it was possible that the Belgian Government might be empowered to ratify if other Governments, which it would itself name, also ratified this Draft Convention.

Mr. Garlier pointed out that the employers group had made a similar proposal to Washington.

Mr. Oudegeest also pointed out that from fear of foreign competition a great many smaller States were awaiting the ratification of the Washington Conventions by the larger powers before they themselves ratified the Convention. He was certain that if the British Government decided to ratify the hours of labour Convention, that decision would not fail to have an important influence on the other States. He therefore asked the British Government representative to use his influence with the Government to secure the ratification of the Draft Convention by his Government as soon as possible.

The Sitting was adjourned at 12.15 p.m.
MINUTES OF THE FOURTH SITTING.

(6 July 1921 — Afternoon).

The Fourth Sitting of the Eighth Session of the Governing Body of the International Labour Office took place at 2.40 p.m. on Wednesday, 6 July 1921, at the Riksdagshuset at Stockholm.

The following members were present:

- Mr. Arthur Fontaine (Chairman).
- Mr. Acland (substitute for Mr. Robertson).
- Count de Altea (substitute for Viscount de Eza).
- General Baylay (substitute for Sir Allan Smith).
- Mr. Carlier.
- Sir Malcolm Delevingne.
- Mr. Grospierrre (substitute for Mr. P. M. Draper).
- Mr. Hodacz.
- Mr. Inuzuka.
- Mr. Lambert-Ribot (substitute for Mr. Pinot).
- Mr. Leipart.
- Dr. Leymann.
- Mr. Mahaim.
- Mr. de Olazabal (substitute for Mr. de Alvera).
- Mr. Olivetti (substitute for Mr. Pirelli).
- Mr. Oudegeest.
- The Marquis Paolucci de Calboli (substitute for Mr. de Michelis).
- Mr. Rüfenacht.
- Mr. Schurch (substitute for Mr. Jouhaux).
- Mr. Sokal.
- Mr. Stuart-Bunning.
- Mr. Thorberg (substitute for Mr. Lindquist).
- Mr. Vedel.

There were also present:

- Mr. Albert Thomas, Director of the International Labour Office.
- Mr. Phelan and Mr. Pone, Secretaries to the Governing Body.
- Mr. Ayusawa and Yoshitsaka, accompanying Mr. Inuzuka.
- Mr. Backlund, accompanying Mr. Thorberg.
- Mr. Blocher, accompanying Mr. Rüfenacht.
- Mr. Edström, accompanying General Baylay.
- Mr. Küttig, accompanying Dr. Leymann.
- Mr. Lecocq, accompanying Mr. Carlier.
- Mr. Marchesi, accompanying Mr. Olivetti.
- Mr. Naumann, accompanying Mr. Vedel.
- Mr. Poulton, accompanying Mr. Stuart-Bunning.
- Mr. Steiner, accompanying Mr. Leipart.
- Mr. Terpstra, accompanying Mr. Ribot.
- Mr. Wolfe, accompanying Sir Malcolm Delevingne.
SECOND ITEM ON THE AGENDA.

The Director's Report (Continued).

In conclusion of the debate which took place during the third sitting, and in accordance with the suggestion then made, the Chairman put to the vote the following motion of Mr. Oudegeest regarding the conditions of service of the staff:

«Whilst recognising the value of unifying as far as possible the regulations adopted for the staff of the Secretariat of the League of Nations and the International Labour Office, the Governing Body believes it necessary to remark that it is reasonable to take into account the differences which exist between the work of the two institutions. It considers that the provisions of Part XIII give the Governing Body power to make certain necessary adaptations within the limits of the Budget, and charges its Finance Committee to examine the question with the Director.»

This resolution was adopted unanimously.

The examination of the Director's Report was continued.

With reference to the Emigration Commission, the Director stated that a meeting of the Officers of the Commission had taken place in London in May, that Lord Cave's place as Chairman had been taken by Lord Ullswater (Mr. Lowther), and that the new administration of the United States had appointed Mr. Todd in the place of Mr. Mahany. Information received from the Washington correspondent seemed however to indicate that the United States representative would be present at the meetings of the Commission in a consultative capacity only.

The Director informed the Governing Body that the necessary steps had been taken with a view to the constitution of the Advisory Committee on Industrial Hygiene. A certain number of persons had already accepted the invitation to serve on the Committee.

The Director referred to measures taken to follow up the work of the Joint Maritime Commission, and suggested that this Commission should hold another session at the end of the year.

The Director stated with regard to the Enquiry into Production that the Office had received replies from nine Governments, while six other Governments had stated their intention of sending replies. The Office had further received 35 replies from employers' organisations, 71 from workers' organisations and 15 from co-operative organisations.

Although certain answers had only reached the Office after the 15 May, it would shortly be possible to publish a first volume. An extensive bibliography was being prepared, which was likely to be of the greatest service to employers' and workers' organisations. The Office would publish the results of the enquiry in accordance with the conditions laid down by the previous decision of the Governing Body.

The Director informed the Governing Body that the Commission set up in accordance with article 312 of the Treaty of Versailles, for the settlement of the conditions of transfer of social insurance funds in Alsace and Lorraine had completed its work and that its recommendations had been unanimously adopted by the Council of the League of Nations.

The Polish Government had forwarded an official request asking that a similar Commission should be set up to settle the question of the transfer of social insurance funds in the Polish territories ceded by Germany. This request had been communicated to the Governing Body during the course of its last Session, but it had considered that it was unable to take a decision, in accordance with the provisions of the Treaty of Peace, before knowing if negotiations had taken place between the two countries concerned with a view to agreeing to a special convention. A letter from the Polish Government intimating that these negotiations had taken place but had resulted in no agreement, had subsequently been received. Consequently it seemed that the Governing Body should follow the same procedure as that adopted with regard to
the request of the French Government. The Director suggested that the three experts who were appointed to form part of the Commission dealing with the questions in Alsace and Lorraine should be appointed to form part of the Commission.

Mr. Sokal stated that his Government accepted such an appointment in advance.

Dr. Leymann agreed.

The Chairman put the following nominations to the vote:

Mr. Moser Professor at the University of Berne; Mr. Lindstedt President of the Royal Insurance Council of Sweden and Mr. Mr. Abbiate, Senator and ex Minister, Rome.

These nominations were unanimously approved.

The Director then referred to the requests that had been made by various national federations of disabled soldiers, and suggested that a Commission of experts should be convened at Geneva to study labour problems concerning disabled men, whether they had been disabled as soldiers or in industry. The Commission might be composed of five or six members, and its sphere of action would be strictly limited.

Mr. Carlier pointed-out the complexity of questions concerning the employment of the disabled. It seemed to him dangerous to try and settle those questions from an international point of view, and for his part he would abstain from voting on such a proposal.

General Baylay pointed out that he was specially interested in questions concerning disabled men, but he considered that they were questions which were essentially national in character.

Mr. Stuart-Bunning expressed agreement with General Baylay as far as the question of finding work for the disabled was concerned; he understood, however, that the Commission would examine the definite problem of the suitability of various forms of employment for disabled men, and he considered from his own experience that very useful results could be obtained. He favoured the adoption of the Director's proposals, with the reservation which he had made.

Sir Malcolm Delevingne thought that the members of the Governing Body had not come prepared to discuss the question. During the course of the last Session the idea of holding a conference on the subject of disabled men seemed to have been abandoned. He had not had time to receive instructions from his Government for the present Session, but the British Government had taken the view that some of the questions concerning the employment of disabled men, e.g. pensions, were largely national and not international. The point put forward by Mr. Stuart Bunning however required consideration and he proposed that no decision should be taken; if necessary this question could be placed on the Agenda of the next Session of the Governing Body and the best method of handling it could be studied in the interval.

Mr. Oudegeest said that if questions concerning the work of the disabled were very complicated their solution was all the more pressing, in particular as regards wages. He considered that the Office should make efforts to arrive at a solution of the problem, but that a Commission of six or eight members would be insufficient to achieve this end. If competent people were to be secured upon the different questions, two Commissions should be set up, one to consider the questions of wages and finding of employment and the other that of re-education.

Sir Malcolm Delevingne pointed out that the question of wages had been the object of long and delicate negotiations between the British Government and the various Trade Unions. An agreement had just been arrived at, and he felt the British Government would deprecate very strongly the reopening of the question by the creation of international Commission. The whole question of disabled men was certainly urgent, but it was one to which the Governments had given and were still giving great attention.

Mr. Acland said that his Government had recently studied the question of the
work of the disabled and would be extremely pleased to receive any information which the International Labour Office might be able to collect upon the problems relating to the disabled; but he suggested that the work required from an international standpoint could be performed by the Office as at present organised without having to have recourse to a special Commission, and he felt that he could not support the Director's proposal in this respect.

Mr. Stuart-Bunning desired to explain precisely his attitude upon the question. He considered that the questions of disabled men's pensions and wages were purely national ones; the wages of the disabled men should be fixed by agreement between employers' and workers' organisations. It was as regards vocational re-education that it would be useful to collect the opinions of experts all over the world, and the International Labour Office seemed particularly well qualified for this task.

The Chairman pointed out that the problems in question did not interest all Members of the International Labour Organisation in the same degree. It could, therefore, not be a question of laying before the Governing Body or before the Conference the problem of the conditions of employment of disabled men; and in particular of their wages and pensions. It would, on the other hand, certainly be useful to collect information concerning vocational re-education and the Office could publish all the information which it was able to collect upon that subject. The question of convening a Commission might be taken up again after the members of the Governing Body had had an opportunity of consulting their Governments.

The Director drew attention to the fact that he would not have submitted this question a second time to the Governing Body if he had not received further requests from the Congrès de l'Union fédérale des Associations françaises de Mutilés. He reminded the Governing Body that these problems had already been studied from an international point of view, and by an interallied Office. The delegates of two nations represented in that Office expressed the wish that questions concerning the disabled should be submitted to the League of Nations and to the International Labour Office.

Further, it was important to continue the work of certain institutions which no longer existed. During the war experiments had been made, the results of which it would be useful to preserve for the benefit of those disabled in industry. There was no question of studying problems concerning pensions from the international point of view, but certain points which had already been examined by the Disablement Section of the International Labour Office, might be submitted to the examination of the proposed Commission.

In view of the doubts and reservations expressed by Government and Employers' representatives, the Director proposed that for the next Session a memorandum should be prepared showing exactly the scope of the question raised; on the other hand, in view of the requests made by the associations of disabled men in various countries it was important that the Office should not give the impression that it was not interested in their working conditions.

Mr. Carlier, in the name of the Employers' Group, affirmed the paramount need of ameliorating the conditions of the disabled men; it was, however, necessary to avoid the adoption of a course of action which would only lead to disillusion. He accepted the Director's proposal on the understanding that the whole question remained open.

The Director explained more fully the passage in his Report regarding the setting up of a Commission to study different questions concerning social insurance; he pointed out that on several occasions the Office had been led to consider future measures for the coordination of information upon these questions. Great interest had been shown in the question in various quarters, and it would be possible to create a small Commission similar to that on Industrial Hygiene.

Mr. Mahaim stated that the Belgian Government was particularly interested in questions concerning social insurance and considered that it was one of the spheres of action in which Draft Conventions ought to be drawn up with little delay. If the
proposal of the Director meant only that experts should meet with a view to collecting information, he had no objection to make, but it would perhaps rather be for the Conference to set up an international Commission for social insurance.

*Sir Malcolm Delevingne* asked the Director if the Commission proposed by him would meet at Geneva or if it was only a question of a correspondence Commission. He had no particular objection to the latter course, but he pointed out that a meeting of experts would lead to considerable expense.

*The Director* replied that his idea was that a correspondence committee should be formed, but that it would probably be necessary to hold a preliminary meeting of a very small number of experts at Geneva, for a couple of days, so as to set up the correspondence committee. He pointed out that before the war there existed a permanent Commission dealing with the question of social insurance. It was important to set up a body to take the place of this Commission.

*Mr. Hodacs* supported the Director’s proposal.

The proposal was approved.

THIRD ITEM ON THE AGENDA.

*Relations with the League of Nations.*

*The Chairman* reminded the Governing Body that the proposals put forward in the Director’s report were twofold:

1. Representation of the Governing Body at the Assembly of the League.

2. Relations between the Governing Body and the Council of the League.

The decision taken on the previous day, concerning the relations of the International Labour Organisation with the Assembly of the League of Nations, seemed to render unnecessary a discussion of the first part of the question.

After an exchange of views in which the Chairman, Mr. Carlier, and Mr. Oudegeest participated, it was agreed that, in view of the resolution adopted on the previous day, it was unnecessary to take any further steps at present as regards relations with the Assembly of the League.

The Governing Body proceeded to examine the second portion of the report, regarding relations between the Governing Body and the Council of the League.

*The Director* referred to the proposals contained in his report with reference to this matter.

*Mr. Carlier* said that the tasks of the two organisations were entirely different. The Treaty of Peace had created the League of Nations to deal with political questions and the International Labour Office to deal with labour question. The setting up of permanent relations, other than financial ones, between the two organisations would constitute an erroneous interpretation of the Treaty of Peace. All questions of labour would automatically be submitted to the Office while political questions would be submitted to the League of Nations. The presence of the Director of the International Labour Office at the Sessions of the Council of the League of Nations and that of the Secretary-General of the League of Nations at the Sessions of the Governing Body seemed to him, therefore, to be useless, since in his opinion the two bodies never found themselves called upon to discuss other questions than those falling within their respective competence. In the name of the Employers’ Group Mr. Carlier stated that the relations between the two organisations should be limited to those laid down by the Treaty of Peace.

*Mr. Oudegeest* expressed the opinion that the decisions taken by the Council of the League of Nations frequently affected the economic life and the conditions of labour of various countries.
Mr. Carlier emphasised the necessity of maintaining the entire autonomy of the two organisations.

The Director recalled the manner in which the question had been raised. In the first place there had been Mr. Oudegeest's proposal, the object of which was to bring the working class movement into contact with the work of international organisation which the League had to accomplish.

The Governing Body, when the question was first raised at its meeting in January, 1921, had deferred its examination to the following Session. In the meantime the Secretary-General, who was acquainted with Mr. Oudegeest's proposal through the usual practice of exchange of documents between the International Labour Office and the Secretariat of the League, informed the Council of the League. The Director read a letter from the Secretary-General dated the 23rd February, 1921, in which the Council, without wishing to come to a decision before the Governing Body had decided on its attitude, had nevertheless indicated that it would welcome any step of this nature taken by the Governing Body. The question came up again before the Governing Body during the April Session. The principle was approved, and the Director was asked to draw up in detail the procedure of collaboration which might be contemplated before a definite decision was taken. He had defined the procedure in the note submitted to the Governing Body for the present Session; it was proposed there in that the Director should attend the Sessions of the Council of the League of Nations, not as a technical expert, but as representing the International Labour Organisation with the task of defending the interests of the Organisation whenever questions concerning labour came up for discussion. The Director gave examples of cases in which it would have been to the interest of the International Labour Organisation to have been represented at the Council of the League of Nations; for instance, on the occasion of the presentation of the recommendations of the Commission set up to settle the transfer of social insurance funds in Alsace and Lorraine, and on the occasion of the discussion on mandates. It seemed further that if the Director attended the sittings as a representative of an institution forming part of the League of Nations as a whole, it would be important that the Secretary-General should be invited to attend at the meetings of the Governing Body.

Those proposals did not seem to go beyond the lines indicated by the Treaty of Peace and the letter of the Secretary-General of the 23rd February. The Director pointed out that within the scope of the Peace Treaty it had already been necessary on several occasions to provide for certain forms of procedure which were indispensable to the proper working of an organisation still in the stage of creation. It was in that spirit that he had outlined the means of securing effective collaboration between the International Labour Organisation and the League of Nations.

The Sitting was adjourned at 5.15 p.m.

[Signature]

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MINUTES OF THE FIFTH SITTING.

The Fifth sitting of the Eighth Session of the Governing Body of the International Labour Office took place at 9.45 a.m. on Thursday, 7 July, at Stockholm, in the Riksdagshuset.

The following Members were present:

Mr. ARTHUR FONTAINE (Chairman).
Mr. ACLAND (substitute for Mr. ROBERTSON).
Count de ALTEA (substitute for Viscount de EZA).
General BAYLAY (substitute for Sir Allan SMITH).
Mr. CARLIER.
Mr. COLOMB.
Sir MALCOLM DELEVINGNE.
Mr. GROSPIERRE (substitute for Mr. DRAPER).
Mr. HODACZ.
Mr. INUZUKA.
Mr. LAMBERT-RIBOT (substitute for Mr. PINOT).
Mr. LEIPART.
Dr. LEYMANN.
Mr. MAHAIM.
Mr. NEUMANN (substitute for Mr. VEDEL).
Mr. de OLAZABAL (substitute for Mr. de ALVEAR).
Mr. OLIVETTI (substitute for Mr. PIRELLI).
Mr. OUDEGEESt.
The Marquis PAOLUCCI de CALBóLI (substitute for Mr. de MICHELIS).
Mr. RÜFENACHT.
Mr. SCHURCH (substitute for Mr. JOUHAUX).
Mr. SOKAL.
Mr. STUART-BUNNING.
Mr. THORBERG (substitute for Mr. LINDQUIST).

