

THE
INTERNATIONAL
LABOUR OFFICE

E. BEDDINGTON BEHRENS

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*THE INTERNATIONAL
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*A SURVEY OF CERTAIN PROBLEMS OF
INTERNATIONAL ADMINISTRATION*

By

E. BEDDINGTON BEHRENS

With a Foreword by

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To

M. ALBERT THOMAS

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FOREWORD

THE literature of international organization has already grown beyond manageable limits. Every publicist who feels at all deeply the dangers of European anarchy has sought printed form for his aspirations towards a better world. But much the larger part of this literature is of a declamatory quality. It sets out large ideals; it conveys vast hopes. It yet rarely seeks, item by item, to explain the details of a plan at work.

Mr. Behrens' book is in a different and, I believe, a more valuable tradition. He has isolated a small section of the international field and inquired, as a problem in practical politics, how the issues raised there are, in fact, answered. He has studied at first hand the administration of a complicated body upon which very largely depends the future of international organization. The value of his work is twofold. It provides material for a discussion of the ways in which minds most variously trained can learn habits of co-operation; and it serves to show how the

problems they seek to solve may be defined within the limits which make institutional exploration feasible.

Few persons to-day need to be convinced of the importance of the International Labour Office. As an institute of research, as a means of conference, as a mechanism for bringing great problems to the bar of public opinion, it has already won its spurs. But few people realize at all adequately the value of its experience as a contribution to the technique of international relations. It has become painfully clear in the brief history of the League of Nations that states will not submit their immediate interests to the larger needs of mankind until they are convinced that those interests are equitably weighed in the making of common decisions. The Labour Office is essentially an experiment in giving "equitable weight" to those interests. No one, I think, could yet claim that it has succeeded. No one, at least as certainly, could say that there is reason to suppose it must inevitably fail. Its conferences have shown that the problem of language can be overcome, and that something akin to a common mind can be developed at least on matters of principle. Its expert reports have shown that men of the most alien experiences can pool them to make that common body of facts from which all fruitful discussion must start.

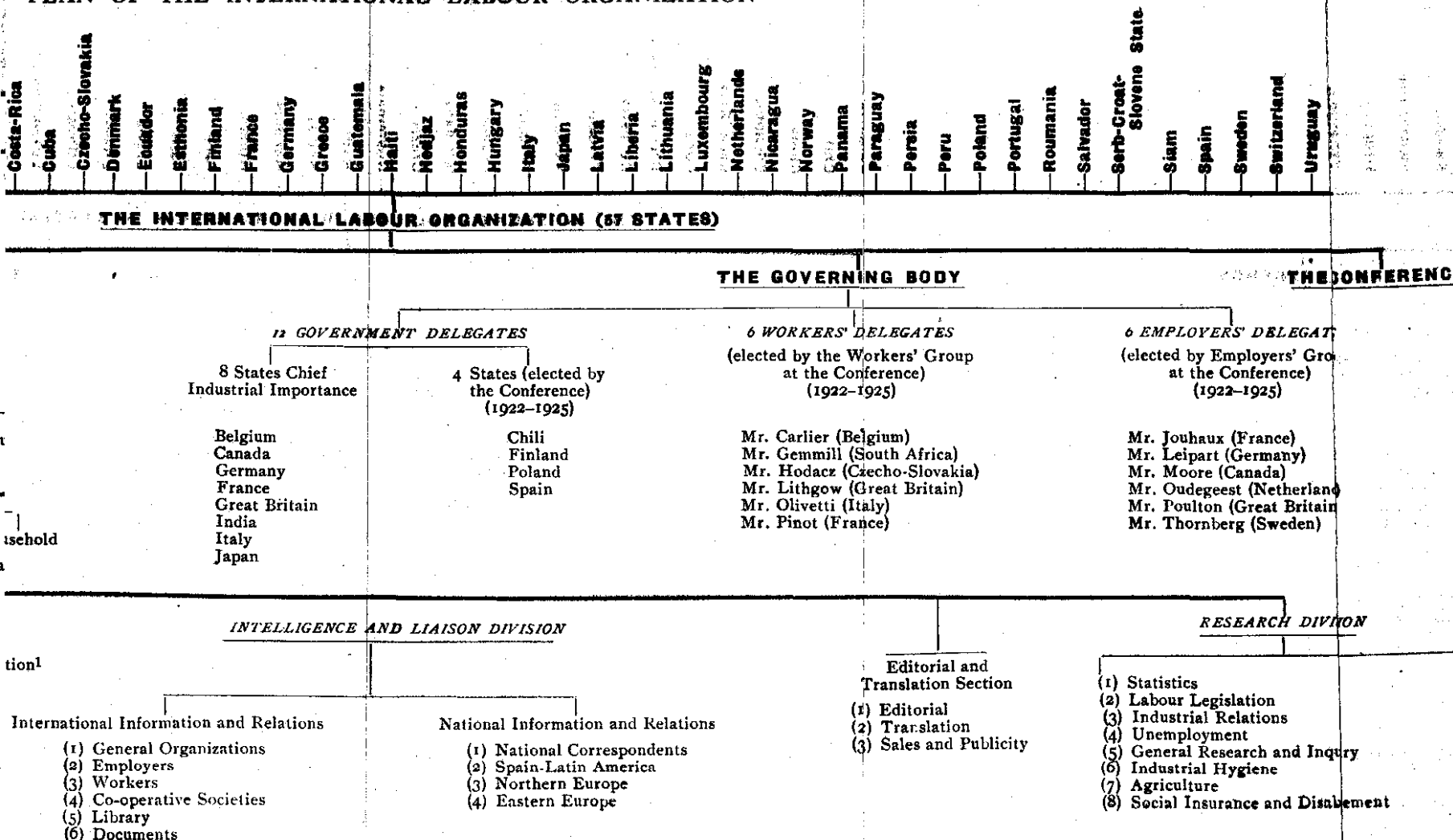
But what is, I should urge, above all impressive is the way in which men like M. Albert Thomas, Mr. H. B. Butler and their colleagues, by administering an international body, have grown into the possession of an international mind. They are not the less good Frenchmen and good Englishmen because they have learned to adjust that particularism to a richer perspective.

Mr. Behrens has analysed with great care the methods it became necessary to use to attain the results so far secured. Largely, he is concerned with procedure; but here, as Sir Henry Maine said of law, progress is secreted in the interstices of procedure. He has written what will, I hope, begin a series of studies analysing the mechanics of world co-operation. Readers of Sir Arthur Salter's great book on "Allied Shipping Control" will know how important such analysis is in the future science of public administration. I believe that Mr. Behrens' book will be found helpful in the building of that science.

HAROLD J. LASKI.

APPENDIX I

PLAN OF THE INTERNATIONAL LABOUR ORGANIZATION



concerned. A similar Commission was set up to settle the same question as between Germany and Poland, with equal success.

A Committee of a somewhat similar character was set up in connection with the Settlement of the Upper Silesian question.¹ In May 1922 the German-Polish Convention was signed at Geneva with the object of guarding against any interruption of the economic life and ensuring the protection of minorities in Upper Silesia. This Convention provided for a Labour Advisory Committee to be set up with the help of the Governing Body of the International Labour Office, to function alongside of a mixed Committee which was to supervise the execution of the various clauses of the Convention.

The Committee has only recently been appointed. It is too early to judge the degree of its success or failure in the objects it was created to achieve. Its task has certainly been made more difficult by the increased bitterness and nationalistic feeling aroused by the occupation of the Ruhr and the economic breakdown in Germany. But perhaps the chief importance of this committee—irrespective of its possible achievements—is the very fact of its existence. Like the other committees set up by the International Labour Office to settle the questions

¹ The Committee is composed of a President and ten assessors. The President and two assessors are nominated by the Governing Body for a period of three years. The Governing Body is completely free in the choice of the President, provided he is neither of German nor Polish nationality. The President appointed in this instance was Mr. Albert Thomas, Director of the International Labour Office. The two assessors nominated by the Governing Body must be German and Polish respectively, and be appointed in the nomination of the two governments interested. The other eight assessors are appointed from amongst employers and workers upon agreement between the competent German and Polish trade organizations. The Secretary must be appointed by the International Labour Office.