There were also present:

Mr. Albert THOMAS, Director of the International Labour Office.
Mr. PHelan and Mr. PôNE, Secretaries to the Governing Body.
Mr. AYUSAWA and YOSHIKAZUKA, accompanying Mr. INUZUKA.
Mr. BACKLUND, accompanying Mr. THORBERG.
Mr. BLOCHER, accompanying Mr. RÜFENACHT.
Mr. EDSTRÖM, accompanying General BAYLAY.
Mr. KÜTTIG, accompanying Mr. LEYMANN.
Mr. LECOCQ, accompanying Mr. CARLIER.
Mr. MARCHESI, accompanying Mr. OLIVETTI.
Mr. POULTON, accompanying Mr. STUART-BUNNING.
Mr. STEINER, accompanying Mr. LEIPART.
Mr. TERPSTRA, accompanying Mr. LAMBERT-RIBOT.
Mr. WOLFE, accompanying Sir MALCOLM DELEVINGNE.
FIRST ITEM ON THE AGENDA.

**Approval of the Minutes of the Seventh Session.**

Several Members of the Governing Body asked that the approval of the Minutes should be adjourned for a few days, so as to allow each member to study the text recently submitted to the Governing Body, and to make any necessary observations.

The Director said that he realised the difficulties as to approving the Minutes, and proposed that it should be decided that Members of the Governing Body might forward to the Office, within three weeks, the modifications which they might desire to have inserted. At the end of that period the Minutes of the Governing Body might be considered as approved.

THIRD ITEM ON THE AGENDA.

**Relations with the League of Nations (Continued).**

The Governing Body continued the examination of the question of its relations with the League of Nations. The Chairman stated that the Director had drafted a proposal which had just been distributed to members of the Governing Body, and on which he thought agreement might be reached.

This proposal was as follows:

« The Governing Body, after having noted the report of the Director and the letter of the Secretary-General of the League of Nations with regard to the proposal made that the Director should be present at the meetings of the Council of the League, is of opinion that, in order to ensure good co-operation between the two institutions established by the Treaty of Peace, a reply should be sent to the cordial invitation in the letter of 23 February, and authorises the Director to come to an agreement with the Secretary-General as to the details of these relations, and counts upon him to be guided by the principles and rules laid down by the Treaty of Peace and the general directions given during the discussions of the Governing Body. »

The Director said that he had reconsidered the question, taking into account the views expressed on the previous day. He thought that it was important to obtain the unanimous decision of the members of the Governing Body on a text that would meet certain of the objections raised. It was in this spirit that he had drafted the proposal, which had been distributed.

Mr. Carlier wished to acknowledge the Director’s desire for conciliation, but he pointed out that from the very beginning the question of the relations with the League of Nations had met with a certain opposition in the Governing Body. He personally considered that it was not possible to exceed the provisions laid down by the Peace Treaty. As regards the relations of the two organisations, he asked that Mr. Oudegeest's motion should be rejected, and himself proposed the following resolution:

« The Governing Body is of opinion that the Treaty of Peace has instituted the International Labour Office with a view to creating an organisation exclusively devoted to technical and scientific questions, while at the same time, it has charged the League of Nations with questions of an exclusively political order, and it therefore would be contrary to the Treaty to establish between the two Organisations other official relations than those provided for in the Treaty of Peace. »

Mr. Mahaim could not accept such an interpretation of the Peace Treaty. The question had raised no juridical difficulty within the Council of the League of Nations. He read Article 392 of the Peace Treaty, and added that the competence of the League of Nations had never been limited.

Mr. Carlier emphasised that his motion took into account the relations expressly provided for in the Treaty.
The Director insisted on the fact that it was impossible to make an absolute distinction between questions concerning labour or the social conditions of the working-classes, and those which were purely political or economic.

Mr. Lambert-Ribot wished to explain the spirit in which the motion of the employers' group had been proposed. He considered that the measures contemplated raised not only a practical question but one of real juridical significance, especially as regards determining in what function the Director would attend the Sessions of the Council of the League of Nations. The Treaty of Peace had remained silent upon that point: it was not for the Governing Body to advance beyond the provisions laid down by the Treaty. Further, the invitation of the Council was only made subject to a previous decision of the Governing Body, which consequently was in no way bound. Examining the facts of the question, it was possible to recognise the good results obtained by the existing procedure.

The Director had already been asked to attend the Council of the League of Nations. He was always in touch with the Secretary-General. Nothing further was required: when questions concerning labour came to be discussed before the Council the Director could be notified of this by the Secretary-General of the League of Nations, and asked to attend its meetings.

Mr. Schurch opposed the objections raised by the employers' group. He considered that on this question the Governing Body should give the Director full confidence.

Mr. Olivetti emphasised the autonomous character of the International Labour Organisation. He pointed out that the decision to be taken by the Governing Body would establish a permanent procedure of relations with the League of Nations. The question must thus be considered in its general aspect. Only relations on financial questions had been provided by the Peace Treaty. Nevertheless, the questions of delimiting the competence of the two organisations was very difficult. Mr. Olivetti considered that that was an additional reason for maintaining the autonomy of the International Labour Organisation, and not establishing permanent official relations with the League of Nations. He pointed out that the resolution adopted with respect to the report of the Commission of Enquiry showed clearly that the same rules could not apply to the two organisations, in view of the fact that their aims were different.

The Chairman, summing up the situation, stated that there were five motions before the Governing Body.

1 Mr. Oudegeest's proposal.
2 The proposal contained in the Director's report, which Mr. Oudegeest had agreed to accept.
3 The compromise suggested by the Director.
4 Mr. Carlier's proposal.
5 A new proposal by Sir Malcolm Delevingne, which was as follows:

- Having noted the Director's Report and the letter of the Secretary-General of the League of Nations concerning the proposal relative to the Director's attendance at meetings of the Council of the League of Nations; the Governing Body.
- Is... of opinion that it is desirable to ensure co-operation between the two institutions on all matters which are of common interest;
- And authorises the Director to attend the meetings of the Council of the League, when it appears necessary in order to present the views of the Governing Body to the Council on questions affeining the work of the International Labour Organisation, under Chapter XIII. of the Treaty of Peace, which may be under consideration by the Council ».

The Chairman proposed that Mr. Carlier's motion should be first put to the vote.

The Director pointed out that Sir Malcolm Delevingne's motion tended to the same end as the proposal he had drafted, and suggested that the latter should be withdrawn.
After a suspension of the sitting asked for by Mr. Carlier, the latter declared that the majority of the employers' group, after having carefully studied Sir Malcolm Delevingne's proposal, was ready to accept it with three modifications, which would make the last two paragraphs run as follows:

« Is of opinion that it is desirable to ensure co-ordination between the two institutions on all matters which are of common interest;

« And authorises the Director to attend the meetings of the Council of the League when it is necessary in order to support the views of the Governing Body before the Council on questions directly affecting the work of the International Labour Organisation under Part XIII of the Treaty of Peace which may be under consideration by the Council. »

Sir Malcolm Delevingne accepted those modifications.

Mr. Schurch stated that the workers' group would accept Sir Malcolm Delevingne's proposal.

The Chairman put that proposal to the vote. It was adopted by 21 votes to 1, with one abstention.

Mr. Lambert-Ribot stated that he had voted against the motion and could but confirm all the reservations he had made in the name of the French employers' organisations.

Mr. Colomb stated that he had abstained from voting.

FOURTH ITEM ON THE AGENDA.

Statement concerning the determination of the eight States of chief industrial importance.

The Chairman explained the work which had already been accomplished by the Commission set up to determine the characteristics of the eight states of chief industrial importance. The Commission had examined the characteristics agreed on by the Organising Committee of the Washington Conference, and also those suggested in a note laid before it by Mr. Hodacz and Mr. Gini. Statistics were being collected on these bases, but until the work had progressed further it was no possible to decide definitely which characteristics could be taken.

Mr. Rüfenacht asked the Chairman if it was possible for Members of the International Labour Organisation to take the initiative in suggesting new characteristics.

The Chairman pointed out that the Commission was not called upon to take a decision, and was quite ready to receive suggestions until such time as it had finished its work.

In answer to questions from Sir Malcolm Delevingne and Mr. Hodacz, the Chairman stated that the report would be submitted to the Council of the League of Nations. The Members of the Governing Body could, moreover, be informed of the characteristics proposed before the despatch of the report, so that they could make any observations desired, but the definite text of the report could not be subject to modification. In answer to Mr. Sokal, he explained that in any case it was necessary to present the Report at least before the end of the year.

Mr. Acland observed that it would be wise to take into account as far as possible the results of the censuses that were being taken during the current year in various countries, in particular as far as the population was concerned.

The Chairman stated that the Commission would take into account the most recent documents, but he pointed out that it was a very delicate question, since it was not possible to use post-war statistics as a basis for the appreciation of the industrial importance of countries which had been devastated.
FIFTH QUESTION ON THE AGENDA.

Agenda for the 1922 Conference.

The Director pointed out that the Governing Body did not require to determine definitely at its present session the agenda for the 1922 Conference, but in views of the decision adopted by the Governing Body at its session in October 1920 regarding the inscription of items on the agenda of the Conference, the Governing Body could proceed to an exchange of views regarding the agenda for 1922.

The Director pointed out that the Agenda of previous Conferences had perhaps been rather overloaded; it was important to limit the number of questions which would be submitted to the Conference of 1922. He proposed that the Governing Body should take into consideration the inscription of items concerning emigration on the Agenda of the Conference. He pointed out that the International Emigration Commission, set up in accordance with a resolution of the Washington Conference, would meet at Geneva on 2 August and would present a report to the 1921 Conference. This Conference could not decide on any Draft Convention or Recommendation dealing with the questions referred to by the report. In accordance with Article 402 of the Treaty, however, it could decide to place on or more of these questions on the Agenda of the 1922 Conference, or following the normal procedure laid down by the Treaty and confirmed by the precedent of the Washington Conference, it could leave it to the Governing Body to select among the resolutions of the Emigration Commission those which it thought it desirable to include in the Agenda of the 1922 Conference. The Governing Body could therefore now decide to devote the 1922 Conference to these subjects.

Mr. Lambert-Ribot stated that he would like the decision to be taken adjourned till January, so as to allow an exchange of views on questions of emigration between the employers’ organisations and the employers’ representatives on the Governing Body.

The Director stated that the report of the Commission would be communicated to members of the Governing Body one month before the October Session.

Mr. Lambert-Ribot expressed his opinion that that time would be sufficient.

The Chairman, summing up the discussion, stated that it seemed that the 1922 Conference should be devoted to questions of emigration, since no member of the Governing Body had asked that other questions should be taken into consideration.

SIXTH ITEM ON THE AGENDA.

Proposal for an Enquiry on the Regulation of Wages.

The Director pointed out that the proposal for an enquiry had been officially made by the British Government. There was no question of making an enquiry into wages only into the method of regulating wages in various countries. The enquiry would be of a purely documentary character. At the most it would be a matter of verifying one or two points as to the functioning of this or that system.

Mr. Carlier was not hostile to the proposal, provided that it was confined to the collection of documents.

The Director said that it was only a documentary study, but if, in accordance with the British Government’s proposal it was necessary to examine the results, the Office must be able to send an official to the spot to study the question.

After an exchange of views between Mr. Carlier, Mr. Schurch and the Director as to the scope of the enquiry and the methods of documentation, Mr. Lambert-Ribot asked that in future requests for information made to employers’ organisations should be made through the intermediary of governments, when it was not merely a question of collecting existing documents but facts whose value must be exactly ascertained.
The Director reminded the Governing Body that it had recognised the right of the Office to correspond directly with organisations with a view to collecting information. It was only a matter of tact and mutual agreement in each particular case; if an organisation asked officially that a Government should act as intermediary for the relations with the Office, this procedure would be followed.

The Governing Body approved the proposals contained in the Director's report in regard to this item on the Agenda.


The Chairman drew the attention of the Governing Body to a short report of the Finance Committee on the expenditure during the first six months of 1921. The report was approved without discussion.

SEVENTH ITEM ON THE AGENDA.

Date of the next Session.

After a brief exchange of views, the Governing Body decided that the next Session of the Governing Body should take place at Geneva on Wednesday, 19 October, six days before the opening of the session of the Conference.

The Session of the Governing Body was closed at 1 p.m.
APPENDICES
APPENDIX I.

AGENDA.

1. Approval of the minutes of the Seventh Session.
2. The Director's Report.
3. Proposals concerning relations with the League of Nations.
4. Statement concerning the determination of the eight states of chief industrial importance.
5. Agenda for the 1922 Conference.
7. Date of the next Session.

APPENDIX II.

SECOND ITEM ON THE AGENDA.

The Report of the Director.

The discussions which took place at the last Session of the Governing Body upon the competence of the International Labour Office with regard to enquiries, the resolution adopted by the Governing Body, the decision of the Employers' Group to have recourse to the Permanent Court of International Justice in order to ask from it an interpretation of the Treaty, and, finally, the articles which since that date have been published on the subject in the press have created such an atmosphere during the past two months that the Direction has been compelled to pursue a policy of the utmost prudence and firmness.

Following the lines of the instructions given by the Governing Body, care has been taken on the one hand to avoid taking any steps which, however useful they might appear in themselves in the interests of the future of the International Labour Organisation, might have led to its competence being questioned or aroused criticism of a political nature. But it has appeared still more important to neglect none of the tasks solemnly imposed by the Treaty of Peace and to maintain in their entirety all the rights established by our constitution and universally recognised. It is hoped that the action which the Office has taken from day to day may thus help to bring about once more in the Governing Body, despite the social situation in most countries of the world, that unanimity which, for the past ten months, has invaluable to the progress of international labour legislation.

I. Internal Organisation.

The organisation provided by the Budget for 1921 little by little is being completed. Several important posts which have been created are not yet filled. It is desired to entrust them only to candidates who really possess the qualifications required. The need is increasingly felt to obtain the services of men capable or undertaking considerable responsibility and of exercising a measure of control which the international character of the Office makes especially difficult.

To meet certain wishes which have been expressed, and also to meet actual needs, steps have been taken to recruit officials of nationalities hitherto unrepresented in the Office without, however, neglecting the two-fold principle that the Director is responsible for the staff and has the final power of selection and that the choice must be regulated by care to obtain competent candidates.

The Joint Commission charged with drawing up a draft Staff Regulation has continued its work. It has been chiefly occupied in modifying the Regulation at present in force, having in mind the suggestions made by the recent Commission of Enquiry. This modification is on the point of completion.

Generally speaking, we can congratulate ourselves upon the attitude of the staff. Perusal of the report of the Commission of Enquiry will have shown the Governing Body that the members of that Commission themselves were keenly impressed by the devotion and competence evinced by the staff of the Office in carrying out their duties. The system of imparting information and securing co-operation, which has been in force since the establishment of the Office, would appear to have borne fruit.

All questions with regard to the staff and internal organisation of the Office will come before
the Governing Body subsequently either through the report of the Finance Committee or the report of the Commission of Enquiry of the League of Nations. The latter report calls for examination at this point.


(See Annex I).

**Correspondence Offices.**

The offices continue to render very considerable service as regards enquiries, obtaining of documents, the external relations of the Office and also as regards material arrangements, such as printing, subscriptions, purchase of books, etc.

In Paris and in London, however, the work of our two Correspondents has grown to such an extent that they are no longer able to draw up weekly reports. They are almost entirely absorbed by administrative work.

The organisation of the Berlin Office, which was in course of completion in the month of April, is now finished, and its Director, Mr. Schlicke, has already sent a large amount of information of an extremely interesting and valuable kind with regard to social problems of the moment in his country.

In spite of the satisfaction which it gives to be able to affirm the great value of the staff and the excellent quality of the work performed, the view expressed in April is nevertheless maintained; that is to say, the Office is not yet sufficiently organised or graded. There are occasions when the responsibility is not sufficiently defined. Measures may be taken to simplify this state of affairs perhaps even to divide the duties more satisfactorily.

A scheme of re-organisation will, therefore, be submitted to the next Session of the Governing Body. It is true that it had been intended to draw up that plan for the present Session, but in view of the special circumstances it is likely that the Governing Body would not have been able to examine it with the attention which it would require. In addition it appeared difficult to draw up a plan before the views of the Governing Body upon the various recommendations of the Commission of Enquiry were known.

**II. The Conference.**

At the present time the work of preparation for the Conference is in full swing. In especial, the editing of the reports which, in accordance with the method sketched out in the Introductory Note various questionnaires, are to be drawn up by means of the replies of the Governments to these questionnaires, is occupying attention. Unfortunately, at the moment of writing (8th June) the number of replies received from the Governments is still somewhat small.

Apart from the replies from the Governments, information has been received on various points in the Agenda from a certain number of Employers’ and Workers’ organisations; the essential part of these communications has been reproduced in the Daily Intelligence.

A considerable number of these replies were devoted to the question of the prohibition of the employment of white lead, which appears to have given rise to somewhat lively disputes in several countries. In England, for example, several papers have reproduced a vigorous attack by Lord Askwith against the questionnaire published by the Office upon this question. As that attack contained mis-statements of fact, the Office thought it necessary to publish a statement in the Daily Intelligence on the subject to correct them.

Agricultural questions, and, in particular, the question of the regulation of the hours of the hours of work in agriculture, appear also to have occasioned some lively discussions.

The French Government, in conformity with Article 402 of the Treaty of Peace and in accordance with the intention which it long ago manifested, has lodged an objection to the inclusion on the Agenda of the question of the regulation of the hours of labour in agriculture. The explanatory memorandum presented in support of this objection will be submitted, in accordance with the same Article, by the International Labour Office to all the Members of the International Labour Organisation.

In some countries the campaign with regard to agricultural questions has taken a more violent form, and the competence of the International Labour Organisation as regards agricultural labour has even been called in question. The Daily Intelligence of 6th. June mentioned the view expressed by the French Association of Industry and Agriculture, calling upon the French Government to associate itself in the so-called protest made by the Swiss Government with a view to questioning the competence of the Organisation. The Office thought it well to put matters straight by means of a brief explanatory note.

**Ratifications.**

Since the last Session of the Governing Body fresh progress has been made in various countries as regards the asures to be taken to give effect to the draft Conventions and Recommendations adopted at Washington and Genoa. Detailed information on this subject will be found in the note which will be distributed, as usual, at the opening of the Session.
It would appear well, however, to draw the attention of the members of the Governing Body particularly on the one hand to the important debate which took place recently in the House of Commons as regards the consideration of the Draft Conventions of Washington; a brief summary of the discussion appeared in the « Daily Intelligence » of the 7th June, and its purport will be discussed in an article in a future issue of the Bulletin. As will be seen, this debate has been misinterpreted in the Press of various countries, and it has been thought necessary to put matters straight by indicating the exact significance of the discussion in the House of Commons.

The Governing Body will remember that the adoption by Czecho-Slovakia of the three Draft Conventions of Washington, including the Eight Hour Day Convention, was announced during the April Session, as was also the approval by the Roumanian Parliament of the six Draft Conventions adopted at Washington. Unfortunately in spite of the urgent and repeated requests of the Office, the Czecho-Slovak Government has not yet officially notified the Secretariat of the League of Nations of the ratification of this Convention. The attention of the Governing Body is particularly drawn to the serious situation created by the slowness with which Governments ratify even when they already possess legislation in conformity with the Washington Conventions. No one can fail to realise that this slowness is liable to be prejudicial to the International Labour Organisation. Each member of the Governing Body is urgently asked to do everything in his power to bring about the adoption of the Washington decisions.

The case of India furnishes another example of the regrettable slowness with which ratifications are notified. Although the Viceroy of India formally asked the Secretary of State for India (in London) on the 26th January, 1921, to notify the Secretary-General of the League of Nations of the formal ratification by India of two of the Conventions adopted at Washington, that notification has not yet been given. Whilst this slowness, for which the local Government is in no way responsible, is regretted, there is every reason for special congratulation in view of the success won by the International Labour Organisation in a country where that result appeared especially difficult to obtain. The adherence of the Government of India to these Conventions, as well as the intention which it has shown to give effect to the Recommendations of the Washington Conference and to the views expressed by the Commission on Special Countries constitute a really remarkable progress in the sense in which the latter Commission itself desired, and give ground for hoping that the influence of the International Labour Organisation may be extended in a manner wholly in conformity with the hopes of the authors of Part XIII.

III. Intelligence.

The distribution of information continues to be one of the most important duties of the Office. During the past three months numerous requests for information have been received from a great number of countries throughout the whole of the world. The subjects which have most frequently been dealt with have means of preventing unemployment, workers' control in industry, conciliation and arbitration, profit-sharing and co-partnership, and legislation with regard to home work.

IV. Publications.

A considerable effort has to be made to produce the International Labour Review. As is known, material difficulties delayed the publication of the January Number until the end of March. The Office has made every effort to make up this delay little by little. It has now almost done so, since the June Number will appear in the first few days of July and the July Number will then be in the press.

It is to be hoped that, as from the month of September, the « Review » will be able to appear regularly between the 7th and 10th of each month. The considerable amount of work occasioned by the production of the « Review » has caused some decrease in the number of « Studies and Reports » in the course of the past two months. This is in accordance with the general plan adopted for the Office publications. Moreover, several large special Studies have appeared since the April Session. Besides the English edition of « Production and Labour in the Mining Industry of the Ruhr from 1918 to 1920 », mention should be made of the « International Seamen's Code-Communications addressed to the Governments by the International Labour Office »; « Enquiry concerning the application of the Eight Hour Act in the French Mercantile Marine »; « Trade Union Conditions in Hungary »; and « The Eight Hour Law in agriculture in Czecho-Slovakia ».

The other periodical publications, the Official Bulletin, Biographical Summary and Legislative Series have continued to appear at regular intervals. The transformation, envisaged at the last Session, of the « Daily Intelligence » into a bi-weekly bulletin will be an accomplished fact on the 1st July. I must, however, make this reservation, that during the period of preparation and the course of the Conference it may be necessary to resume the daily form of the « Intelligence ». The Commission of Enquiry recognised that the needs of the Office might require this.

Finally, the Office has succeeded, in spite of numerous material difficulties, in producing the first edition of the Annual Labour Directory.

This is a completely new undertaking which does not pretend to be complete. When it was sent to the Press, further information was being received daily by the Office, but it appeared better to avoid delaying the publication of this first edition. The Office hopes, too, that the publication will bring to light mistakes or omissions which may have been made in this first attempt. It is, in fact, only with the assistance of all those concerned that the Directory can improve year by year.
Each of the publications is, little by little, acquiring its own special character. We are the first to admit that they have not yet attained all the perfection desired, but that perfection can only be obtained with the aid of a fully trained staff. Our editors are day by day approaching nearer to that standard. It is hoped that the time is not far distant when it will be possible to abandon to some extent the monographs to which hitherto our efforts have virtually been limited and when it may be possible instead to draw up a certain number of synthetic and comparative Studies such as are our true task and such as a great part of the intellectual world interested in our work are known to await.

V. Commissions.

Emigration Commission.

As the Governing Body may remember, the Emigration Commission is to meet on the 2nd August, which means that at the present moment the preparatory work is being actively pushed forward.

The Governing Body will hear with satisfaction that the United States, despite the change of Government, have maintained their decision to participate in the work of this Commission. A telegram from our correspondent in New-York informs us that Mr. Todd, Emigration Commissioner for the Port of New-York, has been appointed to take the place of Mr. Mahany.

For reasons which may well be understood, we have not yet given any publicity to this announcement.

The officers of this Commission, which had already met in Paris during the month of January, met again in London on the 7th May. The Chairman, Lord Cave, stated that it was impossible for him to continue his valuable assistance, but the former Speaker of the House of Commons, Mr. Lowther, has kindly consented to take his place. We may congratulate ourselves, both for the authority of the International Labour Office and of its Commission, upon having secured the services of such an eminent collaborator.

Mr. Lowther attended this meeting. Being obliged to leave for Canada, he will only assume his functions at the end of July. In the meantime Lord Cave has kindly consented to continue to act as Chairman.

It would appear necessary to give the Governing Body a brief exposition of the resolutions which were taken, and the work accomplished at this meeting. The officers were informed of the correspondence exchanged with the various members of the Commission for the Russian refugees. They approved the attitude taken by the Director as regards the Y. W. C. A., which, after having offered information on the question of emigration, wished to open, without authority, an enquiry under the auspices of the International Labour Office. The Office decided that the Commission would welcome any information, but that no enquiry could be undertaken on behalf of the Commission or of the International Labour Office by any Associations whatsoever.

The meeting wished to define the exact functions of the Commission. It was agreed that the Commission was especially a Commission of Research which would study in the most comprehensive possible manner the questions of emigration; but it would be for the Conference and the Governing Body to decide whether certain problems of emigration should be submitted to a special study or inscribed as an item on the Agenda of the next Conference.

The meeting decided that a number of reports on specific problems should be placed before the Commission. When the latter had deliberated it would draw up a report, which, in accordance with the Washington resolution, would be presented to the Conference of 1921.

This work is at present being pressed forward. These reports, based on the documentary information collected by the Office, and the replies of Governments to the questionnaires which were sent them, will be forwarded to the members of the Commission. Further, in agreement with the officers of the Commission, a general study of existing legislation and treaties in all countries concerning the question of emigration and immigration has been prepared.

Another meeting of the officers will take place in Geneva on the 29th of July, immediately before that of the Emigration Commission itself, whose sitting will open on the 2nd August.

Advisory Commission on Industrial Hygiene.

In accordance with the decision adopted by the Governing Body during its last Session, the first steps have been taken for creating the Advisory Commission on Industrial Hygiene demanded by the Washington Conference. To that effect various Governments have been asked to authorise certain Officials and Labour Inspectors, possessing a particular competence as regards industrial hygiene, to form part of this Commission. In accordance with the terms of the decision of the Governing Body, they have been asked if they could supply the names of specialists on industrial hygiene, attached either to employers’ or workers’ organisations, or to large industrial enterprises, who might be considered suitable to form part of this Commission. Letters have also been written to a certain number of specialists, asking them if they would be prepared to assist.

Joint Maritime Commission.

The Joint Maritime Commission has so far held only one Session. It would now be of real interest to bring this Commission together again, in particular that it may have an opportunity of
considering the work of the London and Brussels Commissions on the question of hours of labour in the Merchant Service. It is suggested that the Governing Body should decide that a meeting of the Joint Maritime Commission should take place during the second half of 1921.

VI. Enquiry into production.

A promise was made to place the first results of this Enquiry before the Governing Body at the forthcoming Session. At Stockholm the Governing Body will be in a position to estimate the work accomplished; it will be able to judge that it has been considerable.

It must be admitted, however, that the work of our collaborators has not always been assisted or particularly favoured. Official notification has been received of the decision taken by the « Fédération Générale de Production Française », calling upon all its members not to answer to our questionnaires. A certain number of Chambers of Commerce and employers' organisations have answered us in this spirit, sometimes adding to their letters insults of a personal nature.

This campaign has also had some echo outside France. Certain employers who at first had adopted a favourable attitude towards our efforts became anxious, and have not replied. Naturally such reservations can easily be understood from the moment when an important section of the employers in one country consider that from the point of view of international competition there is danger in such a reply.

The step that was taken is all the more deplored because a certain number of employers' and workers' organisations have been most obliging in replying, and have put themselves to much trouble in supplying us with the information desired on many points.

On the 15th March a circular was also sent to Governments asking them to participate in the enquiry. Five important answers have already been received, in the following order: Spain, on the 29th April; France on the 3rd, 4th and 8th May; Canada on the 11th May; Sweden on the 30th May; Great Britain on the 2nd June.

The Information supplied by the organisations and by the Governments is of great interest. The direct replies made to certain questions raised are completed by annexes, sometimes of a considerable length. Thus the Swedish Government has sent us 30 volumes, and the British Government 46 volumes.

The examination of information supplied is being actively pursued. Special files have been made for each of the questions raised, and subdivided for the various countries. In these files are included not only the answers to the questionnaires but the information collected during the course of special research.

Whatever discussions have taken place in previous Sessions concerning this enquiry, and whatever reservations may have been made as to the manner in which this questionnaire has been drawn up, the assurance given that vast enquiry will be accomplished within the sphere laid down by the Peace Treaty will be a sufficient guarantee to members of the Governing Body, for them to give every assistance in bringing this task to a satisfactory conclusion. We feel convinced that, both as regards the documentary evidence collected and some of the conclusions which will be made this enquiry will do credit to the Office and will increase its scientific reputation.

VII. Various Interventions.

Transfer of Social Insurance Funds — Article 312.

(A) Alsace and Lorraine.

The Special Commission, whose members were appointed by the Governing Body of the International Labour Office at the request of the French Government for the transfer of Social Insurance Funds of Alsace and Lorraine has just completed its work after three sessions, held respectively at Geneva on the 14th to 19th March, at the Hague on the 25th April to 1st May, and at Basle on the 3rd and 4th June. In its Session at The Hague, the Commission had drawn up a Draft Convention which was to be submitted to the two Governments concerned; the final text was to be adopted at Basle. During the course of the Session at Basle, the representatives of the French and German Governments conveyed the adherence of their Governments to the Draft Convention drawn up by the Commission, and this Convention was unanimously adopted.

In accordance with Article 312, this decision has been communicated to the Council of the League of Nations, which the final authority.

(B) Poland.

During the last Session a letter was submitted to the Governing Body addressed to the Secretary-General of the League of Nations by Mr. Perloski, the Polish representative on the Secretariat of the League of Nations and communicated to the Office by the League of Nations on the 11th April; this letter was as follows:

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Sir,

In accordance with the stipulations of Article 312 of the Treaty of Versailles, paragraph 4, the Polish Government has the honour to submit the question of the distribution between Poland and Germany of the social insurance and state insurance funds to the decision of the Council of the League of Nations, and begs the Council kindly to approach the Governing Body of the International Labour Office on its behalf for the nomination of three members of the Commission provided by the above-mentioned Article.

I have the honour to be, etc.

The Governing Body considered that it was impossible to proceed with the nominations requested by the Polish Government, before receiving further information concerning the negotiations which must have taken place between the two interested Governments, with a view to drawing up the Convention in accordance with Article 312 of the Treaty of Versailles. This article lays down that the conditions of the transfer of Social Insurance Funds are regulated by special conventions concluded between the German Government and the other Governments concerned. It was only in cases where a Convention of this nature had not been concluded, that the question arose of creating a Commission.

Consequently, without discussing this question further, the Governing Body had decided that the question would be submitted afresh at the next Session together with the documentary evidence which would by then have been collected.

On the 7th May, 1921, the Secretary General of the League of Nations was informed of the decision taken by the Governing Body, and was asked to inform the Representative of the Polish Government at the League of the decision.

Further a copy of the letter, communicated to the Secretary General of the League of Nations, was forwarded to the Representative of the Polish Government on the Governing Body.

On the 18th May, the Secretary-General of the League informed me that he bad communicated the decision taken by the Governing Body to the Polish Representative at the League of Nations.

In the meantime, I had had an interview with Mr. Perloski, who called in the name of his Government to discuss with me the question of the constitution of this Commission. I explained to him the reasons which led the Governing Body to adjourn the appointment of the three members of this Commission, and at his request I gave him a copy of the letter which had been sent by the French Government on the 18th December, 1920, in which it requested that a Commission should be created to determine the conditions of transfer of the social insurance funds of Alsace and Lorraine.

I particularly insisted on the necessity of informing the Governing Body of any negotiations that might have taken place between Poland and Germany.

On the 17th May Mr. Sokal informed the Office that he had drawn the attention of his Government to this point.

It is expected that the information requested will be received before the opening of the Session. This will be submitted to the Governing Body.

Conference of Experts to study the problems concerning the disabled Service men and workers.

The Governing Body may remember being informed in the last Report that several large national associations of disabled, and especially the National Federation of Discharged and Demobilised Soldiers and Sailors, had asked the International labour Office to convene an Advisory Commission to study, by means of international cooperation, the legislative problems which concern the disabled, and which arise in a similar way in all countries which took part in the war. It did not appear opportune during the April Session to insist upon this proposition or to place the matter definitely before the Governing Body.

Since then, other National Associations of Disabled have taken up this question and formulated the same wish; in particular l’Union Fédérale des Associations Françaises des Mutilés in its recent Congress at Nancy (15th to 17th May).

This insistence makes it a duty to place this matter again before the Governing Body, whose intervention is requested. It is recognised that this action may give rise to certain difficulties: in some countries such, for example, as England, there has been keen opposition between workers and disabled soldiers’ organisations. However, the situation in this respect has since be come less acute, and, on the other hand, international co-operation is more and more demanded by the associations of the disabled. Further, such an intervention is envisaged in the very modest form of a little Conference of six or eight members, experts or technicians, whom the Office would bring together.

I feel convinced that by the collaboration of these few men, provided that they were carefully chosen, certain interesting suggestions would be found for the solution of problems in which the greater number of the disabled very rightly take a great interest: amongst these problems may be mentioned the indemnity to be paid to the disabled, prosthesis, vocational re-education and labour conditions, and protection of invalids in all countries that participated in the war.
Social Insurance.

Finally, it seems necessary to lay another suggestion before the Governing Body. International co-operation as regards social insurance has not been taken up since the war; but important problems have been raised and will be raised in the future before the Conference. It would be of real value to create an International Advisory Committee composed of a small number of experts, who would bring their knowledge and experience to the solution of the problems of Social Insurance. The creation of this Committee would certainly reinforce the technical authority of the Office, to which would thereby be secured the assistance of acknowledged experts in this important field. Further, it is well known that the survival of international technical co-operation in this sphere, under the auspices of the International Labour Office is demanded by insurance specialists in many quarters.

The creation of an International Committee of experts to study questions concerning the disabled — the creation of an Advisory Committee for Social Insurances — these are the two new initiatives, of an especially technical character, which are placed before the Governing Body for its approval.

Conclusions.

From the brief outline of the work of the International Labour Office during the month of April, members of the Governing Body will be able to draw certain conclusions, which cannot fail to retain their attention.

First of all, the organisation is on the road to completion. The definite plan of organisation which will shortly be proposed will do no more than establish on permanent lines the fruitful effort that has been accomplished during the last 18 months. The members of the Commission of Enquiry, like all those who have studied or examined the various branches of the Office, have been struck by the already stable character of its administrative dispositions. Such was the impression that such an authority as Sir Montague Barlow, President of the Inter-Departmental Commission of his recent visit. Every Section knows its exact task; their staff is trained little by little, and the necessary cohesion is day by day being more fully realised. The aim in each section will soon only be one of a higher quality of output. For the first time the Director was able to take a short holiday in May.