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relating to social insurance, it has created a precedent which may reasonably be expected to play an important part in the peace settlement between belligerent countries in the future: the intervention of an impartial international organization to protect minorities and the normal economic life of the working classes.

CHAPTER VIII

AN INTERNATIONAL CENTRE OF INDUSTRIAL RESEARCH

ONE of the characteristics of the modern world is its ever increasing complexity. The development of the industrial system tending to make the world an economic unit has made conditions of life depend upon a growing and almost infinite number of phenomena. Their very number and intricacy makes a knowledge of them difficult to acquire. But the continual study of such phenomena is necessary if man is to retain any control over the circumstances of his existence. Otherwise with all the perfection of modern machinery and organization, his welfare will be as much at the mercy of blind chance as it was in primitive society.

It may be vital to the well being of an industry to be intimately acquainted with the conditions reigning in a similar industry in competing countries. It is important for the statesman to have at his command exact information of the various factors in other parts of the world which have a bearing upon the policy which he propounds. It may be necessary for him in drawing up such a policy to be acquainted with the manner in which the problem has been dealt with elsewhere, with a just appreciation of the different circumstances and the measure of success or failure of the solutions attempted. Let us take an instance of the latter case; the

question of unemployment, which is one of the most urgent problems which this country has to face at the present moment. How many of those who put forward proposals for dealing with this question have really considered not only the experience in dealing with this problem in their own country, but in other parts of the world? There is now in 1924 very little unemployment in the United States. Yet two years ago there was an unemployment crisis in that country as serious as that existing in England. There is the experience of countries other than the United States, which, like Great Britain, have maintained the value of their currency at something like its pre-war level; of others which have attempted to reduce the volume of unemployment by continuous inflation; of countries like France which have kept a certain degree of balance between the two extremes of inflation and deflation; of Austria where the financial reconstruction by the League of Nations is gradually bringing back normal conditions of employment. These instances are only intended to illustrate the importance which the obtaining of such information is now assuming.

The difficulty of obtaining reliable information relating to conditions in other countries is considerable. Industrial undertakings immersed in their daily problems can rarely spare any of their staff for investigations which, as it would seem, cannot bring in an immediate return. Only large industrial combines can afford to devote any serious attention to this kind of work. Individual firms are unable to bear the charges it entails. It is the same with State departments. Only a small number of officials can be spared to follow conditions outside their own country. There is a further difficulty; information of this kind, to be useful, must be exhaustive. The material is so immense that unless it is carefully sifted and irrelevant considerations put on one side, there is a danger that wrong

deductions will be drawn. Also, it is difficult for persons to appreciate the importance of events in countries other than their own unless they have made a profound study of prevailing conditions in those countries.

The difficulty of obtaining information regarding industrial problems has, however, been lessened since the setting up of the International Labour Office at its permanent headquarters in Geneva. The Treaty of Peace laid down that one of its two chief functions would be "the collection and distribution of information on all subjects relating to international conditions of industrial life and labour."¹ The objects which the International Labour Office have in view in carrying out this work are twofold; to study those industrial problems which may give rise to international agreement at some future session of the Conference; and to keep all countries supplied with information regarding industrial and labour questions of immediate importance. The Office is thus assuming the functions of a world "clearing house" of information. Even many of the hostile critics of the Organization have been forced to admit that the importance of the work which is being done in this direction is in itself a justification of its existence.

Before examining the rather complex system which the International Labour Office has adopted for dealing with these questions, it may be advisable to enumerate the various sources of information at present at its disposal.

The library of the International Labour Office is the largest library on industrial questions in the world. The nucleus of the library was formed by the purchase of the Basle Library of the International Association for Labour Legislation. The library, which was only started three years ago, comprises some 80,000 volumes, and its numbers are rapidly increasing.

¹ Article 396 on the Treaty of Versailles.

All the Government departments and important industrial organizations of the countries belonging to the Organization send their official publications to the Office as a matter of course. Similar reports from countries which are not Members of the Organization are obtained by an exchange of publications, if not by purchase. The custom is also developing for publishers all over the world to send books, relating to industrial questions, to the International Labour Office for purposes of review. The principal daily papers and periodicals from all countries are also taken. An idea of the work of classification of this material may be given by the fact that approximately 2,000 newspapers and 1,500 periodicals are received every week. The daily record of events is followed in the papers. But as the most important events recorded in the papers are examined later in periodicals (with a generally more accurate perspective), an index is kept of the principal articles in such periodicals, to supplement the index of books and pamphlets in the library. There is in addition an immense store of information daily accumulated by the various services of the Office. For purposes of reference such information is filed in the Registry.

The special features of the constitution of the International Labour Organization involved a change in many of the traditional methods of diplomatic procedure. One of the concessions which the older school of diplomacy was obliged to make to the new conditions brought about by the creation of the League was that the International Labour Office—an official organization of States—was allowed to enter into direct communication with any parties in a particular country whose assistance it required in the performance of its daily functions. The Office can thus, unless the State concerned arranges otherwise, enter into direct relations with any State Department without going through the

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formality of passing its communications through the Ministry of Foreign Affairs. It is in continual touch with employers' and workers' organizations, without the interference of the State Departments. For instance, if before the War the British Ministry of Labour desired to have information regarding some questions relating to industrial conditions in Sweden, unless it was prepared to send out a special mission of inquiry, such information could only be obtained through the most cumbersome channels. It was obliged to address its request to the Foreign Office which, in turn, would forward it to the Secretary of State for Foreign Affairs in Stockholm. The request would then probably be forwarded to the Department for Social Affairs, which might supply the information required, which would then be conveyed back to England through the same channels. Obviously, if the work of the International Labour Office had been fettered by such a cumbersome method of procedure, its usefulness would have been considerably impaired. It is natural that certain difficulties would arise as the new methods of procedure of the International Labour Office are being worked out. "Clearly relations of this nature must be maintained with prudence and tact. The Office must not lay itself open to charges of intervening in the internal politics of States or of participating in the opposition of certain parties to Governments. On the other hand, the Office must, in conformity with the spirit of the Treaty of Peace, be permitted direct relations with those associations which have their place in the constitution of the Organization and of Office itself."¹ Such difficulties as have arisen are gradually disappearing with the more general understanding of the work of the Office, and the services

¹ Report of the Director to the Third Session of the Conference (1921), p. 256.

it can render. State Departments and employers' or workers' organizations are continually desiring information from the International Labour Office, which they cannot obtain elsewhere. They are therefore ready to reply to inquiries they may receive in return.

Quite apart from these general inquiries, the Office has often found it necessary to compile information on a particular subject by means of *questionnaires*. These have on several occasions been addressed to Governments, important industrial organizations, and to certain well-known authorities on a particular question. This method must, however, be used sparingly if good results are to be obtained. "Experience shows that such questionnaires must be sent out with great caution and under many reserves. The maximum amount of accuracy must be employed in drawing them up, so as not to dissipate the energies of the person to whom they are addressed, nor to overwhelm them with too great a number of questions. It is essential that such questionnaires should not be sent out too frequently, nor must they deal with questions concerning which information already exists and could be utilized. They should be as few as possible. Both public administrative bodies and professional organizations are often overwhelmed by the number of requests for information addressed to them." In the early stages of the work of the Office certain difficulties arose owing to the fact that the above considerations were not fully taken into account. But this should not prejudice a method which, if wisely used, may assist in collecting data which cannot be obtained by other means.¹

As has been explained in a previous chapter a considerable portion of the work of the Corres-

¹ The Director's Report to the Third Session of the Conference (1927), p. 214.

pondents' Offices is devoted to assisting their headquarters in Geneva in the task of inquiry and research.¹ Such offices exist in London, Paris, Berlin, Rome, Washington and Tokio, and in addition there are certain part-time representatives of the Office in Spain, Poland, Greece, Bulgaria and Belgium.