Certain polemics in the press and attacks are all the more to be regretted because they may compromise the very authority of the Office. In this connection there can be no question of reasoned studies, and especially those written in a critical spirit, which cannot but be of value to the Office; but of the insulting attacks which, in pretending to criticise the officials and publications of the Office, in reality constitute deliberate blows at the Organisation itself.

Against these attacks the Director and his collaborators attempt, with the means at their disposal and within the limits of their functions, to defend the Organisation that has been created. But may they not appeal to the eminent men who are members of the Governing Body for their assistance in this effort? Is it not on them that lies the task, in each country, not only of establishing the truth as far as the Office is concerned, but of acclaiming still more forcibly its common faith in the necessity and in the future possibilities of the International Labour Organisation? A great task will already have been accomplished when the good faith and the scientific authority of the International Labour Office will be universally recognised. Its work will then immediately be facilitated.

Yet it cannot be pretended that the International Labour Organisation has as yet acquired either the renown or the authority which it needs to pursue its purpose. The position of the Office is naturally affected by the general international situation. Whilst the difficulties arising from the Peace Treaty have not been completely settled, whilst an international spirit and outlook have not been established, whilst the League of Nations does not exercise its functions in a universal and regular manner as laid down in the Covenant, the influence of the International Labour Office cannot really expand to its utmost limits.

To this must be added the difficulty, inherent in its very constitution, and which we have already pointed out—that the organisation was born by the effort of conciliation, or at any rate of negotiation, between the employers and the workers. But the recurrence of social struggles in every country makes its task heavier and more difficult, and, in the beginning of its work, is as much a source of difficulty as the acute recrudescence of economic competition.

Nevertheless, despite all attacks of the Communist or Bolsheviks, the most powerful organisations have maintained their sympathy for the Office. Despite the era of international competition deplored by the employers, the decision of their organisations to participate in the work of the Office remains unchanged. Whatever may be the reservations made by the Employers' Group, and whatever may be its conception of the activity of the Office or of its rights, it will not less deliberately associate itself with the effort to protect the working classes, which was the supreme aim of those who drew up the Peace Treaty. Faith in the future is in no way shaken; but it is all the more necessary tenaciously to pursue the realisation of the principal task of the Organisation — the ratifications of the Conventions already adopted by the Conferences.

One cannot fail to recognise the results that have already been obtained. Several Parliaments, if they have not come to a definite decision have already considered the problem at issue. The approaching Conference in October may be a stimulant for a certain number of countries. Finally,
we cannot urge too strongly on the representatives of the great industrial States the importance of their countries estimating juridical or textual difficulties at their real value and proceeding to early ratification of such important conventions as that on the Eight Hour Day. Their attitude will determine that of all the other Members.

It is not too much to ask the Governing Body if, as already once before, it will give its assistance in this matter so that it may realise fully the task which is the very essence of the Labour Organisation, and which should be unanimously supported by all the Members of the Organisation.

ANNEX A to APPENDIX II.


It is confidently hoped that the Governing Body will have derived some satisfaction from reading the Commission’s report. The Governing Body has been intimately associated with the task of the Direction; every three months it has offered its remarks and criticisms, and doubtless like the Direction itself, it will be glad to see in what respects its efforts and their results have won the appreciation of the Commission of Experts.

The Commission conducted their investigations in a very thorough manner. They examined the Director and the Deputy-Director at considerable length and listened to all the suggestions and explanations with regard to the Office. In addition, the various members of the Commission visited individually the different branches of the Office. They talked to the staff of all ranks, and examined the way in which the work was done. By this means they were able to satisfy themselves as to the adequacy of the staff and of the methods of work employed, and the thoroughness of their examination lends all the greater authority to the very favourable conclusions at which they arrived. Moreover, the Commission received a deputation from the Staff Union with whom they discussed at length the cost of living, the conditions of service and the rates of pay.

The members of the Governing Body will have read the Report for themselves, and it is therefore not necessary for me to dwell on the general observations made at the beginning of Part II of the Report, which deals exclusively with the Office, beyond calling attention to two points.

In the first place, as has already been said, the Governing Body will certainly welcome the tribute paid by the Commission in paragraph 119 to the ability and enthusiasm of the Staff to whom is due in a large measure the efficiency of the Office, to which the Commission testify on several occasions.

Secondly, it is equally satisfactory to have the testimony of so authoritative a body as to the impartiality with which the work of the Office has hitherto been performed, and to its strict and undeviating observance of the general limits set to its activities by the Treaty of Peace. While calling attention to the danger of excessive diffusion of energy — a matter which the Governing Body has more than once discussed recently — the Commission (and independent and impartial body, not directly related in any way with employers’ or workers’ groups) has come to the conclusion that a wise and proper discretion has been observed in interpreting the duties placed upon the Office by the Treaty, and the methods to be adopted for carrying them out. This part of the Commission’s Report constitutes an authoritative answer to some of the criticisms which have come from outside, and to which the findings of an outside body provide a far more valuable reply than any answer which the Direction itself could make.

I have taken the opportunity of consulting the Secretary-General as to the procedure which should be adopted in regard to the Report. He takes the view, which I fully share, that the Report should be regarded as constituting a series of recommendations to the Assembly, on which the Executive Council on the one hand, and the Governing Body on the other, are entitled to make any comments which may seem necessary. It will be for the Assembly to consider the Report in all its aspects next September, and to decide on its adoption with any modifications which may appear to be required. It is being arranged that members of the Commission of Enquiry shall attend the sitting of the Commission which will no doubt be appointed by the Assembly to deal with the matter, in order to give any explanations or further information which may be needed.

The position of the Governing Body therefore is that it is required to consider the various recommendations made by the Commission, and to indicate to the Assembly how far it appears possible to accept them. I therefore propose that a memorandum should be drawn up containing the remarks of the Governing Body on the Report, and the decisions which they have taken in regard to the various recommendations. This Memorandum should be forwarded to the Secretary-General in order that it may be laid before the Assembly. I will now proceed to indicate the various points on which comment appears necessary, or on which decisions are required. The Governing Body will then be able to consider each of these points in order, and in accordance with their decisions I propose to frame a memorandum after the meeting, and to submit it for approval to the Chairman and the two Vice-Chairmen before sending it to the Secretary-General. It will be based on the remarks which follow, with such modifications as may be necessary in the light of the discussions of the Governing Body.
I will examine first the General Observations, in so far as they apply to the International Labour Office, and will then deal with the second Part of the Report which relates directly to it.

I

General Observations.

Among the General Observations, which primarily concern the Secretariat, it is satisfactory to notice that the Commission makes a number of recommendations which have already been anticipated by the practice of the International Labour Office. For instance, they insist on the importance of all meetings being held at Geneva (para. 9), on the utility of journeys, such as those which have been made by the Director, and the Deputy-Director in order to keep themselves in touch with the Governments and the Organisations of the different countries,(para. 10), on the principle of basing salaries on those of the British Civil Servants (para. 18), on the payment of salaries in Swiss francs, and not in gold francs (para. 25 et seq), on the establishment of a Commission containing outside experts, to consider the cost of living (para. 24), on the recruiting of the staff by examination (para. 42), on restricting the purchases for the Library to books directly concerned with the work of the Office (para. 85); on the provision of a rest room for the staff (para. 99); and the provision of lunch on a co-operative basis (para. 100); and as regards hours of work, and the keeping of attendance books (para. 101).

It is perhaps not too much to suppose that in making more than one of these recommendations, the Commission had in mind the practice which they found in operation in the Office.

Section 2.

The remarks of the Commission in regard to the seat of the League do not call for any decision on the part of the Governing Body, but they manifestly have a bearing on the question of purchasing the present building, which will be referred to later.

Section 5.

It will be noted that the Commission recommend the extension of a system already adopted in some countries of establishing special Departments in their National Administrations to keep in touch with the International Labour Office. It is very much to be hoped that this recommendation will be widely adopted. In this connection Mr. Villaneuva insisted on the need for creating some regular system of liaison with the Governments in the South American countries which at present are too little aware of the work of the Office. I am sure that the Governing Body will agree that everything possible should be done in this direction. A first step has been taken by sending a letter to the South American Governments drawing their attention to the passages in the Report relating to this question, and asking them to consider how effect can best be given to the proposals which they contain. By this means the discussion will be opened, and I hope that at the Conference it will be possible to come to a general understanding with the South American countries which will create closer links between them and the Office.

Section 6.

The Governing Body will notice that the Commission was as much impressed as they were by the desirability of taking some measure — either by the institution of a special postage stamp or by the introduction of some system of free or reduced postage — in order to reduce expenditure for the postal services. The appeal made to the International Postal Union last year in this sense may therefore be held to have been fully justified, although it did not at that time yield any positive results. It is to be hoped that the matter will now be taken up actively by the Secretariat, and it might perhaps assist them if the Governing Body again expressed their opinion as to the importance of taking action.

Section 7. — Staff.

The recommendations made under this head which apply to the Office will be dealt with in connection with the particular proposals affecting the latter contained in Part II of the Report.

Part II. — Staff.

(a) Conditions of Service.

In paragraph 120 the Commission recommend that generally speaking the conditions applicable to the Secretariat ought also to be applied to the International Labour Office. These conditions are set out in paragraphs 40 to 55 of the first part of the Report, while some further comments relating particularly to the Staff of the Office are made in paragraphs 117 to 119.

The three general principles which, in the opinion of the Commission, should regulate the conditions of service are:

1. selection by competitive examination;
2. promotion by grades and annual increments;
3. engagement for a definite period.
The first two of these principles have already been adopted by the Governing Body, and their application in the manner recommended by the Commission with certain modifications is not likely to cause much difficulty.

(1) Selection by Competition.

The Commission recommend the continuation of the present examination system wherever possible, and suggest that it should be made rather less specialist in character. On this point there should be no difficulty in meeting the ideas of the Commission, though it is necessary to require a sound economic knowledge of all our candidates. The Commission further recognised that there was less reason in the case of the International Labour Office for giving representation to all States Members of the League, and that the employment of seconded Civil Servants was less feasible than in the case of the Secretariat. They therefore endorsed the present practice of recruiting members of section internationally on long term engagements.

(2) Promotion by Grades and Annual Increments.

When it approved the first plan for the organisation of the Office the Governing Body established certain grades, which have since been strictly observed, though they did not go below the rank of rédacteur. The Commission have now proposed a complete system of grading (shown in Appendix II), with scales of salary in which provision is made for annual increments. These scales are fixed in Swiss francs, as the Commission agreed with the original decision of the Governing Body when Office first came to Geneva that salaries should be paid in the currency of the country.

Generally speaking, the scales correspond fairly closely to the scales already authorised. The maxima are, however, somewhat lower in some cases on account of the fact that the engagement will be permanent. On this ground it might perhaps be possible to make a distinction between the salary of a Chief of Division in the International Labour Office and that of a Director in the Secretariat, seeing that the latter will not be permanent officials and will only be engaged for seven years. On the other hand, I cannot agree with the statement made by the Commission in paragraph 124, that the Directors of the Secretariat discharge more responsible duties than those falling to the Chiefs of Division in the Office. This statement was not in the Report when I was asked to state my views, but was apparently inserted at the last moment. It would certainly appear to show a serious misconception of the work which is required of the Chiefs of Division, and of the relative positions of the responsible chiefs in the International Labour Office and the Secretariat. It would appear desirable that the Governing Body should comment on this point in presenting their remarks to the Assembly. On the other hand, it should be noted that the scales recommended are intended to cover expatriation and the payment of a contribution towards pension, which the Commission suggest should be as high as 10%. This is of course an actuarial question, but it appears to me that 10% is unnecessarily high, and I do not think that the salaries proposed for the lower grades would be sufficient, if so large a deduction had to be made from them. It is proposed to conduct an enquiry into the whole matter in agreement with the Secretary-General. Although the maxima are somewhat lower than those at present fixed, the minimum scale for rédacteurs is somewhat higher, being fixed at 14,000 Swiss francs, instead of 13,000 which is the present figure. On the other hand, the minimum for a bi-lingual shorthand-typist is 7,500 instead of 7,800 as at present. It will further be noticed that there is no provision made for an intermediate clerical class between 11,250 and 14,000. At the present moment there are about ten members of the Office receiving salaries between these figures for which some provision will have to be made.

These are mainly persons engaged on higher clerical work, who discharge more or less responsible duties. Such a class seems necessary both in itself and as providing the possibility of promotion for the clerical class. I therefore propose that the Governing Body should suggest the insertion of a further intermediate class running from 11,000 to 14,000.

One further addition to the scale appears to be indispensable. The Commission do not provide for any salary lower than 450 francs a month, which they propose to be paid to copying typists recruited in Geneva. This is the salary which we now pay to stenographers recruited in Geneva. For ordinary copying typists recruited locally we only pay 350 francs a month, which is higher than the local rate, and for which efficient copyists can be obtained. In addition to that, there are a number of junior clerks recruited locally, who do simply manual or clerical work in the Library and elsewhere. It is not proposed to depart from this arrangement which is economical and has yielded quite satisfactory results. If, however, the Commission's mode of recruiting the intermediate staff, namely, senior clerical assistants and secretary shorthand-typists, bi-lingual shorthand typists and clerical assistants, on an international basis is adopted, it will be necessary to appoint everyone to these grades at the same salary, whatever their country of origin. It is therefore suggested that to the subordinate staff locally recruited some further grades should be added, and that this category should comprise (1) copying typists, first class, and one-language stenographers 5,400 by 175 to 8,000; (2) copying typists, 2nd class, and junior clerical assistants, 4,000 by 125 to 6,000. Below this again there would be a certain number of boy and girl clerks performing purely manual duties.

It is proposed that the Governing Body should approve the scales recommended by the Commission, subject to the addition of an intermediate class at a salary of 11,000 to 14,000, and to the creation of a certain number of special posts not included in the general grading, as suitable opportunities occur.
The next question which arises is that of the method of transition from the present scales to the new ones. The Commission propose (paragraph 55) that « the existing members of the staff should be asked to waive their present contracts and to re-enter under the conditions of the new scheme. It is not, of course, intended to reduce the salary already authorised for any particular officer, unless with his own consent, in cases where a lower scale is laid down for future entrants ». It is clearly desirable that all members of the staff should come into the new scales, except those who are likely to reach the limit of their service within a comparatively short time. The actual method of adjustment will, however, require some consideration, and it is suggested that it would be better to postpone a decision on this question until the next meeting of the Governing Body, when the scales will have been finally approved by the Assembly.

(3) Period of Engagement.

The Committee contemplated the division of the staff into four broad divisions, which it will be convenient to consider in order:

(a) The higher officials who will not be appointed by promotion from the lower ranks and will not be given long term engagements — their term of appointment being for seven years. The Director and the Deputy-director are the only members who fall within this class.

(b) Heads of Departments and Members of Section i.e., all those who perform the intellectual and administrative work of the Office. In their case it is proposed that the normal engagement be for 21 years, or retirement at 50, whichever gives the longest term of service — the engagement being terminable on either side at the end of each seven years. In exceptional cases persons possessing technical on other special qualifications might be retained up to 55 years of age.

I have carefully considered these proposals and recommend their adoption to the Governing Body, except in regard to the bi-lateral right of terminating engagements at the end of every seven years. In making this proposal with reference to the Secretariat, the Commission apparently had in mind the desirability of maintaining the possibility of changes even in the administrative ranks of the Secretariat (see paragraph 49). In dealing with the Office, however, they emphasize the necessity of giving a greater security of tenure than in the Secretariat (see paragraph 121 and 122). The present rule is that after six months' probation an official's appointment is confirmed, if his services have been satisfactory, and thereafter he can only be dismissed for misconduct, inefficiency or upon re-organisation. If the proposal of the Commission were adopted, it would apparently not be possible to terminate an engagement on account of re-organisation, unless the official in question had served for seven years. On the other hand, there seems no reason why the discharge of an official should be contemplated at the end of every seven years except for one of the three reasons provided for in the regulations. It therefore propose that the present system should be maintained.

It is recommended that the Governing Body should approve the Commission's proposals with this modification, and that the minimum age of appointment should be 21.

(c) As regards bi-lingual shorthand-typists and clerical assistants, the Commission propose that this class should be recruited as far as possible internationally, and that the duration of service should be 28 years.

It is recommended that these proposals should be approved, the maximum age being fixed at 50, with a possibility of extension to 55 in proper cases. The minimum age of appointment should be 18.

(d) The Commission proposes that the subordinate staff should be recruited locally on terms corresponding to those in vogue in Switzerland. It will clearly not be possible to give the same degree of permanency in the case of this class, as it would be impossible to continue their engagements in most cases in the event of the Office being transferred to some other country.

4. Employment of Women.

The Commission state in paragraph 98 that in their opinion the employment of husbands and wives, at least in the same branch of the Office, is undesirable. This is a very difficult question, on which it is regrettable that the Commission did not express a more definite opinion, and it is one on which I should be glad to have the opinion of the Governing Body.

(5) Conditions of Service.

The Commission strongly recommend that a general regulation covering all the conditions of service should be laid down as soon as possible, and they approve generally the provisional regulations which have been in force for the International Labour Office since June 1920. The Joint Staff Committee has been at work revising the Regulations in the light of the Commission's Report, and of the experience gained during the past year. I will circulate their draft Regulations to the Governing Body as soon as possible, in order that they may be approved as fixing the conditions of service for the future.