The Office is also continually in touch with sources of information on industrial questions in countries which are not yet Members of the Organization. There has been a correspondent of the Office in the United States since 1919. Its first Conference was held in that year at Washington, and the Office is in close relations with the government departments and with the important commercial, industrial and labour organizations in that country.² Political considerations may still keep the United States officially outside an institution closely connected with the League of Nations. But as the most important industrial country in the world it cannot possibly keep aloof from the investigations into industrial problems which are being undertaken by the International Labour Office. The International Labour Office recently conducted an inquiry into the three-shift system in the iron and steel industry³ to meet the great interest felt in the United States in the manner in which this question had been dealt with in other countries. Members of the Organization have likewise benefited by being supplied with information through the International Labour Office

¹ For an account of the work of the Correspondents' Office, see p. 63.

² The mission of the Director of the Office to the United States in December 1922 was largely concerned with organizing collaboration, in scientific research, between such bodies and the Office in Geneva.

³ See publication entitled "The Application of the three-shift system to the Iron and Steel Industry." Studies and Reports, series "D" (wages and hours), No. 3. Geneva. 1922.

about industrial questions in the United States. In fact, the volume of communications between the Office and the United States is third in importance when compared with the volume of communications between the Office and other countries.¹ The Office is also in close touch with industrial conditions in Russia. For over two years it had a special section devoted entirely to that purpose.² This section has "entered into a relation with all the private missions which have been allowed to cross the Russian frontier; and these missions have supplied it with most of the documents which they have brought back from Russia. The library which has thus been formed is therefore of unique value." There is now a continual exchange of publications between the Office and the Soviet Government. Probably, outside Russia itself, the Office has the most complete collection of documentary information about conditions in that country.

The Office has also on numerous occasions sent out its officials to make a special inquiry on the spot.³ "For instance when the British Government at the outbreak of the unemployment crisis made urgent requests for exact information with regard to a new system which had been set up at Altona in Germany, the Office asked one of its officials who happened to be in Berlin to go to Altona and collect the necessary information." In 1920, when the question of production in the Ruhr "was beginning to assume a very important place in European economy" the Office undertook an inquiry on similar lines.⁴

¹ See Appendix IV.

² This section has now been absorbed in the Liaison and Intelligence Division under the new organization (October 1923). See Appendix I.

³ Director's Report Third Session of the Conference, p. 215.

⁴ See "Production and Labour in the Mining Industry in the Ruhr from 1918-1920," "Condition of Labour and

During that year officials of the Office also conducted an inquiry into the question of mining conditions in Upper Silesia. More recently, an inquiry was undertaken by the International Labour Office into the working of the Compulsory Labour Act in Bulgaria. This measure was a new experiment of social policy. The only way an accurate idea of its possibilities could be viewed outside that country was for an investigation to be made by an impartial observer, of the exact scope of the measure and the manner in which it was applied.¹ As has been explained fully in the previous chapter, the whole scientific research of the Office is also greatly assisted by the work of the Advisory Commissions. These commissions are generally composed of experts or persons actually engaged in the conduct of industry, who bring a new point of view to supplement the research of the officials in Geneva.

Thus it will be seen that the Office has already large sources of information at its disposal, and fairly active channels from which further information can be obtained. There are its library, its immense documentation collected in Geneva, its relations with government departments, employers' and workers' organizations in all countries, its correspondents quartered in various parts of the world, the officials which it sends to investigate any urgent problem of importance on the spot, and its various advisory commissions. The work of organizing this clearing house of information has only reached its initial stage. Time and experience will indicate on what lines this should be developed and enlarged. But already it is possible for each country to have at its disposal, through this international centre, a constant

Production in the Upper Silesian Coalfield," December 1920, published by the International Labour Office.

¹ See "Compulsory Labour Service in Bulgaria," *Studies and Reports*, series "B" (Economic Conditions), No. 12. 1922.

flow of information which was unavailable in the past.

As outlined in a previous chapter the task of the International Labour Office is apportioned between its three main divisions: the Diplomatic Division which deals with official correspondence, with governments and all work connected with the Conference; the Research Division and the Liaison and Intelligence Division which both deal with the scientific work of the Office. Side by side with these two divisions is an editorial section, whose work is to make available the continual flow of the information collected. The reason that the scientific work of the Office is divided into two separate divisions is because "two entirely different mental attitudes are required."¹ The work of the Intelligence and Liaison Division is to keep in daily touch with the events and answer immediate inquiries. The essential work of the Research Division "is to attempt to secure from the international point of view, uniform statistical methods and to carry out international studies. It will be for this division to exploit the enormous but incoherent documentation available in Government publications. On it, too, will devolve the work of suggesting, after close critical study, uniform methods to be employed. It may also, in certain fields, collect and examine all the available documentary evidence, and thus verify or reject conclusions which are as yet unanswered. The ideal would be for this division to be able to concentrate entirely on what one might call pure research, without paying any attention to outside movements or to the urgent needs of those engaged in active work." Another feature which characterizes the different work of both these divisions is that specialization is by subject in the Research Division

¹ Director's Report to the Fourth Session of the Conference (1922), p. 218.

and by nationality in the Intelligence Division. The scientific work of the Office, sifting through the active co-operation of these two divisions, is thus subject to a double check, that of nationality and that of special subject.

It may perhaps be easier to understand how this system functions by first examining the machinery of each division. The Research Division is composed of a series of technical sections. The Statistical Section is devoted to working out methods of statistics which may be internationally comparable. This is a task of immense difficulty. Great care has to be taken in reply to inquiries, and in publication to indicate the degree of the reliability of one set of statistics as compared with another. "There is always a danger of the protagonists of certain opinions and certain causes making the International Labour Office an instrument for the collection and compiling of statistics to support their interest and to help them in attaining their particular ends."¹ The work of this section has been considerably facilitated by the recent setting up of a Commission of Statisticians. The section prepared reports on the system of classification of industries and on the methods of compiling statistics of wages and hours of labour in various countries. It also put forward resolutions which the members of the Commission (statistical experts from the government departments of various countries) adopted as a basis of discussion. The work of this Commission was of assistance to the Section and also to the State Departments. A meeting of this kind enables those responsible for drawing up statistics to be more easily acquainted with the statistical methods used in other countries. It also enables them, where possible, to examine on what lines they could adjust statistical methods to make them internationally comparable.

¹ Director's Report to the Third Session of the Conference, p. 236.

The Legislative Section follows the work of labour legislation in nearly all countries and publishes a translation of such legislation. It is also endeavouring to compile a dictionary of technical terms, which is an immense work in itself. There is also the Industrial Relations Section, which studies such questions as collective bargaining, and arbitration between employers and workers. The Research Division also comprises sections devoted to the study of unemployment, industrial hygiene, safety, agriculture, social insurance and disablement. As with the Statistical Section, in nearly every case there are commissions drawn outside the Office which meet from time to time and work in conjunction with these sections.¹ Thus the Research Division is divided into sections which specialize in some particular aspect of industrial problems; and which are often assisted in their work by outside commissions. According as the importance of a particular industrial problem increases or decreases technical sections are added or taken away from this division. The Liaison Division usually deals with those questions, such as vocational guidance, which have not yet a section devoted exclusively to their study.