(6) Entertainment Allowance.

In paragraphs 36 to 39 the Commission discussed the question of entertainment allowances so far as the Secretariat are concerned. They proposed the suppression of the allowances at present
given to the Under-Secretary-General, and a proportion of the allowances at present paid to the Secretary General and his Deputy. From these funds they propose the formation of a pool administered by an Entertainments Officer, on which any member of the Secretariat who is called upon to entertain officially should be entitled to draw. We discussed this matter very frankly and in detail with the Commission, and pointed out to them that the considerations which applied to the Secretariat are not altogether applicable to the International Labour Office. Whereas in the case of the former the Directors are frequently called upon to take official journeys, and to entertain, this is not the case with the Office, except as regards the Director and the Deputy-Director. Moreover, almost the whole of the entertaining undertaken by the Office is of a semi-private rather than of a formal character, and I am certain that entertainment of this kind is far more effective than official banquets in creating the personal contacts which are so necessary. On the other hand, the use of a pool for the purposes of private entertainment would give rise to all sorts of delicate and difficult questions. The mere existence of a pool would lead to claims being made upon it which are not made at present, and I am convinced that in the long run the system of a pool would prove more expensive than the system at present in operation, without producing better results. I have reason to believe that the Commission were impressed by these considerations, and for that very reason left the whole question to the consideration of the Governing Body (when a suitable opportunity offers). I believe that the Governing Body would be well advised to maintain the status quo.

(7) Subsistence Allowances.

The Commission recommend that the rates adopted in the Secretariat (see Index 5.) should be adopted for the International Labour Office.

It is proposed that this recommendation should be adopted.

Part III — Financial Control.

(1) Budget.

In the portion of their Report dealing with finance (paragraphs 56 to 71 and 126 to 129) the Commission make a series of proposals which require the consideration of the Governing Body:

(a) It is proposed to institute a Commission of Control, consisting of four or six members appointed by the Council, to investigate the Budget in detail, and to present a Report on it to the Assembly.

In the case of the International Labour Office, it is suggested that four members of the Governing Body should be appointed to meet this Commission and to discuss the Budget with them, and that these same representatives should be permitted to appear in the Assembly when the Budget of the Office is discussed. In view of the difficult constitutional relationship between the International Labour Organisation and the League in matters of finance, this is probably as satisfactory a solution as could be suggested; unless indeed it could be provided that two of the members of the Commission of Control should be Government members of the Governing Body who would, in that case, have the right to vote. At the same time the Commission have perhaps ventured no somewhat dangerous ground in interpreting the provisions of Article 396 of the Treaty in regard to the power of the Conference in a limitative sense (see footnote p. 3). In practice a conflict between the Assembly and the Conference on the financing inquiry is improbable in view of the fact that the same Governments are fully represented in both, and it is preferable that such a controversial question should not be raised, unless its discussion becomes inevitable.

It will be for the Governing Body to consider the matter, and to decide whether they are prepared to accept the proposal made by the Commission. It is further proposed that a financial expert should act as rapporteur to the Commission of Control, and should make a preliminary report on the Budget to it when it meets. There seems no objection to this proposal.

(2) Audit.

It is proposed that the same financial expert should examine the accounts for the past financial year, and report to the Commission any cases in which expenditure appears to have been wrongly or irregularly authorised. To this proposal also there seems to be no objection.

It is proposed that the financial year should date from October 1st to September 30th, which will effect an improvement in the present arrangement, and which should therefore be approved.

(3) Form of the Budget.

It is proposed that the estimate should be presented in greater detail, showing the number of the staff employed in each grade, with their salaries. This practice has already been adopted in presenting the estimates to the Governing Body, and there seems to be no reason why the particulars which they receive should not be made public.

(4) Disposal of Balances.

The Committee proposed that the amount of the working capital fund should be fixed, and that any appropriation out of the balance of revenue made to it should be voted by the Assembly. They also make the following remarks in a footnote to paragraph 71:

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The Finance Committee to recommend that the sum of 1,364,930 gold francs which remains available from 1921, over and above the seven million gold francs voted for that year, should be appropriated in reduction of the expenditure for 1922, and that they decided not to raise the question of the reserve fund at that moment. I think, however, that they are now called upon to take a definite decision in the matter.

The practice adopted in regard to the surplus fund available for 1921 must be regarded as to some extent exceptional, since that sum includes two German contributions, which in future years will not be available in addition to the ordinary budget should Germany be admitted to the League. There seems to me to be very strong reason why there should be a reserve fund available for the International Labour Office distinct from that available for the general purposes of the League. Not only is this in accordance with all the other financial arrangements which have hitherto been made, and with the fact that the contributions to the two organisations are shown separately in the requests addressed to each Government, but as the two organisations are not under a uniform control, it seems essential that the reserve fund should also be separate. If this were not the case, a situation might arise which would require the absorption of the whole of the reserve fund of the League for some emergency purpose which did not concern the International Labour Organisation. In such an event it would be possible unless some safeguard is introduced, to use the whole of the reserve fund without consulting the International Labour Organisation, with the result that there would be no funds available should a similar emergency arise in connection with the latter.

In addition to this, it seems to me a bad principle that the Organisation should have no advantage from any economy effected in its administration. If the balance at the end of each year goes back into a general fund, in which the Organisation has no direct interest, there will always be a temptation to expend as much of the money voted as possible. There is the further point that the sources of revenue of the two Organisations are not identical. The Assembly itself contemplated the possibility of the membership of the International Labour Organisation being more extensive than that of the League, which is already the case in so far as Germany is concerned. In addition, there is the revenue from our publications — which we may hope to increase — and money accruing from that source is entirely the property of the International Labour Organisation.

I would, therefore, propose that the Governing Body should recommend, either that there should be a separate reserve fund for the International Labour Office, or that, in the event of there being a common reserve fund for the League and the International Labour Office, a fixed proportion or a fixed amount, should be earmarked as being allocated to the International Labour Organisation. This appears to me to be the only method of meeting the condition, upon which the Commission of Experts insist, that provision should be made for the unforeseen requirements of the International Labour Office.

I should, perhaps, add that the note quoted above in the Commission's report was added after I had discussed the matter with them. I certainly understood that the Commission agreed, in principle, that some separation of funds was necessary, and, had I been given the opportunity, I should have urged strongly that this should be made clear in their remarks on the subject.

Part IV. Organisation.

The Commission were generally satisfied with the state of the organisation of the Office which they describe as having been brought "to a very high state of efficiency." Nevertheless, they make a certain number of valuable comments and suggestions:

(1) The Building. The Commission were able to satisfy themselves as to the inadequacy of the present accommodation and expressed the opinion that if the present building were acquired as permanent headquarters additions would have to be made to it, as I have already indicated to the Governing Body. They consider, however, that there are grave reasons against purchasing it unless it can be done on bargain terms, particularly in view of the difficulty of reselling it in the event of the seat of the League being moved from Geneva.

These considerations were placed before the Finance Committee at its last meeting, and when the Committee reassembles I hope to be able to give it an exact statement as to the terms on which the building could be purchased. In any case, however, it will be necessary to take a decision on this important question in time to enable the Assembly finally to decide upon it.

(2) The Cabinet. The Commission generally approved the Cabinet system, but their suggestion that it necessarily diminishes the authority of the Heads of Divisions seems to me to imply a misconception of its true functions. I am only too glad to devolve as large a measure of responsibility on Heads of Divisions as circumstances permit, and seek to do so more and more, but I think that the maintenance of the Cabinet system is at present indispensable to secure co-ordination and to provide the necessary check on the work of the various branches of the Office.

(3) Distribution of work among three Divisions. The Commission endorse the view expressed
on previous occasions in the Governing Body that some greater measure of concentration is desired and recommend that three Divisions should be created instead of two. The Governing Body will recollect that in the original plan of organisation which I laid before them, it was proposed to create three Divisions. The Governing Body thought it better to reserve the question of forming a third Division until greater experience had been gained, and, for my part, I have been unwilling to undertake any general plan of re-organisation until I have been able to judge of the working of the present system over a full year. I consider, however, that the time has now come when such re-organisation should be taken in hand, and I have been giving a good deal of thought to the matter. I welcome the Commission's recommendation in favour of creating a third Division, but I doubt whether the redistribution of work which they propose is really the best adapted to our needs. I do not think that a separate Division for Publications is really a practicable arrangement, as it is necessary that the work of publications and the scientific work of the Office should go closely hand in hand. If they were separated, there would be constant occasions for friction and difference of opinion between the chiefs of the Scientific and of the Publications Divisions as to the production of particular publications. I, therefore, think that some other line of demarcation will have to be found. I propose to give the whole matter very careful consideration in the immediate future and hope to lay a fresh plan of organisation before the Governing Body at its October meeting.

(4) Daily Intelligence. The Commission recommend that this publication should be normally limited to a weekly or a bi-weekly issue. This is in accordance with the proposal which I explained at the last Meeting of the Governing Body and which was then approved.

(5) Liaison Bureaux with Latin-American Countries. Mr. Villanueva, as representing the Latin-American countries, laid great stress on the necessity of creating a closer understanding between them and the International Labour Office. He stated that at present the work and objects of the Office were far too little known in those countries, and he suggested that in each capital a regular channel of communication should be created which would receive our publications and make known the work of the Office throughout the country. As I have already indicated, I entirely welcome this idea.

Altogether, I think that the Report of the Commission marks an important step forward in the life of the Organisation and that their findings are not only encouraging as confirming the lines on which the work of the Office has hitherto been conducted, but are valuable as indicating the directions in which it can be further improved.
ANNEX B to APPENDIX II.

Note on the progress of ratification.

Previous notes of this kind appended to the Director's Report to the Governing Body have been arranged in a form which, while giving precise indication as to the action taken in pursuance of the decisions of the International Labour Conference by each State Member of the Organisation, did not permit a comprehensive and rapid survey of the general results of the Conference. In this Note, therefore, a modified plan has been adopted which will, it is hoped, offer the latter advantage without seriously impairing the former.

The procedure of ratification, as laid down in Article 405 of the Treaty of Peace, has been completed as yet by two countries only, Greece and Roumania, which have each communicated to the Secretary-General of the League of Nations their formal ratification of all the Draft Conventions. This fact, however, taken by itself, gives a misleading impression as to the actual results of the International Labour Conference. Account must be taken, in the first place, of the ratifications which are pending, and which, because of problems of constitutional procedure, have been and are being delayed. The new and simplified procedure of ratification indicated in the Treaty would appear in some cases to have been difficult of assimilation to the older forms prevalent before the Treaty.

The number of States which have ratified the Draft Convention is not, however, the only criterion of the value of the work of the Conference. Whilst it is impossible to over-estimate the importance of ratification from the point of view of world peace and international co-operation, it is none the less important to note that the decisions of the Conference have had and are having marked effect upon the legislation even of countries which are not yet prepared completely to adopt these decisions and to ratify the Draft Conventions in which they are embodied.

The results of the Conference, so far as the International Labour Office has cognisance of them, expressed in terms of national legislation, may thus be stated:

25 Acts have been passed, ratifying or giving effect to the decisions of the International Labour Conference, and 53 Bills for the same purpose are at present before the various Parliaments of the States Members of the Organisation.

(A). WASHINGTON.

I. (a) Acts providing for the ratification of, or giving effect to the Draft Conventions:

BELGIUM.

Act establishing the 8-hour day and the 48-hour week (8 June, 1921).

(Draft Conventions on:

(1) hours
(2) minimum age
(3) night work of women
(4) night work of young persons.)
BRITISH COLUMBIA.

Act limiting the hours of work in industrial undertakings (April, 1921).
Act concerning the employment of women before and after childbirth (April, 1921).
Act concerning the employment of women during the night (April, 1921).
Act fixing the minimum age for admission of children to Industrial employment (April, 1921).
Act concerning the night work of young persons employed in industry (April, 1921).
Act to amend the Employment Agencies Act Repea Act (April, 1921).

CZECHO-SLOVAKIA.

(Draft Conventions on:
(1) hours
(2) minimum age
(3) night work of women.

DENMARK.

Act concerning Apprenticeship (6 May, 1921).
(Draft Convention concerning night work of young persons).

GREAT BRITAIN.

Draft Conventions on:
(1) minimum age
(2) night work of women, and
(3) night work of young persons.

GREECE.


JAPAN.

Act concerning Public Labour Exchanges.
(Draft Convention concerning unemployment).

ROUMANIA.

Act for the ratification of the 6 Draft Conventions.
I. (b). Bills providing for the ratification of or giving effect to the Draft Conventions:

ARGENTINE.

Bill for the ratification of the 6 Draft Conventions (17 September, 1920).

BELGIUM.

Bill for the ratification of the 6 Draft Conventions.

CHILI.

Bill concerning the hours of labour (April, 1920).
Bill concerning the employment of women and children (April, 1920).
Draft Conventions on:
(1) minimum age
(2) night work of young persons, and
(3) the employment of women before and after childbirth).
Bill concerning certain general measures of social legislation.
Bill for the establishment of a system of public labour exchanges.
(Draft Convention concerning unemployment).

Czecho-Slovakia.
Bill concerning the organisation of Labour exchanges and insurance against unemployment (11 January, 1921).
Bill prohibiting the night work of young persons.

Denmark.
Bill concerning the hours of Labour in industry (21 Jan. 1921).
Bill authorising the ratification of the Draft Convention concerning unemployment (21 January, 1921).
Bill concerning the employment of women before and after childbirth (21 January, 1921).
Bill concerning the night work of women (21 January, 1921).
Bill concerning the employment of children and young persons (21 January, 1921).
(Draft Conventions on):
(1) Minimum age (2) night work of young persons.

Finland.
Bill concerning unemployment (January, 1921).
(Draft Convention concerning unemployment).
Bills for the ratification of 5 of the Draft Conventions (20 April, 1920).
(The Bill for the ratification of the Draft Convention concerning the employment of women before and after childbirth was adopted by the Chamber of Deputies on 30 December, 1920. No Bill was introduced with reference to the Draft Convention concerning unemployment).
Bill concerning social insurance (includes maternity insurance).

Great Britain.
8-hour Bill (18 August, 1919).
(Withdrawn in order to be re-drafted in accordance with the provisions of the Draft Convention on hours).

India.
Factory Act 1911 Amendment Bill (1 March, 1921).
(Draft Conventions on):
(1) hours,
(2) minimum age.

Italy.
Bill for the ratification of the 6 Draft Conventions (24 July, 1920).
Bill concerning hours of Labour in industry, commerce, and agriculture (5 February, 1920).

Japan.
Bill concerning labour (May, 1921).

Luxembourg.
Bill establishing the 8-hour day and the 48-hour week (27 July, 1920).

Norway.
Bill to amend the Unemployment Insurance Act, 1915 (24 January, 1921).
POLAND.
Bill concerning public labour exchanges.
(Draft Convention concerning unemployment).
Bill concerning night work of women and young persons.

PORTUGAL.
Bill to amend the Labour Laws (January, 1921).
(Draft Conventions on):
(1) the employment of women before and after childbirth
(2) night work of women
(3) night work of young persons and
(4) minimum age.

ROUMANIA.
Bill concerning the protection and assistance of women in childbirth (1921).
Bill to establish a system of labour exchanges (1921).

SOUTH AFRICA.
Draft Bill to amend Factory Act.

SPAIN.
Bill for the ratification of the 6 Draft Conventions (2 April, 1921).

SWEDEN.
Bill to amend the Act of 9 October, 1919, on the hour of labour.
(Press reports indicate the adoption of this Bill).

SWITZERLAND.
Bill concerning the employment of women and young persons (10 December, 1920).
(Draft Conventions on):
(1) minimum age
(2) night work of women, and
(3) night work of young persons.

URUGUAY.
Bill for the establishment of labour exchanges in the Departments.
(Draft Convention concerning unemployment).

I. (c.) Decrees, etc., providing for the ratification of, or giving effect to the Draft Conventions.

II. (a) Acts giving effect to the provisions of the Recommendations.

DENMARK.
Act of 5 January, 1920, concerning unemployment insurance (Unemployment).
GREAT BRITAIN.

(Lead Poisoning).

JAPAN.

Act prohibiting the use of white phosphorus in the manufacture of matches (March, 1921).
(White phosphorus).

NETHERLANDS.

Act of 26 March, 1920, concerning animals.
(Anthrax).

ROUMANIA.

Act for carrying into effect the Draft Conventions and Recommendations.
II. (b) Bills to give effect to the provisions of the Recommendations.

AUSTRIA.

Bill to amend the law relative to labour inspection (27 January, 1921).
(Government Health Services).

BELGIUM.

Bill (in preparation) for the creation of a system of compulsory unemployment insurance.

CHILI.

Bill concerning the employment of women and children (April, 1920).
(Lead poisoning).
Bill concerning industrial health and safety (April, 1920).
(Governing Health Services).

DENMARK.

Bill to amend Act No 110 of 29 April 1913, concerning employment exchanges (21 January, 1921).
(Unemployment).

FRANCE.

Bill to amend existing law on labour exchanges.
(Unemployment).

INDIA.

Factory Act 1911 Amendment Bill (1 March, 1921).
(Lead poisoning; Anthrax).

LUXEMBOURG.