The Intelligence and Liaison Division is divided into two main groups, one dealing with international relations, the other dealing with national relations. The group dealing with international relations comprises a section devoted to employers' organizations, another to workers' organizations, and a further one to Co-operative Societies. It is the duty of the

¹ The Unemployment Commission; in the case of industrial hygiene the Anthrax Committee; in connection with safety the numerous conferences of factory inspectors; the Joint Advisory Agricultural Committee; the newly constituted Committee on Social Insurance; the Disablement Committee. (See previous chapter for a full description of the work of these Committees.)

officers of these sections to keep in touch with these organizations in the various countries. They also generally attend its most important conferences. An official from the Employers' Organization section will probably attend the yearly meeting of Inter-Parliamentary Commercial Conference; an official from the section of relations with Workers' Organizations, the important international trades union conferences; and International Co-operative Congress will be followed in a similar manner by a member of the other section. The second group is divided into various national sections. One deals with those countries where Office has correspondents; and is responsible for the relations between Office and these correspondents. Other sections deal exclusively with Latin America, Northern Europe and Eastern Europe. "Naturally it has not been possible for the Office, by reason of the limited means at its disposal, to have attached to it representatives of all countries who are members of the Organization. But in cases where the Office staff does not include any person of the desired nationality, the task of dealing with the matter is entrusted to an officer who is a native of some country whose traditions, language and national characteristics are similar."¹

The procedure adopted for dealing with an inquiry varies with the nature of the information required. In some cases the Intelligence Division can reply immediately upon the information at its disposal. In many cases, information is already contained in one of the various publications of Office. In other cases, the Intelligence Division would immediately consult the technical section in the Research Division for the information it required. This information would be prepared by one of its technical sections. But the reply would then be prepared by a member

¹ Director's Report to the Third Session of the Conference, p. 211.

of the Intelligence Division according to his particular knowledge of the country or the organization from which the inquiry was made, and in such a manner as to be most useful for the purpose for which it was sought. Should the technical section not have any information about some aspect of the problem, the Intelligence Division may send a note to one or more of its correspondents to obtain information at first hand. Whatever method is used, there is always a continual co-operation between the Research and the Intelligence Division. There is, apart from the personal relations of the officials, a daily conference in the Director's room, in which the various methods of collaboration on any such inquiries are fully discussed.

The information derived from the scientific research of Office, from the replies to inquiries, from the diplomatic communications which Office may receive from Governments, all go to feed the requirements of the Editorial Section. The information contained in the publications of the Office are now prepared outside of the Editorial Section, by the services especially competent on the subject in question. Articles prepared outside the Office are generally scrutinized by officials of the scientific sections of the Office, before responsibility for their publication is assumed by the Editorial Section, whose work is largely confined to editing and translating.

The volume of publications of the Office is very considerable. There are all the numerous reports connected with the Conference; the *Legislative Series*, a translation of laws and ordinances bearing upon labour conditions; a weekly *Official Bulletin* embodying official correspondence and events connected with the work of the Organization; the *Industrial and Labour Information*, a weekly record of information relating to industrial conditions; the *International Labour Review*, which

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appears monthly; and numerous special reports on immediate industrial problems.

These publications include a mass of valuable information, which no student of social questions can afford to ignore. In fact it is only through these publications that it is possible to-day for any one man to follow closely social and industrial tendencies all over the world. The *International Labour Review*, for instance, makes it possible to follow in the principal Industrial countries, monthly statistics of unemployment and cost of living; the movement of emigration; the principal commercial, trades union or co-operative conferences and other news relating to industrial organizations: new labour legislation; the working of different methods of conciliation machinery; an examination of any new development of industrial policy and a review of any important book relating to social questions appearing in any part of the world. Before the creation of the Office, even if such a mass of data existed, it was in an undigested form. The most the expert could hope to achieve was to follow developments in other countries in some very limited field. The publications of the Office have done much to increase the degree of availability of information on industrial questions.

The criticism is often made that these publications are dull. It seems hardly possible that they should seem otherwise in view of the scientific matter they contain. One could hardly expect the publications of an official international organization to compete with the press for sensational popularity. It has, however, been the desire of the Office to produce at least one publication in a semi-popular form. It was with that intention that the *International Labour Review* was started in the middle of 1921. In addition to the scientific information mentioned above, it contains a series of signed articles by well-known authorities, mostly about some aspect of

social conditions in their own country. But it is doubtful whether this feature of the *Review* has done much to increase the value or popularity of this publication. With few exceptions, experience seems to show that such persons, when writing for an international journal, rarely give of their best. They prefer, and it is perhaps only human that they should do so, to bring out something original, the results of long and careful thought, in a review in their own country, where it may receive immediate national attention. What is contributed to an international review in the form of signed articles is generally a compilation of what the author has written in previous articles, rather than a new contribution.

It has been urged that very much more interesting articles could be prepared by officials of the Staff themselves. General tendencies, social experiments might be examined with a more detached point of view than is general elsewhere. They could be confined to international questions only. Such articles might help to centre opinion upon a world point of view, might assist in developing that international habit of mind, so necessary to the eventual realization of the aims for which the Office was created to achieve. But there is one disadvantage. However carefully such articles were prepared, the Office would not fail to be accused by some party, or some country, of taking sides, of being committed to a special line of policy. The impartiality of the Office in the collection of information might be questioned. And this of itself might mitigate much of the influence and usefulness of its scientific research. "As it addresses itself to a public often ill-informed but anxious for advice and information, the Office, more perhaps than any other organization, has to be constantly mindful of the need for impartial and objective statement."¹ The business of the Office is

¹ Director's Report to the Fourth Session of the Conference, p. 267.

to make the facts available and not to fix conclusions.

There are other difficulties in producing international publications. First there is the question of translation, which has been discussed at some length elsewhere. The translator must not only be able to express himself with ability, he must have a thorough knowledge of the technical questions so as to express the exact meaning of the technical terms employed. Secondly there is the question of presentation. In publications of an essentially scientific nature, read largely by the specialist, this is perhaps of no great consequence. But the question assumes considerable importance when it is desired that such data be supplied in the most readable form. To illustrate the kind of difficulty that arises the writer may be permitted to refer to an experience that occurred recently to an American newspaper owner. This person had a paper in Cuba, which was published in Spanish. As is well known, the method of presenting a "story" in the press in English-speaking countries is to put the sensational part of it in the first paragraph. This attracts the attention of the reader, who finds out the details when he gets to the end of the column. In Latin countries the opposite method is used. The American who took over the Cuban newspapers adapted the method of presenting news to what he thought was good journalism in his country. Despite more efficient management and better news the result was an immediate fall in circulation. He was obliged to revert to the method used before. This example is only meant to show how different nationalities are accustomed to different methods of presentation. Hence the difficulty of producing anything like a popular international publication translated from one text. This difficulty has been fully realized by the Office. The Director, in his report to the Fourth Session of the Conference, stated: "The ideal to be

followed in order to reach public opinion is that the Office should have in each country a publication devoted to its work and to the work of the protection of labour in general, but especially adapted to the spirit, the aspirations and the needs of prospective readers in the country in question."¹

A successful endeavour in that direction has been made in Germany and Italy. The correspondent of the Office in Rome publishes a monthly journal embodying the chief items in the publications of the Office that he thinks will be especially interesting to Italians and in the form to which they are accustomed. Only considerations of expense prevent this method being followed in the case of many other States of the Organization. In the meantime English- and French-speaking countries are able to make far greater use of the services of the Office in this direction, because its publications are all issued in English and French and their original text is generally prepared in one or the other language.

The difficulties that prevent the publications of the Office reaching that standard of excellence aimed at, will no doubt gradually be overcome by experience. But the scientific work of the Office is faced by a much more serious difficulty: the desire in certain quarters to limit its investigations to a narrower field.

The Office, it is stated, should confine its inquiries to purely labour matters and should on no occasion extend them into the economic sphere. A serious controversy arose over this question in the case of the Inquiry into Production.² But clearly if that policy were pursued to its logical conclusion the scientific work of the Office would be of no serious

¹ Director's Report to the Fourth Session of the Conference, p. 265.

² See Introduction to the "Inquiry into Production." Part I. Geneva. 1923; Director's Report to the Third Session of the Conference; Director's Report to the Fourth Session of the Conference, pp. 233-35.

consequence. It would be limited on many occasions to a superficial examination of effect without an inquiry into cause. The Office has, however, always maintained its right to pursue its inquiries into "the extent to which labour conditions are liable to be affected by the economic situation, and the extent to which labour conditions are likely to encourage or hinder production." "Every measure for the protection of the workers raises these problems."¹ It is impossible to place a barrier between the study of labour and economic questions. The desire to do so in the case of the Office was actuated rather by political reasons than by a desire to increase the value of the task of research. The difficulties which the Office has had to face on these grounds have, however, been considerably lessened by its close collaboration with the Economic and Financial Section of the League. Questions may arise which may properly come under the purview of both the Office and the Economic Section. Well-known economists have recently put forward proposals to solve the unemployment problem by adjusting the purchasing value of currency to the volume of unemployment. In examining a solution of this nature, the Office would naturally be greatly assisted by the collaboration of the Economic Section.

One of the immediate results of the work of the Office in collecting information and statistics on labour questions has been to enable national Government offices to confine their research to the national aspect of such questions. The British Ministry of Labour by carrying out such a policy has been able to effect considerable economies. It has, for instance, by relying on the publications of the Office, been able to cease publishing a quarterly journal entitled *Labour Overseas*. The Office has also been help-

¹ Director's Report to the Third Session of the Conference, p. 1124.

ful in sending in officials to assist, by their evidence, the decisions made by parliamentary committees. In 1922 the official in charge of the Disablement Section of the Office was asked to give evidence before a Select Committee of the House of Commons on the training and unemployment of disabled or ex-service men.¹ He was able to explain from his own experience the functioning in Continental countries of the various voluntary and compulsory systems of employment of disabled men. In the following year the head of the Agricultural Section, who had been Deputy Minister of Labour in the Province of Ontario in Canada and had a varied experience of the agricultural methods in Europe, was able to supply useful information on the various methods of co-operative farming abroad, to the Agricultural² Tribunal of Investigation appointed in 1922 by Mr. Bonar Law. The Office may be of service to trade union organizations in this and other ways. Owing to the fact that the trade union journals in other countries are published in foreign languages, the trade unionist is often unable to follow the events relating to the union in a similar trade in other countries. Through the International Labour Office he is now able to do so. Employers' organizations are assisted in their inquiries in a similar way by the universal nature of the information at the disposal of the Office—overcoming the barriers of language and distance, which hinder national organizations from undertaking inquiries outside the boundary of their own country.

¹ House of Commons Paper 70. 1923.

² "To inquire into the methods which have been adopted by other countries and the Dominions during the last fifty years to increase the prosperity of agriculture, and to secure the fullest possible use of the land for the production of food and the employment of labour at a living wage, and to advise as to the methods by which these results can be achieved in this country."

The Office, in its work of scientific research, is of continual assistance to Government departments and to those connected with the functioning of industry. But it could do more. It could form an international scholastic centre, whose influence might be gradually felt in all the great centres of learning in the world. The Library and much of the documentation of the Office could be thrown open to students. When the erection of the new building is completed, the present difficulties of space which prevent this at present will be considerably lessened. With a very small increase of staff assistance could be given to students, which would put them in touch with a mass of documentary information that was unavailable in the past. Should this policy meet with active response, voluntary effort might be obtained to form a small seminary for the students. Courses of lectures might be given by officials of the Office. A school starting from such humble beginnings might develop into a centre, to which students of social questions and officials dealing with such questions in all countries might feel compelled to go. The influence which the creation of such an institution could exert need hardly be enlarged. It would enable those who desired to remedy conditions in their own country most easily to appreciate conditions reigning in others. It might help to unite them on similar lines of research.

The work done by such an institution might in time usefully add to the scientific data of the Office and often originate new lines of investigation. It would certainly help to further the aims of the Organization. Whether the persons attending such a school were left wing socialists trying to find data for showing conclusively the defects of the capitalists system, those who desired to unmask the so-called fallacies of socialist doctrines, or others who attended as students with a perfectly open mind—in this they would all be united: a realization of the difficulties that lie in the way of lasting social reconstruction,

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and the necessity of the unity of peoples to achieve it.

The Office has frequently been urged to undertake propaganda to make its aims more widely known and supported. As an official organization it is debarred from such action. But the contribution to knowledge which the Office is achieving in the field of research is perhaps more lasting in its influence and power of persuasion than striking headlines or the force of oratory.

Empire	
Ireland	
New Zealand	
South Africa	
Rutlandia	
Paraguay	
Persia	
Peru	
Poland	
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Accounts	
VISION	
Legal Secti	Editorial and
	Translation Secti
	) Editorial
	) Translation
	) Sales and Publ

APPENDIX II

THE ALLOCATION OF EXPENSES OF THE LEAGUE OF NATIONS AND OF THE INTERNATIONAL LABOUR ORGANIZATION

[The total League Budget for 1924=23,233,635 gold francs or \$4,483,000. The share of the International Labour Office is approximately 30½ per cent. of this total.]

Country.	1921 Percentage.	1922 Percentage.	1923 Percentage.	1924 Percentage.
Abyssinia	—	—	—	.214
Albania	.20	.19	.106	.107
Argentina	.98	—	—	—
Austria	.98	.97	.106	.107
Belgium	2.94	2.91	1.589	1.609
Bolivia	—	—	—	.536
Brazil	2.94	2.91	3.708	3.756
<i>British Empire</i>				
Australia	4.90	4.84	2.754	2.789
Canada	4.90	4.84	3.708	3.756
Great Britain	4.90	4.84	10.064	9.442
India	4.90	4.84	6.886	6.975
New Zealand	.59	.58	1.059	1.073
South Africa	4.90	4.84	1.589	1.609
Ireland	—	—	—	1.073
Bulgaria	.98	.97	.742	.752
Chili	.98	.97	1.589	1.609
China	4.90	4.84	6.886	6.975
Colombia	.98	.97	.742	.752
Cuba	.59	.58	.106	.107
Denmark	.59	.58	.953	.966
Estonia	2.94	2.91	3.708	3.756
Finland	1.96	1.94	1.271	1.287
France	—	.58	.317	.321

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Country.	1921 Percentage.	1922 Percentage.	1923 Percentage.	1924 Percentage.
<i>Germany</i> ¹	4.90	—	—	—
Finland	1.96	1.94	1.060	1.073
France	4.90	4.84	8.262	8.369
Greece	.98	.97	1.059	.966
Guatemala	.59	.58	.106	.107
Haiti	.59	.58	.212	.214
Honduras	.59	.58	.106	.107
Hungary	—	—	.424	.321
Italy	4.90	4.84	6.461	6.546
Japan	4.90	4.84	7.733	6.546
Latvia	—	.97	.317	.321
Liberia	.20	.19	.106	.107
Lithuania	—	.58	.424	.429
Luxembourg	.59	.58	.106	.107
Netherlands	2.94	2.91	2.199	2.147
Nicaragua	.59	.58	.106	.107
Norway	1.96	1.94	1.165	1.181
Panama	.59	.58	.106	.107
Paraguay	.59	.58	.106	.107
Persia	.59	.58	.636	.643
Peru	.98	.97	1.059	1.073
Poland	4.90	4.84	2.648	2.683
Portugal	1.96	1.94	1.059	.966
Roumania	2.94	2.91	3.284	3.111
Salvador	.59	.58	.106	.107
Serbs, Croats and Slovenes	1.96	1.94	2.754	2.789
Siam	.59	.58	1.059	1.073
Spain	3.92	3.88	4.327	4.293
Sweden	2.94	2.91	1.907	1.932
Switzerland	2.94	2.91	1.589	1.609
Uruguay	.59	.58	.742	.752
Venezuela	.59	.58	.530	.536

¹ Germany is not yet a member of the League of Nations, but was made a full Member of its International Labour Organization in 1919. Up till the catastrophic collapse of the mark she had paid a contribution equal to a first-class power.