Bill (in preparation) for the creation of a system of compulsory unemployment insurance.

SWITZERLAND.

Bill concerning the employment of women and young persons (10 December, 1920).
(Lead poisoning).

II. (c.) Decrees, etc., giving effect to the provisions of the Recommendations.

AUSTRIA.

Decree (in preparation) concerning the employment of women and children in dangerous and unhealthy trades.
BELGIUM.
Royal Decree of 30 December, 1920, modified by Decree of 7 March, 1921, regulating State contributions to unemployment funds, etc.  
(Unemployment).

GREECE.
Regulations concerning the use of white phosphorus incorporated in Labour Code.

INDIA.
Resolution of Legislative Assembly 29 February, concerning the creation of Government Health Services.

ITALY.
Decree of 23 December, 1920, prohibiting the use of white phosphorus in the manufacture of matches.

NETHERLANDS.
Royal Decree of 10 August, 1920, modified by Decree of 22 October, 1920, regulating the use of soluble lead compounds.  
(Lead poisoning).

(B) GENOA.

I. (a). Acts providing for the ratification of, or giving effect to the Draft Conventions.

AUSTRALIA.
(Unemployment indemnity in case of loss or foundering of ship).

GREAT BRITAIN.
(Minimum age).

I. (b). Bills for giving effect to the Draft Conventions.

BELGIUM.
Bill (to be submitted shortly) for the ratification of the three Draft Conventions.

FRANCE.
Draft Maritime Code (preparation).  
(Minimum age; employment exchanges; indemnity in case of loss or foundering of ship).

POLAND.
Bill concerning the labour of women and young persons.  
(Minimum age).

SWEDEN.
Bill concerning unemployment indemnity in case of loss or foundering of ship (in preparation).

II. Bills to give effect to the provisions of the Recommendations.

POLAND.
Bill to amend the law of 2 June, 1902 concerning maritime service.  
(National seamen's code).

Draft Regulations concerning the monthly maximum of hours of labour.  
(Inland navigation).
SOUTH AFRICA.

Hours of Work Act.
   (Fishing industry).

Shipping Bill.
   (National seamen's codes).

APPENDIX I

States which have adhered to the Berne Convention of 1906 on the use of white phosphorus (cf. Washington Recommendations on the same subject since the Washington Conference):

Australia . . . . . . . . 30 December, 1919
Austria . . . . . . . . March, 1921
Czecho-Slovakia . . . . March, 1921
India . . . . . . . . 30 December, 1919
Poland . . . . . . . . 1921

N.-B. For Japan and Greece see II. (a) and II. (c) respectively above.

APPENDIX II

Recommendation concerning reciprocity of treatment of foreign workers.

Conventions on this subject have been signed between France and Czecho-Slovakia (20 March, 1920) and between Belgium and the Netherlands (9 February, 1921).

The Treaty of Commerce of 23 March last, between Italy and Czecho-Slovakia, also contained an article giving effect to this Recommendation.

APPENDIX III

National Seamen's Code.

National Seamen's Codes are stated to be in course of preparation in Argentine, Canada, France, Poland, South Africa and Sweden.

AGENDA

(Denmark.

3 Bills for the ratification of:

(1) the Draft Convention fixing the minimum age for admission of children to employment at sea;
(2) the Draft Convention concerning unemployment indemnity in case of loss or foundering of the ship.
(3) the Draft Convention for establishing facilities for finding employment for seamen (15 April, 1921).

2 Proposals for parliamentary approval concerning:
   (1) the limitation of the hours of labour in the fishing industry;
   (2) the limitation of the hours of labour in inland navigation.

APPENDIX III

THIRD ITEM ON THE AGENDA.

Proposals concerning relations with the League of Nations.

Members of the Governing Body will remember that in a letter to the Governing Body dated September 21st, Mr. Oudegeest submitted proposals for the establishment of closer relations between the Governing Body of the International Labour Office and the Director on the one hand, and the Assembly and the Council of the League of Nations on the other hand.

Mr. Oudegeest's proposals were placed on the Agenda of the January Session of the Governing-Body. The discussion of the proposals was postponed until the April Session, when, after a discus-
sion of some length the Governing Body adopted the following resolution proposed by Mr. Jouhaux:

"That the Governing Body accepts the principle contained in the proposal of Mr. Oudegeest and instructs the International Labour Office to draw up for the next Session of the Governing Body a report for regularizing the application of this collabora-
tion.

The members of the Governing Body were agreed that the establishment of closer relations with the various organisations of the League of Nations would undoubtedly be advantageous, as had been shown by experience, particularly as regards financial questions. It is not necessary to recapitulate the reasons for adopting the principle contained in Mr. Oudegeest's proposal, as these have already been stated in a note which was communicated to the members of the Governing Body at its last Session and were further developed by several speakers during the discussion. The object of the present note is to define the way in which regular relations with the Assembly and the Council of the League of Nations might be established.

I. Assembly of the League of Nations.

In the note on Mr. Oudegeest's proposals which was communicated to the Council, it was pointed out that, during the meeting of the Assembly of the League of Nations in Geneva, the serious disadvantages of the absolute separation of the two organisations became apparent. The budget of the International Labour Office, which was first submitted to the Finance Committee of the Governing Body and then approved by the Governing Body, was included in the General Budget of the League of Nations, of which it formed one section. It was then submitted for approval to a Committee of the Assembly and afterwards to the Assembly itself. The Budget of the Inter-
national Labour Office was discussed at a plenary meeting, without a single representative of the Governing Body being called upon to state the point of view of the Governing Body, and without such a representative being able, if necessary, to defend any particular part of the estimates which the Governing Body had approved.

The Commission of Enquiry which was set up by the Assembly naturally had to study the financial organisation of the League and of the International Labour Office, and was particularly struck by these disadvantages. In its report the Commission of Enquiry includes recommendations with the special object of ensuring the representation of the Governing Body at the meetings of the Assembly.

After having proposed the creation of a general committee of financial control, the Commission of Enquiry expressed the following opinion:

"We suggest that the position of the Governing Body of the International Labour Office in regard to finance would be amply safeguarded if four of its members were appointed to meet the Commission of Control to discuss and explain the Budget proposals for the ensuing financial year. Two these representatives should be chosen from among the Government representatives, one from the employers' and one from the workers' representatives. In addition, it might be left to the Governing Body, if they thought fit, to ask that the Director or his Deputy should be allowed to accompany this body as an additional member. We suggest that it would be advantageous that the same four representatives should be accorded the privilege of appearing in the Assembly when the Budget of the International Labour Office is discussed by that body, since the
discussion of proposed expenditure is bound to be unfruitful unless accredited representatives of the responsible authorities are afforded this opportunity of defending their proposals in person.

It would seem that the Governing Body cannot do otherwise than ratify, as far as it is concerned, these fair and judicious proposals of the Commission of Enquiry. The representation of the Governing Body at the Commission of Financial Control and at the plenary meetings of the Assembly by four of its members selected from the three groups would appear to be no more and no less than is required. It will be for the Governing to decide whether these four representatives shall be the members of the Finance Committee, or whether they shall be representatives specially appointed before each meeting of the Assembly.

The Commission of Enquiry has also left it to the Governing Body to decide whether the Director or the Deputy Director shall also be called upon to represent the Office at meetings of the Commission of Financial Control and the plenary meetings of the Assembly. As regards this point also, it would seem desirable for the Governing Body to adopt the suggestions of the Commission of Enquiry, as this would still further strengthen the "guarantees" mentioned in the report of the Commission.

It would, besides, be particularly desirable if representatives of the Governing Body and the Director or the Deputy Director who are acquainted with the latest developments of the work of the International Labour Office, were present at meetings of the Assembly when questions concerning labour organisations were being discussed, even if these questions were not of a financial nature. For example, a representation of this kind would have been useful during the discussions on the Indian claim, the admission of the Baltic States to the International Labour Organisation, the competence of the Permanent Court of International Justice as regards labour disputes, etc.

In similar cases which may arise in future it would undoubtedly be of the greatest utility if qualified representatives were present to state the point of view of the International Labour Organisation on any questions which definitely fell within its competence as defined by Part XIII of the Peace Treaty.

To sum up, it is proposed that the Governing Body should adopt the measures recommended in the report of the Commission of Enquiry and should state that the International Labour Organisation ought to be given the opportunity of expressing its point of view through duly authorised representatives whenever questions which directly concerned it were being discussed. These representatives would, of course, be present in a consultative capacity. As many of the cases in question would be of a financial nature, it might perhaps be desirable that the members of the Finance Committee should be appointed to represent the Governing Body at meetings of the Assembly.

In the note on Mr. Oudegeest's proposals, it was stated that it had been intended to write a letter to the Council of the League pointing out the difficulties which had arisen at the last Session, of the Assembly. It was, however, further stated that it was considered advisable to obtain the opinion of the Governing Body and that, if the Governing Body gave its consent, the Office could approach the Council of the League of Nations by means of a memorandum drawn up in accordance with precise instructions.

If the Governing Body agrees, we will draw up this memorandum and send it to the Secretary-General of the League of Nations, so that the Council and the Assembly may be able, in good times, to take decisions in accordance with this wish.


It should be recalled that as regards relations with the Council of the League, Mr. Oudegeest's proposal was communicated unofficially to the Secretary-General, who laid it before the Council itself. The Council of the League did not consider it possible to take a decision on the question until the Governing Body had itself taken a decision on Mr. Oudegeest's proposal. It was, however, unanimously of the opinion that if this proposal were sanctioned by the Governing Body, the Secretary-General would be authorised to examine with the Director the means of carrying out the proposed collaboration between the two organisations.

During the last Session, the Governing Body itself instructed us to study the means of carrying out this collaboration. After a careful examination of this question the conclusion has been reached that the only way to ensure the necessary continuity in the relations with the Council of the League and the representation of the interests of the International Labour Organisation on all necessary occasions would be to request the Council to allow the Director to attend its meetings regularly in a consultative capacity.

The International Labour Organisation cannot be regarded as being represented in the same way as a technical organisation, whose representative would be called upon by the Council from time to time to give an expert opinion upon a particular question. If the representative of the International Labour Organisation could only join in the discussions of the Council when the latter thought fit to ask him to do so, there would be a danger that his opinion would often be expressed too late and that questions of importance to the International Labour Organisation would be discussed in the absence of its representative.

If this representation is to be really useful, it must be constant. The representative would then be in a position to judge whether any particular question concerned the International Labour
Organisation, and, if so, to ask to take part in the discussion. He would thus act as a qualified representative of the International Labour Organisation and not merely as a technical expert.

It is understood that if this solution were adopted the Director would not take part in the discussions of the Council except as regards questions directly connected with the application of Part XIII of the Treaty. If the question was an important one, he would take the course which he has taken whenever an important problem affecting the future of the Office has arisen; he would consult the Governing Body. In these cases his intervention in the Council of the League would consist in requesting the Council to postpone the discussion of the question until he had consulted the Governing Body.

If, as is hoped, the Council of the League realises the necessity for permanent representation of the kind laid down above, it would be necessary to invite the Secretary-General in the same spirit to attend meetings of the Governing Body, or to send a representative. This question was discussed at the last Session of the Governing Body and certain objections to the proposal were raised. It is necessary to emphasize the fact that if the Governing Body asked for permanent representation at the meetings of the Council of the League and did not propose reciprocal measures as regards the Secretary-General, it would appear that the International Labour Organisation was merely a subordinate technical organisation. The representation on the Secretariat at the meetings of the Governing Body, on the other hand, would imply relations between one institution and another of the League of Nations, each of which had a province of its own. Presumably, the Council of the League will discuss questions concerning the International Labour Office more often than the Governing Body will deal with problems of interest to the Secretariat. It is, however, important to establish a definite character of reciprocity in the relations between the two Organisations.

APPENDIX IV

FOURTH ITEM ON THE AGENDA.

Statement concerning the determination of the Eight States of chief Industrial Importance.

The Council of the League of Nations, after examination of the Indian claim to representation on the Governing Body as being one of the eight States of chief Industrial importance, decided during its San Sebastien meeting in August, 1920, that any ruling on this question which would involve a reconstruction of the Governing Body of the Labour Office should not take effect until the completion of the tenure of office of the present holders (which lasts until 1922) but that in the meantime the meaning to be attributed to the words 'industrial importance' should, without any delay, be subjected to careful examination, and the comparative weight to be attributed to such considerations as, for example, the number of the industrial or factory population in any country the magnitude of its external trade, and the character of its industrial organisation should be made the subject of common agreement... The Secretary-General is, therefore directed to study this question with the International Labour Office, and to report to the Council in time for the matter to be discussed before the next election is held.

The Committee on Standing Orders, which had been charged by the Governing Body with the preliminary examination of the question of the reform of the composition of the Governing Body, took careful note of this decision of the Council, and came to the conclusion that the determination of the meaning to be attached to the words 'industrial importance' could best be undertaken by a small committee composed of four members of the Governing Body working in close connection with the Secretary-General. In consequence, during the Sixth Session of the Governing Body a Committee was formed composed of Mr. Arthur Fontaine, Mr. Inuzuka, Mr. Hodacz and Mr. Jouhaux.

Relations were at once entered into with the Secretary-General in order to assure complete collaboration, and it was agreed that three persons selected by the Secretary-General should participate in the work of the Committee. Sir Eric Drummond appointed for that purpose Mr. Anzilotti, Under-Secretary in the Secretariat, and Professor Gini, an Italian economist, who is a temporary member of the Economic and Financial Section of the Secretariat. In addition, Sir Josiah C. Stamp, a British statistician has been invited to join in the work of the Committee.

The Committee held two meetings during the last Session of the Governing Body, during which the programme of work was discussed and a preliminary examination was made of the various criteria which might be taken into consideration. It was decided that Professor Gini and the Statistical Section of the International Labour Office should collect material on various points and that the Committee should meet immediately prior to the Stockholm Session of the Governing Body in order to continue their examination of the criteria and of the preliminary statistical information.

The Chairman of the Governing Body, who is acting as Chairman of the Committee, will himself be supplying the Governing Body with details as to the work of the Committee.
APPENDIX V

FIFTH ITEM ON THE AGENDA.

Agenda for the 1922 Conference.

The Governing Body will remember that as a result of the addition to Article 6 of its Standing Orders, which it adopted on the 6th October, 1920, it cannot, save by unanimous consent, decide upon the insertion of an item in the Agenda of the Conference during the same Session as that in which the question is first discussed.

The text of the new regulations runs as follows:

« When the Governing Body has before it a proposal to insert an item on the Agenda of the Conference, it cannot come to a decision upon it at once. The Office shall immediately communicate the proposal to the Governments and the Employers’ and Workers’ Associations, which are most representative within the terms of Article 389 of the Treaty of Versailles. Except with the unanimous consent of the members of the Governing Body present at the Session, a decision can only be taken at a Session subsequent to that during which the proposal was made. »

It will not therefore be a question, at the present Session, of deciding definitely as to whether any item or items should be placed on the Agenda, but of exchanging views. It is additionally desirable for the Governing Body already to consider the Agenda of the 1922 Conference since it will be necessary to send the Convocation and Agenda towards the end of this year immediately after the close of the forthcoming Session of the Conference and there will probably be only one meeting of the Governing Body between its Stockholm meeting and that date.

It should be carefully borne in mind that the Conference has already adopted six Draft Conventions and six Recommendations at Washington, and three Draft Conventions and four Recommendations at Genoa, while it may also be presumed that there will be several others adopted by the forthcoming Conference. There is a real danger of so great a number of decisions being taken by the Conference as to involve the risk of their practical application being gravely delayed. The Governments and Parliaments may find it impossible to examine simultaneously so many different problems and may even be antagonised by their number and complexity.

It should also be remembered that the Conference is not only concerned with voting Draft Conventions but is also in a manner their guardian. An increasing amount of its time will be taken up with the examination of the progress of ratification and, as ratifications come in, of the Annual Reports required by Article 408 of the Treaty.

Some criticisms have been made as to the practical dealing with lengthy Agenda comprising numerous important subjects. It is possible that the next Conference itself will, to some extent, experience this difficulty, and it may be that certain of the questions to be discussed by it may be held over for further examination at the 1922 Session. Quite apart from this possibility the Conference may of course also decide to place other questions on the Agenda of the 1922 Session.

In view of these considerations, I would suggest that the Governing Body, at any rate for the present, should not consider the inscription on the 1922 Agenda of more than one question, and that this question be that of emigration and immigration.

From a general point of view, it is a subject of world importance. Emigration and immigration are of the greatest interest to the large majority of the Members of the Organisation, non-European as well as European.

These problems affect the living conditions of various categories of workers, men and women, adults and children, and they are beginning to interest deeply the workers’ organisations, as may readily be shown by the fact the International Federation of Trade Unions has decided to devote a special Conference, which is to take place next November, to the consideration of the question of emigration.

It may further be noted that, in placing this question on the Agenda of the 1922 Session of the Conference, the Governing Body will not run the risk of being accused of entering upon a new field of activities, nor of wishing to extend the scope of international labour legislation indefinitely or with undue haste. The study of the problems of emigration and immigration by the Conference will, on the contrary, tend to give a universal application to measures already taken by numerous States.