APPENDIX III

STAFF OF THE INTERNATIONAL LABOUR OFFICE BY NATIONALITIES

	TOTAL STAFF				EXECUTIVE STAFF	
	1920	1921	1922	1923 (Jan.)	Includes officials ranking from Asst. Member of Section upwards. Salaries ranging from approx. £400 a year.	1923 Appointed as a (Oct.) result of competitive examination. ¹
American . . .	2	2	2	3	3	—
Australian . . .	—	—	1	1	1	—
Austrian . . .	—	—	4	4	4	—
Belgian . . .	2	5	5	5	5	—
Brazilian . . .	—	—	1	1	1	—
British . . .	32	70	86	91	63	23
Canadian . . .	1	2	2	4	3	—
Chilian . . .	—	—	—	1	1	—
Czecho-Slovak . . .	—	1	2	2	1	—
Danish . . .	—	1	1	1	1	—
Dutch . . .	—	3	3	3	2	—
Finnish . . .	—	—	—	1	1	—
French . . .	20	51	86	92	52	16
German . . .	—	3	8	9	5	—
Hungarian . . .	—	—	2	2	1	—
Irish . . .	1	1	1	1	1	—
Italian . . .	3	8	9	11	5	3
Japanese . . .	—	1	1	1	1	—
Lithuanian . . .	1	1	1	1	1	—
New Zealander . . .	—	—	1	1	—	—
Norwegian . . .	—	—	1	2	1	—
Polish . . .	—	2	5	5	2	1
Roumanian . . .	—	—	—	1	1	—
Russian . . .	—	6	7	9	2	—
Serbian . . .	—	—	—	1	1	1
Spanish . . .	—	3	3	3	3	—
Swedish . . .	—	1	2	2	1	—
Swiss . . .	3	80	83	97	16	7
No Nationality ² . . .	—	—	—	—	1	—
Totals . . .	65	241	317	355	180	51

¹ These figures *exclude* those officials who, for instance, as former British Civil Servants have passed competitive administrative examinations at least equal to the standard of examination laid down by the Office.

² There are many persons who, owing to the complicated territorial changes resulting from the Peace Treaties, have found themselves obliged to renounce one nationality without taking on another.

APPENDIX IV

STATISTICS OF MAIL RECEIVED BY THE INTERNATIONAL LABOUR OFFICE FOR THE THIRD QUARTER OF 1928

BY COUNTRIES

Great Britain	671	<i>Brought forward</i>	4249
Switzerland ¹	599	Esthonia	10
France	438	Mexico	9
United States of America	396	New Zealand	9
Germany	353	Cuba	7
Italy	348	Brazil	7
Belgium	206	Venezuela	5
Holland	162	Chili	5
Spain	129	Palestine	4
Poland	117	Dutch East Indies	4
Austria	89	Honduras	4
Czecho-Slovakia	77	Uruguay	4
India	71	Greece	4
Canada	66	Guatemala	4
Norway	55	Dantzic	3
Japan	54	San Salvador	3
Hungary	47	Ecuador	3
Sweden	42	Colombia	3
Roumania	39	Albania	3
Denmark	36	Sarre	2
Australia	33	Turkey	2
Serbia	32	Portugal	2
Argentine	25	Haiti	2
Russia	23	Panama	2
Bulgaria	23	Paraguay	2
Ireland	22	Persia	1
Finland	21	Peru	1
Latvia	19	Iceland	1
China	18	Lithuania	1
South Africa	14	Algeria	1
Luxemburg	13	Egypt	1
Siam	11		
			4,358
<i>Carried forward</i>	4249		

¹ The bulk of these letters refer to the internal management of the Office. The place of Switzerland would otherwise be much further down the list.

APPENDIX IV

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BY LANGUAGE

French	1865	<i>Brought forward</i>	4321
English	1593	Serbian	8
German	568	Danish	7
Spanish	108	Russian	5
Italian	74	Portuguese	4
Dutch	53	Finland	3
Esperanto	18	Hungarian	2
Norwegian	12	Bulgarian	1
Swedish	11	Ido	1
Tcheque	11	Poland	1
Roumanian	8		
<i>Carried forward</i>	4321		4,353

APPENDIX V

PART XIII (LABOUR) OF THE TREATY OF VERSAILLES OF 28TH JUNE 1919¹

SECTION I

ORGANIZATION OF LABOUR

Whereas the League of Nations has for its object the establishment of universal peace, and such a peace can be established only if it is based upon social justice;

And whereas conditions of labour exist involving such injustice, hardship and privation to large numbers of people as to produce unrest so great that the peace and harmony of the world are imperilled; and an improvement of those conditions is urgently required; as, for example, by the regulation of the hours of work, including the establishment of a maximum working day and week, the regulation of the labour supply, the prevention of unemployment, the provision of an adequate living wage, the protection of the worker against sickness, disease and injury arising out of his employment, the protection of children, young persons and women, provision for old age and injury, protection of the interests of workers when employed in countries other than their own, recognition of the principle of freedom of association, the organization of vocational and technical education and other measures;

Whereas also the failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve the conditions in their own countries;

The HIGH CONTRACTING PARTIES, moved by sentiments

¹ The provisions of Part XIII of the Treaty of Versailles are reproduced in full in Part XIII of the Treaty of Saint-Germain of 10 September 1919 (Articles 332-372), Part XIII of the Treaty of Trianon of 4 June 1920 (Articles 315-355) and Part XII of the Treaty of Neuilly of 27 November 1919 (Articles 249-269).

of justice and humanity as well as by the desire to secure the permanent peace of the world, agree to the following :

CHAPTER I ORGANIZATION

ARTICLE 387

A permanent organization is hereby established for the promotion of the objects set forth in the Preamble.

The original Members of the League of Nations shall be the original Members of this organization, and hereafter membership of the League of Nations shall carry with it membership of the said organization.

ARTICLE 388

The permanent organization shall consist of :

1. A General Conference of Representatives of the Members and
2. An International Labour Office controlled by the Government Body described in Article 393.

ARTICLE 389

The meetings of the General Conference of Representatives of the Members shall be held from time to time as occasion may require, and at least once in every year. It shall be composed of four Representatives of each of the Members, of whom two shall be Government Delegates and the two others shall be Delegates representing respectively the employers and the workpeople of each of the Members.

Each Delegate may be accompanied by advisers, who shall not exceed two in number for each item on the agenda of the meeting. When questions specially affecting women are to be considered by the Conference, one at least of the advisers should be a woman.

The Members undertake to nominate non-Government Delegates and advisers chosen in agreement with the industrial organizations, if such organizations exist, which are most representative of employers or workpeople, as the case may be, in their respective countries.

Advisers shall not speak except on a request made by the Delegate whom they accompany and by the special authorization of the President of the Conference, and may not vote.

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A Delegate may by notice in writing addressed to the President appoint one of his advisers to act as his deputy, and the adviser, while so acting, shall be allowed to speak and vote.

The names of the Delegates and their advisers will be communicated to the International Labour Office by the Government of each of the Members.

The credentials of Delegates and their advisers shall be subject to scrutiny by the Conference, which may, by two-thirds of the votes cast by the Delegates present, refuse to admit any Delegate or adviser whom it deems not to have been nominated in accordance with this Article.

ARTICLE 390

Every Delegate shall be entitled to vote individually on all matters which are taken into consideration by the Conference.

If one of the Members fails to nominate one of the non-Government Delegates whom it is entitled to nominate, the other non-Government Delegate shall be allowed to sit and speak at the Conference, but not to vote.

If in accordance with Article 389 the Conference refuses admission to a Delegate of one of the Members, the provisions of the present Article shall apply as if that Delegate had not been nominated.

ARTICLE 391

The meetings of the Conference shall be held at the seat of the League of Nations, or at such other place as may be decided by the Conference at a previous meeting by two-thirds of the votes cast by the Delegates present.

ARTICLE 392

The International Labour Office shall be established at the seat of the League of Nations as part of the organization of the League.

ARTICLE 393¹

The International Labour Office shall be under the con-

¹ At its Nineteenth Sitting held on 2 November 1922 the Fourth Session of the International Labour Conference adopted by eighty-two votes to two, with six abstentions, the following draft amendment to Article 393, which is at

trol of a Governing Body consisting of twenty-four persons, appointed in accordance with the following provisions :

The Governing Body of the International Labour Office shall be constituted as follows :

Twelve persons representing the Governments;

Six persons elected by the Delegates to the Conference representing the employers;

Six persons elected by the Delegates to the Conference representing the workers.

Of the twelve persons representing the Governments eight

present before the States Members of the International Labour Organization, in accordance with the provisions of Article 422 of the Treaty of Versailles.

" The International Labour Office shall be under the control of a Governing Body consisting of thirty-two persons :

Sixteen representing Governments,

Eight representing the Employers, and

Eight representing the Workers.

" Of the sixteen persons representing Governments, eight shall be appointed by the Members of chief industrial importance, and eight shall be appointed by the Members selected for that purpose by the Government Delegates to the Conference excluding the Delegates of the eight Members mentioned above. Of the sixteen Members represented six shall be non-European States.

" Any question as to which are the Members of chief industrial importance shall be decided by the Council of the League of Nations.

" The persons representing the Employers and the persons representing the Workers shall be elected respectively by the Employers' Delegates and the Workers' Delegates to the Conference. Two Employers' representatives and two Workers' representatives shall belong to non-European States.

" The period of office of the Governing Body shall be three years.

" The method of filling vacancies and of appointing substitutes and other similar questions may be decided by the Governing Body subject to the approval of the Conference.

" The Governing Body shall, from time to time, elect one of its number to act as its Chairman, shall regulate its own procedure, and shall fix its own times of meeting. A special meeting shall be held if a written request to that effect is made by at least twelve of the representatives on the Governing Body."

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shall be nominated by the Members which are of the chief industrial importance, and four shall be nominated by the Members selected for the purpose by the Government Delegates of the Conference, excluding the Delegates of the eight Members mentioned above.

Any question as to which are the Members of the chief industrial importance shall be decided by the Council of the League of Nations.

The period of office of the Members of the Governing Body will be three years. The method of filling vacancies and other similar questions may be determined by the Governing Body subject to the approval of the Conference.

The Governing Body shall, from time to time, elect one of its Members to act as its Chairman, shall regulate its own procedure and shall fix its own times of meeting. A special meeting shall be held if a written request to that effect is made by at least ten Members of the Governing Body.

ARTICLE 394

There shall be a Director of the International Labour Office, who shall be appointed by the Governing Body, and, subject to the instructions of the Governing Body, shall be responsible for the efficient conduct of the International Labour Office and for such other duties as may be assigned to him.

The Director or his deputy shall attend all meetings of the Governing Body.

ARTICLE 395

The staff of the International Labour Office shall be appointed by the Director, who shall, so far as is possible with due regard to the efficiency of the work of the Office, select persons of different nationalities. A certain number of these persons shall be women.

ARTICLE 396

The functions of the International Labour Office shall include the collection and distribution of information on all subjects relating to the international adjustment of conditions of industrial life and labour, and particularly the examination of subjects which it is proposed to bring before the Conference with a view to the conclusion of international conventions, and the conduct of such special investigations as may be ordered by the Conference.

It will prepare the Agenda for the meetings of the Conference.

It will carry out the duties required of it by the provisions of this Part of the present Treaty in connection with international disputes.

It will edit and publish in French and English, and in such other languages as the Governing Body may think desirable, a periodical paper dealing with problems of industry and employment of international interest.

Generally, in addition to the functions set out in this Article, it shall have such other powers and duties as may be assigned to it by the Conference.

ARTICLE 397

The Government Departments of any of the Members which deal with questions of industry and employment may communicate directly with the Director through the Representative of their Government on the Governing Body of the International Labour Office, or failing any such Representative, through such other qualified official as the Government may nominate for the purpose.

ARTICLE 398

The International Labour Office shall be entitled to the assistance of the Secretary-General of the League of Nations in any matter in which it can be given.

ARTICLE 399

Each of the Members will pay the travelling and subsistence expenses of its Delegates and their advisers and of its Representatives attending the meetings of the Conference or Governing Body, as the case may be.

All the other expenses of the International Labour Office and of the meetings of the Conference or Governing Body shall be paid to the Director by the Secretary-General of the League of Nations out of the general funds of the League.

The Director shall be responsible to the Secretary-General of the League for the proper expenditure of all moneys paid to him in pursuance of this Article.

CHAPTER II

PROCEDURE

ARTICLE 400

The Agenda for all meetings of the Conference will be settled by the Governing Body, who shall consider any suggestion as to the Agenda that may be made by the Government of any of the Members or by any representative organization recognized for the purpose of Article 389.

ARTICLE 401

The Director shall act as the Secretary of the Conference, and shall transmit the Agenda so as to reach the Members four months before the meeting of the Conference, and, through them, the non-Government Delegates when appointed.

ARTICLE 402

Any of the Governments of the Members may formally object to the inclusion of any item or items in the Agenda. The grounds for such objection shall be set forth in a reasoned statement addressed to the Director, who shall circulate it to all the Members of the Permanent Organization.

Items to which such objection has been made shall not, however, be excluded from the Agenda, if at the Conference a majority of two-thirds of the votes cast by the Delegates present is in favour of considering them.

If the Conference decides (otherwise than under the preceding paragraph) by two-thirds of the votes cast by the Delegates present that any subject shall be considered by the Conference, that subject shall be included in the Agenda for the following meeting.

ARTICLE 403

The Conference shall regulate its own procedure, shall elect its own President, and may appoint committees to consider and report on any matter.

Except as otherwise expressly provided in this Part of the present Treaty, all matters shall be decided by a simple majority of the votes cast by the Delegates present.

The voting is void unless the total number of votes cast is equal to half the number of the Delegates attending the Conference.

ARTICLE 404

The Conference may add to any committees which it appoints technical experts, who shall be assessors without power to vote.

ARTICLE 405

When the Conference has decided on the adoption of proposals with regard to an item in the Agenda, it will rest with the Conference to determine whether these proposals should take the form: (a) of a recommendation to be submitted to the Members for consideration with a view to effect being given to it by national legislation or otherwise, or (b) of a draft international convention for ratification by the Members.

In either case a majority of two-thirds of the votes cast by the Delegates present shall be necessary on the final vote the adoption of the recommendation or draft convention, as the case may be, by the Conference.

In framing any recommendation or draft convention of general application the Conference shall have due regard to those countries in which climatic conditions, the imperfect development of industrial organization, or other special circumstances make the industrial conditions substantially different and shall suggest the modifications, if any, which it considers may be required to meet the case of such countries.

A copy of the recommendation or draft convention shall be authenticated by the signature of the President of the Conference and of the Director and shall be deposited with the Secretary-General of the League of Nations. The Secretary-General will communicate a certified copy of the recommendation or draft convention to each of the Members.

Each of the Members undertakes that it will, within the period of one year at most from the closing of the session of the Conference, or if it is impossible owing to exceptional circumstances to do so within the period of one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the session of the Conference, bring the recommendation or draft convention before the authority or authorities within whose competence the matter lies, for the enactment of legislation or other action.

In the case of a recommendation, the Members will inform the Secretary-General of the action taken.

In the case of a draft convention, the Member will, if it

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obtains the consent of the authority or authorities within whose competence the matter lies, communicate the formal ratification of the convention to the Secretary-General and will take such action as may be necessary to make effective the provisions of such convention.

If on a recommendation no legislative or other action is taken to make a recommendation effective, or if the draft convention fails to obtain the consent of the authority or authorities within whose competence the matter lies, no further obligation shall rest upon the Member.

In the case of a federal State, the power of which to enter into conventions on labour matters is subject to limitations, it shall be in the discretion of that Government to treat a draft convention to which such limitations apply as a recommendation only, and the provisions of this Article with respect to recommendations shall apply in such case.