It should be remarked that these questions will have been carefully studied in the first instance by the International Emigration Commission, set up by the Governing Body in accordance with a resolution of the Washington Conference. This Commission will meet in Geneva on the 2nd August next. After examining the replies supplied by the Governments, in answer to the special questionnaire drawn up by the International Labour Office, the Commission will in all probability suggest, in the report it will submit to the Conference in the October Session, that a certain number of questions concerning emigration and immigration should be placed on the Agenda of the 1922 Session. There would be a great advantage in the Governing Body taking upon itself the initiative of placing
these questions before the 1922 Conference. It is clear that the particular questions figuring in the report of the Commission, upon which the majority of the countries interested in the problems of emigration and immigration are represented, will be specially susceptible of treatment by means of international conventions. The placing of these questions on the Agenda of the 1922 Conference will thus give the greatest probability of the Conference arriving at practical decisions likely to be ratified by the different countries concerned.

It is, therefore, proposed that the Governing Body, in accordance with the decision which it adopted during the last October Session, should consider the inscription upon the Agenda of the 1922 Conference of the questions concerning emigration and immigration raised by the International Emigration Commission in its report.

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The Governing Body in its Session in October last put aside the proposal made by M. Joshi, the workers' delegate of the Washington Conference, to place the question of compulsory primary education upon the Agenda of the 1921 Session. Despite its importance it does not appear more likely that this question can be placed upon the Agenda of the 1922 Session.

13th June, 1921.

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**APPENDIX VI**

**SIXTH ITEM ON THE AGENDA.**

*Proposed Enquiry on the Regulation of Wages.*

Sir Malcolm Delevingne addressed the following letter to the Director of the International Labour Office on May 12th 1921:

« Sir,

I have the honour to forward for the consideration of the Governing Body of the International Labour Office a Memorandum containing a proposal of His Majesty's Government that the International Labour Office should institute an enquiry into the statutory systems which have been adopted in different countries for the regulation of wages, more particularly in the unorganised and less organised trades. It shall be glad if you will lay it before the Governing Body at their next meeting.

I am, etc.,

(Sgd.) MALCOLM DELEVINGNE. »

The memorandum attached to the present note states the conditions which led to this proposal by the British Government. The Trade Boards Act of 1909 set up organisations in the United Kingdom to regulate wages, particularly in less organised industries. Very satisfactory results were obtained, and the system which was initiated in 1909 is being gradually extended to include a greater number of industries. The Act of 1909 only applied to secondary industries employing 500,000 workers; while more than 3,000,000 workers benefit by the Trade Boards Act of 1918, which supplements the original Act.

In view of these results the British Government considered that it would be desirable to possess complete information concerning any similar measures which are in force in other countries, to compare the working of the various systems, and thus to make improvements possible. The British Government considered that the International Labour Office was the organisation specially qualified to undertake an enquiry of sufficient scope on a question of such general interest as the methods for the regulation of wages. In consequence of requests which it received from various quarters, it therefore decided to approach the Office by means of the above-quoted letter. This proposal deserves the careful consideration of the Governing Body, as its aim is to give all the Members of the International Labour Organisation the benefit of the experience acquired by some of them on a particular point which undoubtedly lies within the sphere of the Office.

The Memorandum attached to Sir Malcolm Delevingne's letter briefly summarises the working of the system set up in the United Kingdom by the Acts of 1909 and 1918. The question is thus clearly defined.

It is further limited by the following passage from the Memorandum of the British Government:
It is not suggested, nor is it thought that the time has arrived for considering the actual inter-relation of wages between one country and another. On the other hand, it is felt that to examine the basis adopted in all countries for dealing with wages in the less organised trades is a matter which must be of general interest.

Even with these limitations the enquiry on the regulation of wages is one of considerable scope, and is regarded as such by the British Government. The proposal of the latter must, therefore, be examined in the light of the resolution adopted by the Governing Body during its last session. The proposal in question is for a special enquiry which will require somewhat prolonged study, and will probably involve expenditure, the estimates for which must be previously approved by the Governing Body.

In accordance with the decision taken, the general lines of the programme of the enquiry are therefore indicated below, as well as the staff which will be required and the approximate expenditure involved.

The Office is already in possession of a considerable amount of information on the question of wage regulation, and this would be sufficient to settle the general lines of the report before information on particular points is requested from external sources.

A bibliographical note is attached to the present note, as well as a statement of the laws at present in force in various countries. These documents will give the members of the Governing Body an idea of the amount of information which is immediately available.

It is proposed that a rédacteur of the Scientific Division should be specially entrusted with the enquiry on the regulation of wages. It is not suggested that a special technical section should be created, especially as the study of this question does not require any very special technical preparation. This rédacteur would spend a few months in studying the information which is already in the possession of the International Labour Office, or which could be procured during this period. After having completed this preliminary work, he would be asked to submit a definite programme for an enquiry on the particular points regarding which additional information was required. There can be no question of sending a general questionnaire on wage regulation to all countries, especially as the preliminary study of existing documents will have provided fairly complete information on the present state of the problem. It will, however, doubtless be necessary to ask some countries for more detailed information on the manner in which the law or regulations in force are applied, and on the results which they produce. In certain cases, when the application of these measures is supervised by the factory inspectors, the Labour Ministries will be able to provide precise details and statistics which will supplement the information already available.

The enquiry should take three principal directions:

1. The present state of legislation in all countries;
2. Results of the application of legislative or administrative measures in force;
3. The study of scientific works on wage regulation.

As regards the financial point of view, the only expenditure which should be involved by the enquiry during the first few months is the salary of the rédacteur attached to the Scientific Division who will be in charge of the work. After that preliminary examination of the information at the disposal of the Office has been completed, it may perhaps be necessary to make a supplementary enquiry on certain definite points in each country. It might even be useful to send the rédacteur in charge of the enquiry to certain countries so as to study the working of certain systems on the spot.

Until the preliminary study has been finished it will be difficult to indicate, in a precise manner, the extent of these supplementary enquiries. But, taking into account the great number of documents that the Office has already collected during the course of its normal work, and the time required for its proper examination, the Governing Body will have an opportunity of appreciating the value of this preliminary work and of deciding at a subsequent session upon the extent of the enquiries necessary to complete the work, which might have to be undertaken on the spot. The Governing Body is, therefore, only asked to approve of the preliminary examination of the existing documents.
ANNEX A. to APPENDIX VI.

Memorandum from the British Government to the Governing Body of the International Labour Office.

1. The preamble to the Labour Clauses of the Peace Treaty indicates that one of the objects to be attained by Members of the International Labour Organisation is the provision of an adequate living wage in their respective States, and that the failure of any Nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve conditions in their own countries.

2. Legislation is already in operation in several countries which provides means for the regulation of wages, either by the Joint Boards for specified Trades or by Industrial Courts of Arbitration. Courts charged with the duty of prescribing minimum rates of wages in trades over which they have jurisdiction.

3. Representations have been made to His Majesty's Government that the International Labour Office should be moved to enquire into the working of the systems of wage regulation operating in the countries represented in the International Labour Organisation. The Government, after careful consideration, would favour an investigation by the International Labour Office of the machinery adopted by the Members of the Organisation for the purpose of regulating wages under legal sanction.

4. H. M. Government have in mind particularly the wages paid in the unorganised and lesser organised trades and it may therefore be useful to give an account of the Trade Boards system as it is at work in the United Kingdom.

The object of the Trade Boards Acts is to secure a reasonable level of wages in unorganised and badly organised trades. The method adopted is to establish for each trade which is brought within the Acts a Trade Board, composed of representatives of employers and workers in the trade concerned, with the addition of a small number of independent persons of standing, not connected with the Trade, and to entrust to this body the fixing of rates of wages, which, subject to confirmation by the Minister of Labour become statutory minima enforced by law. The distinctive features of this machinery are:

(3) the settlement of wages trade by trade;
(b) the nature of the wage fixing authority;
(c) the enforcement of the Trade Boards' decisions by the power of the State.

5. The Act of 1909 applied only to trades where rates of wages were exceptionally low; under it, Trade Boards were set up for the Tailoring, Shirtmaking, Linen and Cotton Embroidery, Sugar Confectionery and Food Preserving, Lace Finishing, Tin Box, Hollow-ware and Chain Trades. The Act of 1918 was of wider application, and empowered the Ministry of Labour to set up Trade Boards for any trade which was not effectively organised throughout and in which the level of wages made such a course desirable. Under this Act, Trade Boards have been set up for the remainder of the clothing trades, for the small metal trades, and a number of others as shown in the Appendix. A recent development of importance has been the establishment of the first Trade Boards for the distributive trades, which will fix the wages for e.g. shop assistants, warehousemen.

6. In view of the principle that a Trade Board shall apply to a single trade, and shall fix rates which that trade can bear, in setting up a Trade Board great care is necessary to define the Trade for which it acts. The definition of trade is drawn up after a thorough investigation into the trade and after full consultation with employers and workers, and is finally incorporated in a statutory order.

7. Each Trade Board is an autonomous statutory body and the fixing of wages by such a body is contrasted with the regulations of wages either by a Government Department or by an arbitration tribunal. The representatives of employers and workers are chosen in part from the nominees of employers' and workers' associations in the trade, but also from individual members and workers not connected with any association. In appointing these members, the Ministry of Labour endeavours to secure that all important districts and sections of the trade are directly represented; e.g. special representation is always given to home-workers where they exist in any number.
8. The independent persons, known as "Appointed Members" are chosen by the Ministry of Labour, but are not in any way Government representatives. They are neither Civil Servants nor Members of Parliament, but are mainly economists or lawyers of distinction. The part they play is important. It is their duty to see that the case for fixing or altering rates is fully argued by both sides of the Board and that the relevant facts are adduced, to bring the two sides as near together as possible and in the last resort, where the two sides are irreconcilably opposed, to arbitrate by casting their votes according to the evidence tendered. It is satisfactory that in very many cases decisions are reached by agreement between employers and workers.

9. The rates fixed by the Trade Board may be enforced by criminal or civil proceedings in the ordinary courts of law. A special staff of inspectors is engaged in seeing that the rates are observed but civil action may be taken by an aggrieved worker. In accordance, however, with constitutional practice, the authority of a Minister of State, responsible to Parliament, is required before the decisions of a Trade Board become legally binding, and the Minister of Labour is empowered to refuse confirmation to any rate which he feels he would not be justified in the public interest in enforcing.

10. Further safeguards are provided by the Acts against any ill-considered decision by a Trade Board. Any rate which is proposed must be advertised in extenso throughout the trade for a period of two months, and the Trade Board is bound to consider, before reacting a decision, any objections which are lodged with it during this period.

11. The Trade Board has power to fix all the different classes of rates (time-rates, piece-rates, etc.), prevailing in industry, and it can fix overtime rates for hours worked beyond the period which it declares to be normal in the trade. It can also fix special rates for special districts and can establish district trade committees to advise it on local questions. It can fix special rates for special classes of worker, and in particular, it can fix rates for learners and apprentices and attach conditions which ensure their effective instruction in the trade.

12. An important element in any minimum wage legislation is the provision made for the infirm disabled worker. The Trade Boards Acts provide that each case shall be dealt with individually by the Trade Board concerned, which has absolute discretion to exempt any such worker on such conditions as it may think fit.

The case of the worker who is low and inefficient otherwise than through infirmity or physical disability is more difficult, but can be met in most trades by adopting the piece-rate system of payment.

13. The Trade Board system under the Act of 1909 covered about 500,000 workers, and at the present time covers upwards of 3,000,000 workers.

Although, as stated below, the Government do not think it useful at the present time to consider the relation of the actual rates now paid in various countries, it may be of interest, as illustrating the character of the work performed by British Trades Boards to refer to the accompanying copy of the Trade Boards Gazette. The rates fixed by the Trade Boards naturally vary very much according to the trades which they represent. Briefly, it may be noted that apart from special rates for skilled workers, which are appreciably higher, the usual range of wages for adult women is from 8½d. to 1od. and for adult men from 1/6d. to 1/5d. per hour.

It is, of course, early days to estimate the value of the work performed; but it can at least be stated with confidence that some of the trades in which under-payment was notorious and discontent widespread, have developed into reasonably paid and contented industries. In approaching the general problem of social conditions, the small unorganised trades are often overlooked, and their influence as an underlying cause of dissatisfaction is forgotten. It is believed that the underpinning effect of the Rates imposed by the Trade Boards in Great Britain and still more the result of joint discussion of the trade problems has gone a long way to remove this secret cause of discontent.

14. In these circumstances, H. M. Government feel that the question thus brought into prominence by the results of the Trade Board Acts in this country is one which could usefully be explored by the International Labour Office. It is not suggested, nor is it thought, that the time is ripe for considering the actual inter-relation of wages between one country and another. On the other hand, it is felt that to examine the basis adopted in all countries or dealing with wages in the less organised trades is a matter which must be of general interest. It is suggested, therefore, that the International Labour Office might be willing to initiate an enquiry in the various countries which are members of the International Labour Organisation into the machinery which exists for regulating wages in the unorganised and less organised trades, and the results achieved by the operation of the machinery. H. M. Government will be happy to give any assistance in the framing of the enquiry, or in any other direction which the International Labour Office might wish to have.

May 1921.
ANNEX B. to APPENDIX VI.

I.

Legislation relating to the legal regulation of rates of wages.

AUSTRIA.


Bulletin of the International Labour Office (Basle).

Bulletin des Internationalen Arbeitsamts.

BRITISH EMPIRE.

GREAT BRITAIN.

Trade Boards Acts.

An Act to provide for the establishment of Trade Boards for certain trades, 20th October, 1909 (9 Edw. VII, ch. 22).

An Act to confirm certain Provisional Orders made by the Board of Trade under the Trade Boards Act, 1909 (3 and 4 Geo. 5, ch. 162), 15th August, 1913.

An Act to amend the Trade Boards Act, 1909 (8 and 9 Geo. 5, ch. 32, 8th August, 1918.

General Orders under the Trade Boards Act.

Regulations made under Section 18 of the Trade Boards Act, 1909 (9 Edw. 7. c. 22), as to the mode of giving notice of matters of which notice has to be given under the Trade Boards Acts, 1909, and 1918. S. R. O. 1918, No. 1439. Dated 31st October, 1918.

Regulations, dated July 22nd, 1910, under Section 12 of the Trade Boards Act, 1909 (9 Edw. 7. c. 22), as to the Constitution of District Trade Committees (S. R. O. 1910, No. 769).

Regulations dated 24th November, 1914, varying the Regulations of 22nd July, 1910, under Section 12 of the Trade Boards Act 1909 (9 Edw. 7. c. 22), as to the Constitution of District Trade Committees (S. R. O. 1914, No. 1704).

Orders under the Trades Boards Act relating to particular Boards.

Aerated Waters


Regulations, dated 1st January, 1920, with respect to the constitution and proceedings of the Trade Board (England and Wales) as specified in the Trade Boards (Aerated Waters) Order 1919 (Labour Gazette 1920, p. 51).


Order, dated 26th April, 1920, confirming general minimum time-rates and overtime rates and piece-work basis time-rates fixed for male and female workers (England and Wales) (Labour Gazette, 1920, p. 274).

Order, dated 28th May 1920, confirming general minimum time-rates and overtime rates fixed for male and female workers (Scotland) (Labour Gazette, 1920, p. 342).

Order, dated 14th October, 1920, confirming general minimum time-rates and overtime rates as varied for certain classes of male and female workers (Labour Gazette-1920, p. 636).
The Trade Boards (Boot and Shoe Repairing) Order 1919 (S. R. O. 1919, No. 543) 

Dated 18 April 1919.

Regulations, dated 1st July 1919, with respect to the constitution and proceedings of a Trade Board for the Boot and Shoe Repairing Trade (Gt. Britain) (S. R. O. 1919, No. 866).

Order, dated 12th November, 1919, rendering effective minimum time-rates and overtime rates for male workers in the Boot and Shoe Repairing Trade in Great Britain (S. R. O. 1919, No. 1802).

Order, dated 8th April, 1920, confirming general minimum time-rates as varied for certain classes of male workers, general minimum time-rates and overtime rates fixed for female workers, and general minimum piece-rates fixed for male and female workers (Labour Gazette 1920, p. 275).

Order, dated 7th May, 1920, confirming general minimum time-rates and overtime rates as varied and guaranteed time-rate fixed for certain classes of male workers (Labour Gazette, 1920, 1920, p. 275).

Order, dated 28th August 1920, confirming general minimum time-rates as varied for certain classes of male and female workers (Labour Gazette, 1920, p. 522).

The Trade Boards (Boot and Floor Polish) Order, 1920 (Labour Gazette, 1920, p. 645).

Regulations dated April 27th 1920, establishing a trade board for the making of Boxes or parts thereof made wholly or partially of Paper, Cardboard, Chip or similar material (S. R. O. 1910, No. 429).

Order, dated 12th September, 1912, making Minimum Rates for Female Workers in Great Britain for making Boxes, or parts thereof, made wholly or partially of Paper, Cardboard, Chip or similar material, obligatory, (S. R. O. 1913, No. 1339).

Order, dated 7th July, 1913, making Minimum Rates for male workers in Great Britain for making Boxes, or parts thereof, made wholly or partially of Paper, Cardboard, Chip or similar material, obligatory (S. R. O. 1913, No. 1343).


Order, dated 8th July, 1918, confirming minimum time-rates as varied for male and female workers in the Paper Box Trade in Great Britain (S. R. O. 1918, No. 963).


Order, dated 10th November, 1920, confirming general time-rates as varied for certain classes of male workers and overtime rates fixed for all male workers (Labour Gazette, 1920, p. 712).

The Trade Boards (Brush and Broom) Order, 1919, dated 9th May 1919 (S. R. O. 1919, No. 610).

Regulations, dated 10th July, 1919, with respect to the constitution and proceedings of a Trade Board for the Brush and Broom Trade (Great Britain) (S. R. O. 1919, No. 966).

Order, dated 29th December, 1919, rendering effective Minimum time-rates and overtime rates and piecework basis time-rates for female workers in the Brush and Broom Trade in Great Britain (S. R. O. 1919, No. 2210).

Order, dated 12th April 1920, confirming general minimum piece rates fixed and overtime rates as varied for male and female workers (Labour Gazette, 1920, p. 275).

Order, dated 26th May, 1920, confirming minimum rates of wages as varied and fixed for certain classes of male and female workers (Labour Gazette, 1920, p. 338).

Order, dated 15th October, 1920, confirming the General Minimum piece-rates and overtime-rates as varied for the classes of Male apprentices describe in schedule II to the Ministeris Confirming Order, dated 26th May, 1920 (S. R. O. No. 813) and confirmi also general minimum time-rates, general minimum piece-rates, piece-work basis time-rates and Overtime-rates as fixed for male apprentices who are appren-
ticed to Bone brush drilling or Bone brush fashioning or profiling, and specifying 18th October, 1920, as the date from which the Minimum rates shall become effec-
tive (Labour Gazette, 1920, p. 637).

ButtonMaking


Regulations, dated 13th February, 1920, with respect to the constitution and pro-
doings of the Trade Board for the Button making Trade in Great Britain (Labour 

Order dated 1st July 1920 confirming the general minimum time-rates, piece-work basis time-rates and overtime-rates fixed for male and female workers (Labour Gazette, 1920, p. 405).

Order dated 9th August 1920, confirming general minimum piece-rates and a piece-
work basis time-rate fixed for female home-workers (Labour Gazette, 1920, p. 522).

Chain Trade

Regulations, dated 25th November, 1909, establishing a Trade Board under 
Section 11 of the Trade Boards Act, 1909 (9 Edw. VII ch. 22) for the hammered and 
dollied or tommed chain making trade (S. R. O. 1909, No. 1369).

Regulations, dated 22nd September, 1916, with respect to the constitution and pro-
ceedings of the Trade Board for the Chain-making (Hammered and Dollied or Tommed) Trade (Great Britain) (S. R. O. 1916, No. 660).

Order, dated 23rd February, 1911, making Minimum Rates for making Hand-
hammered Chain obligatory (S. R. O. 1913, No. 1334).

Order, dated 24th May, 1911, making Minimum Rates for making hand-hammered 
chain Country Branch) obligatory ((S. R. O. 1913, No. 1335).

Order, dated 2nd August, 1911, making additional minimum rates for making hand-
hammered chain (Country Branch) obligatory (S. R. O. 1913, No. 1336).

Order, dated 20th July, 1914 (9 Edw. 7 c. 22) making obligatory the Minimum Rates, 
as varied for making hand-hammered and dollied or tommed chain (S. R. O. 1914, 
No. 1076).

Order, dated 2nd September, 1918, making Minimum Rates of Wages in the Chain 
Trade obligatory (S. R. O. 1918, No. 1346).

Order, dated 30th October, 1919, rendering effective Minimum time-rates and piece-
rates for making hand-hammered and dollied or tommed chain in Great Britain (S. R. O. 1919, No. 1788).

Order, dated 29th September, 1920, confirming general minimum time-rates and 
general minimum piece-rates as varied, and made effective as from 1st October, 1920 
(Labour Gazette, 1920, p. 579).

Order, dated 29th March, 1921, confirming general minimum time-rates and general 
minimum piece-rates as from 4th April, 1921 (Labour Gazette, 1921, p. 215).

Coffin Furni-
ture, etc.
The Trade Boards (Coffin Furniture and Cerement-making) Order 1919 (S. R. O, 
1919, No. 1839).

Regulations, dated 16th December, 1919, with respect to the constitution and pro-
ceedings of a Trade Board for the Coffin Furniture and Cerement-making Trade 
(Great Britain) (S. R. O. 1919, No. 2222).

Order, dated 6th December, 1920, confirming general minimum time-rates, piece-work basis time-rates and overtime-rates as varied for male workers of 21 years of age and over in the Coffin furniture section of the trade (Labour Gazette, 1920, p. 716).

Corsets, etc.


Regulations, dated 4th July, 1919, with respect to the constitution and proceedings of a Trade Board for the Corset Trade (Great Britain) (S. R. O. 1919, No. 971).


Dressmaking and Women's Light Clothing Trade

Regulations, dated 24th November, 1919, with respect to the constitution and proceedings of a Trade Board the Dressmaking and Women's Light Clothing Trade (England and Wales) (S. R. O. 1919, No. 2219).

Regulations dated 29th March, 1920, respecting the constitution and proceedings of the Trade Board to be established in Scotland under and by virtue of the Trade Boards (Women's Clothing) Order 1919, for Dressmaking and the making of women's light clothing (Labour Gazette, 1920, p. 217).


Order, dated 18th November, 1920, confirming general minimum time-rates, piece-work basis time-rates and overtime-rates as varied for certain classes of male and female workers (Labour Gazette, 1920, p. 714).

Fish, Poultry, etc.

Trade Boards (Fish, Poultry, Game and Rabbits) Order 1920. (Labour Gazette, 1920, p. 645).

Flax and Hemp

The Trade Boards (Flax and Hemp) Order 1919, dated 26th September, 1919 (S. R. O. 1919, No. 1359).

Regulations dated 27th January, 1920, with respect to the constitution and proceedings of the Trade Board for the Flax and Hemp Trade in Great Britain, as specified in Trade Boards (Flax and Hemp) Order 1919 (Labour Gazette, 1920, p. 109).


Fruit, Flower Vegetable Trade

The Trade Boards (Fruit, Flower and Vegetable) Order (Labour Gazette, 1920, p. 645).

Fur Trade


Regulations, dated 25th October made under Section 11 of Trade Boards Act 1909 (9 Edw. 7. c. 22) with respect to the constitution and proceedings of a Trade Board for the Fur Trade (Great Britain) (S. R. O. 1919, No. 1634).

Order, dated 29th April, 1920, confirming general minimum piece-rates fixed for male and female workers and piece-work basis time-rates fixed for certain classes of male workers (Labour Gazette, 1920, p. 276).

Order, dated 8th November, 1920, confirming general minimum time-rates and overtime rates as varied for certain classes of male and female workers and piece-work basis time-rates as fixed for certain classes of female workers (S. R. O. 1920, No. 2297).

**Grocery Trade**


**Hair, Bass and Fibre Trade**

The Trade Boards (Hair, Bass and Fibre) Order 1919, dated 9th May, 1919 (S. R. O. 1919, No. 609).

Regulations, dated 20th February, 1920, with respect to the constitution and proceedings of the Trade Board for the Hair, etc. Trade in Great Britain (Labour Gazette, 1920, p. 160).


Order, dated 10th November, 1920, confirming minimum rates of wages as varied and fixed for certain classes of male and female workers (Labour Gazette, 1920, p. 714).

**Hairdressing Trade**

The Trade Boards (Hairdressers’) Order, 1920 (Labour Gazette, 1920, p. 582).

Regulations, dated 20th November, 1919, under Section 11 of the Trade Boards Act 1909 (9 Edw. 7, c. 22) with respect to the constitution and proceedings of a Trade Board for the Hat, Cap and Millinery Trade (England and Wales) (S. R. O. 1919, No. 2216).

Regulations, dated 31st March, 1920, with respect to the constitution and proceedings of the Trade Boards for the Hat, Cay and Millinery Trade in Scotland as specified in the Trade Boards (Hat, Cap and Millinery) Order, 1919 (Labour Gazette, 1920, p. 218).


Order, dated 9th November, 1920, confirming general minimum time-rates, piece-work basis time-rates and overtime rates as varied for certain classes of male workers (Labour Gazette, 1920, p. 639).

**Hollow Ware**

Regulations, dated 6th July, 1914, section 11 of the Trade Boards Act 1909 with respect to the constitution and proceedings of a Trade Board for the Hollow Ware Trade (Great Britain) (S. R. O. 1914, No. 1035).


Order, dated 9th April, 1920, confirming general minimum time-rates and overtime rates as varied and fixed for male and female workers (S. R. O. 1920, No. 601).


**Jute Trade**


Regulations, dated 8th December, 1919, with respect to the constitution and proceedings of a Trade Board for the Jute Trade (Great Britain) (S. R. O. 1919, No. 2220).


Order, dated 21st October, 1920, confirming general minimum time-rates as varied for certain classes of female workers, and overtime rates as fixed for male and female workers employed on time work (Labour Gazette, 1920, p. 637).

Order, dated 24th March, 1921, confirming overtime rates for certain classes of male and female workers (Labour Gazette, 1921, p. 216).

**Lace Trade**

Regulations, dated 16th March, 1914, with respect to the constitution and proceedings of the Trade Board for machine-made lace and net finishing, other than the finishing of the product of plain net machines, but including the finishing of hair nets, veillings and quiltings, whether made on plain net or other machines (S. R. O. 1914, No. 318).

Order, dated 16th February, 1913, making minimum rates for machine-made lace and fancy net finishing obligatory (S. R. O. 1913, No. 1338).

Order, dated 16th September, 1912, making minimum piece-rates for machine-made lace and fancy net finishing (Warp Section) obligatory (S. R. O. 1913, No. 1349).


Order, dated 14th February, 1918, making Minimum rates of wages for the machine-made lace and net finishing trade obligatory (S. R. O. 1918, No. 198).

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Order, dated 6th November 1920, confirming general minimum time-rates and overtime rates fixed for female workers (Labour Gazette 1920, p. 638).

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Regulations, dated 10th July, 1919, with respect to the constitution and proceedings of a Trade Board for the Paper Bag Trade (Great Britain) (S. R. O. 1919, No. 972).


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Perambulator, etc. Trade

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Pin, Hook and Eye and c. Trade


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Rope, Twine and Net Trade


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Order, dated 10 July 1920, confirming gen. minimum time-rates, piece work basis time-rates and overtime rates as varied for certain classes of male workers in the Rope, Twine and Net Trade in St. Britain (excluding Dorset and Somerset) and gen. minimum time-rates, general minimum piece-rates piece work basis time-rates and overtime rates as varied and fixed for certain classes of male and female workers in the Trade in Dorset and Somerset (Labour Gazette, 1920, p. 462).

Order, dated 7 Aug. 1920, confirming general minimum piece-rates fixed for hand machine braiding and overtime rates as varied in their application to certain classes of male and female workers (Labour Gazette, 1920, p. 521).


Order, dated 13th Dec. 1920, confirming the gen. minimum time-rate, piece work basis-time-rate and overtime rates as varied for certain classes of female workers (Labour Gazette, 1921, p. 46). Until 30 April 1921.

Sack and Bag Trade

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Regulations, dated 13th July 1920, varying the regulations dated 26 Dec. 1913 with respect to the constitution and proceedings of the Trade Board for the Shirtmaking Trade (Gt. Britain) so as to include all the branches of the Trade specified in the Trade Boards (Shirtmaking) Order, 1920 (Labour Gazette, 1920, p. 469).


Order dated 26 Aug. 1920, confirming general minimum time-rates and overtime rates as varied and piece work basis time-rates fixed for male and female workers (Labour Gazette, 1920, p. 522).


Order dated 14 Dec. 1920, confirming gen. minimum time-rates and overtime rates as varied for certain classes of male workers (Labour Gazette, 1921, p. 47).

Regulations dated 23 Dec. 1913 with respect to the constitution and proceedings of the Trade Board for the Sugar Confectionery and Food Preserving Trade (Gt. Britain) (S. R. O. 1913, No. 1333).


Regulations, dated 15 Jan. 1920 made with respect to the constitution and proceedings of the Trade Board for the Ready-made and Wholesale Bespoke Tailoring Trade to be established in Gt. Britain under and by virtue of the T. B. (Tailoring) Order 1919 (Labour Gazette, 1920, p. 109).


Order, dated 6 Aug. 1920 confirming gen. minimum time-rates, piece work basis time-rates and overtime rates as varied and fixed for male workers, and made effective from 16 Aug. 1920 (S. R. O. 1482).


Regulations having effect as from 7th July 1920, amending the regulations dated 12 Dec. 1919, governing the constitution and proceedings of the Retail Bespoke Tailoring Trade Bd. (Gt. Britain) (Lab. Gaz. 1920, p. 409).


Order, dated 14th July 1920, confirming overtime rates fixed for male workers (Labour Gazette, 1920, p. 463).

Order, dated 31 May 1920, confirming minimum rates of wages as varied and fixed for male workers (Labour Gazette, 1920, p. 342).

Order, dated 16 June 1920, confirming gen. minimum time-rates for certain classes of male workers (Labour Gazette, 1920, p. 403).

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Order, dated 16th June 1920, confirming gen. minimum time-rates and piece work basis time-rates as varied for male and female workers (Labour Gazette, 1920, p. 402).


Regulations, dated 23 Apr. 1919, with respect to the constitution and proceedings of a Trade Board for the Tobacco Trade (Gt. Britain) (S. R. O. 1919, No. 588).

Order, dated 1st Aug. 1919, making effective general minimum time-rates and over-

Order dated 16 Apr. 1920, confirming the variation of the Minimum rates of wages for male and female learners to hand or mould cigar making by excluding them, for the first 12 months of their learnership, from the operation of the minimum rates at present in operation, having effect as from the 19th April 1920 (Labour Gazette, 1920, p. 276).

Order, dated 14 July 1920, confirming general minimum time-rates and overtime rates as varied for male and female workers (Labour Gazette, 1920, p. 403).

**Toy Trade**


Regulations dated 17 Aug. 1920 with respect to the constitution and proceedings of the Board for the Toy Trade in Gt. Britain as specified in the T. Bs. (Toy) Order, 1920 (Labour Gazette, 1920, p. 527).

**Waste Trade**


**Waste Cotton**


Order, dated 26 Jan. 1921, confirming general minimum time-rates and overtime rates fixed for male and female workers (Labour Gazette, 1921, p. 105).

**General Waste**


**Whip Trade**

The Trade Boards (Whip) Order 1920, having effect as from 2 Nov. 1920 (Labour Gazette, 1920, p. 645).

**Women’s Clothing Trade**


**Wholesale Mantle and Costume Trade**

Regulations, dated 20 Nov. 1919, with respect to the constitution and proceedings of a Trade Board for the Wholesale Mantle and Costume Trade (Gt. Britain) (S. R. O. 1919, No. 2218).

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Regulations, dated 24th November, with respect to the constitution and proceedings of the Trade Board for the Made-up Textiles Trade in Great Britain as specified in the Trade Boards (Made-up Textiles) Order 1920 (Labour Gazette, 1920, p. 719).

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VICTORIA.

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SOUTH AUSTRALIA.

The Factories Acts, 1907, 1908, 1910 and 1915.

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WESTERN AUSTRALIA.

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TASMANIA.

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(Labour Legislation in Canada, 1917, p. 65).

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An Act to provide for fixing a Minimum Wage for Women employed in Factories and Shops. (Passed 15th May, 1920). (10-11 Geo. V., Ch. 11).


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Gesetz vom 12 Dezember 1919, Slg. Nr. 29, betr. die Regelung der Arbeits und Lohnverhältnisse in der Heimarbeit.

(Leg. Series, 1920, Cz. 1).

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(Lois, décrets, arrêtés concernant la réglementation du travail, 1er janvier 1920, Berger-Levrault, Paris, p. 46).

Arrêté du 3 novembre 1915, fixant le règlement intérieur de la Commission centrale des salaires du travail à domicile.

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(Act of 1st August, 1919 relating to settlement of collective disputes between agricultural employers and workers).

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Ch. 174, 1919.

OREGON
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PORTO RICO
No. 45, 1919.

TEXAS
Ch. 160, 1919.

UTAH
Ch. 63, 1913.

WASHINGTON
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ANNEXE C to APPENDIX VI.

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APPENDIX VII.

REPORT OF THE FINANCE COMMITTEE

I

Accounts for January — May 1921.

The Finance Committee have only a very short report to submit to the Governing Body on this occasion.

The accounts for the first five months have been laid before the Committee and have been examined by them. No questions arise upon the accounts and the Committee do not consider it necessary to submit any observations with regard to them; beyond pointing out that certain savings have been realised, partly because it has not yet been possible to fill all the posts authorised by the Budget, partly because certain economies have been effected in regard to stationery, printing and other matters.

A summary of the expenditure is appended for the information of the Governing Body.

It will be understood that the expenditure of the Office being spread irregularly over the twelve months the figures in columns 6 and 7 do not represent actual savings or excesses.

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<td>3,418.98</td>
</tr>
</tbody>
</table>

II

Revision of the Budget for 1922.

It will be remembered that at the last meeting, when the Budget for 1922 was before the Governing Body, it was indicated that the Budget provisionally submitted by the Finance Committee would probably, when the report of the Committee on Organisation was received, require to be revised in certain particulars. The Finance Committee have not been able to undertake this revision at the present meeting of the Governing Body as a decision still remains to be taken on the recommendations of the Committee on organisation.
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