The above Article shall be interpreted in accordance with the following principle:

In no case shall any Member be asked or required, as a result of the adoption of any recommendation or draft convention by the Conference, to lessen the protection afforded by its existing legislation to the workers concerned.

ARTICLE 406

Any convention so ratified shall be registered by the Secretary-General of the League of Nations, but shall only be binding upon the Members which ratify it.

ARTICLE 407

If any convention coming before the Conference for final consideration fails to secure the support of two-thirds of the votes cast by the Delegates present, it shall nevertheless be within the right of any of the Members of the Permanent Organization to agree to such convention among themselves.

Any convention so agreed to shall be communicated by the Governments concerned to the Secretary-General of the League of Nations, who shall register it.

ARTICLE 408

Each of the Members agrees to make an annual report to the International Labour Office on the measures which it has taken to give effect to the provisions of conventions to which it is a party. These reports shall be made in

such form and shall contain such particulars as the Governing Body may request. The Director shall lay a summary of these reports before the next meeting of the Conference.

ARTICLE 409

In the event of any representation being made to the International Labour Office by an industrial association of employers or of workers that any of the Members has failed to secure in any respect the effective observance within its jurisdiction of any convention to which it is a party, the Governing Body may communicate this representation to the Government against which it is made, and may invite that Government to make such statement on the subject as it may think fit.

ARTICLE 410

If no statement is received within a reasonable time from the Government in question, or if the statement when received is not deemed to be satisfactory by the Governing Body, the latter shall have the right to publish the representation and the statement, if any, made in reply to it.

ARTICLE 411

Any of the Members shall have the right to file a complaint with the International Labour Office if it is not satisfied that any other Member is securing the effective observance of any convention which both have ratified in accordance with the foregoing Articles.

The Governing Body may, if it thinks fit, before referring such a complaint to a Commission of Inquiry, as hereinafter provided for, communicate with the Government in question in the manner described in Article 409.

If the Governing Body does not think it necessary to communicate the complaint to the Government in question, or if, when they have made such communication, no statement in reply has been received within a reasonable time which the Governing Body considers to be satisfactory, the Governing Body may apply for the appointment of a Commission of Inquiry to consider the complaint and to report thereon.

The Governing Body may adopt the same procedure either of its own motion or on receipt of a complaint from a Delegate to the Conference.

When any matter arising out of Articles 410 or 411 is being considered by the Governing Body, the Government

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in question shall, if not already represented thereon, be entitled to send a representative to take part in the proceedings of the Governing Body while the matter is under consideration. Adequate notice of the date on which the matter will be considered shall be given to the Government in question.

ARTICLE 412

The Commission of inquiry shall be constituted in accordance with the following provisions :

Each of the Members agrees to nominate within six months of the date on which the present Treaty comes into force three persons of industrial experience, of whom one shall be a representative of employers, one a representative of workers, and one a person of independent standing, who shall together form a panel from which the members of the Commission of Inquiry shall be drawn.

The qualifications of the persons so nominated shall be subject to scrutiny by the Governing Body, which may by two-thirds of the votes cast by the representatives present refuse to accept the nomination of any person whose qualifications do not in its opinion comply with the requirements of the present Article.

Upon the application of the Governing Body, the Secretary-General of the League of Nations shall nominate three persons, one from each section of this panel, to constitute the Commission of Inquiry, and shall designate one of them as the President of the Commission. None of these three persons shall be a person nominated to the panel by any Member directly concerned in the complaint.

ARTICLE 413

The Members agree that, in the event of the reference of a complaint to a Commission of Inquiry under Article 411, they will each, whether directly concerned in the complaint or not, place at the disposal of the Commission all the information in their possession which bears upon the subject-matter of the complaint.

ARTICLE 414

When the Commission of Inquiry has fully considered the complaint, it shall prepare a report embodying its findings on all questions of fact relevant to determining the issue between the parties and containing such recommendations as it may think proper as to the steps which

should be taken to meet the complaint and the time within which they should be taken.

It shall also indicate in this report the measures, if any, of an economic character against a defaulting Government which it considers to be appropriate, and which it considers other Governments would be justified in adopting.

ARTICLE 415

The Secretary-General of the League of Nations shall communicate the report of the Commission of Inquiry to each of the Governments concerned in the complaint, and shall cause it to be published.

Each of these Governments shall within one month inform the Secretary-General of the League of Nations whether or not it accepts the recommendations contained in the report of the Commission; and if not, whether it proposes to refer the complaint to the Permanent Court of International Justice of the League of Nations.

ARTICLE 416

In the event of any Member failing to take the action required by Article 405, with regard to a recommendation or draft convention, any other Member shall be entitled to refer the matter to the Permanent Court of International Justice.

ARTICLE 417

The decision of the Permanent Court of International Justice in regard to a complaint or matter which has been referred to it in pursuance of Article 415 or Article 416 shall be final.

ARTICLE 418

The Permanent Court of International Justice may affirm, vary or reverse any of the findings or recommendations of the Commission of Inquiry, if any, and shall in its decision indicate the measures, if any, of an economic character which it considers to be appropriate, and which other Governments would be justified in adopting against a defaulting Government.

ARTICLE 419

In the event of any Member failing to carry out within the time specified the recommendations, if any, contained in the report of the Commission of Inquiry, or in the

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decision of the Permanent Court of International Justice, as the case may be, any other Member may take against that Member the measures of an economic character indicated in the report of the Commission or in the decision of the Court as appropriate to the case.

ARTICLE 420

The defaulting Government may at any time inform the Governing Body that it has taken the steps necessary to comply with the recommendations of the Commission of Inquiry or with those in the decision of the Permanent Court of International Justice, as the case may be, and may request it to apply to the Secretary-General of the League to constitute a Commission of Inquiry to verify its contention. In this case the provisions of Articles 412, 413, 414, 415, 417 and 418 shall apply, and if the report of the Commission of Inquiry or the decision of the Permanent Court of International Justice is in favour of the defaulting Government, the other Governments shall forthwith discontinue the measures of an economic character that they have taken against the defaulting Government.

CHAPTER III

GENERAL

ARTICLE 421

The Members engage to apply conventions which they have ratified in accordance with the provisions of this Part of the present Treaty to their colonies, protectorates and possessions which are not fully self-governing:

- (1) Except where owing to the local conditions the convention is inapplicable, or
- (2) Subject to such modifications as may be necessary to adapt the convention to local conditions.

And each of the Members shall notify to the International Labour Office the action taken in respect of each of its colonies, protectorates and possessions which are not fully self-governing.

ARTICLE 422

Amendments to this Part of the present Treaty which are adopted by the Conference by a majority of two-thirds of the votes cast by the Delegates present shall take effect when ratified by the States whose representatives compose

the Council of the League of Nations and by three-fourths of the Members.

ARTICLE 423

Any question or dispute relating to the interpretation of this Part of the present Treaty or of any of any subsequent convention concluded by the Members in pursuance of the provisions of this Part of the present Treaty shall be referred for decision to the Permanent Court of International Justice.

CHAPTER IV

TRANSITORY PROVISIONS

ARTICLE 424

The first meeting of the Conference shall take place in October 1919. The place and agenda for this meeting shall be as specified in the Annex hereto.

Arrangements for the convening and the organization of the first meeting of the Conference will be made by the Government designated for the purpose in the said Annex. That Government shall be assisted in the preparation of the documents for submission to the Conference by an International Committee constituted as provided in the said Annex.

The expenses of the first meeting and of all subsequent meetings held before the League of Nations has been able to establish a general fund, other than the expenses of Delegates and their advisers, will be borne by the Members in accordance with the apportionment of the expenses of the International Bureau of the Universal Postal Union.

ARTICLE 425

Until the League of Nations has been constituted all communications which under the provisions of the foregoing Articles should be addressed to the Secretary-General of the League will be preserved by the Director of the International Labour Office, who will transmit them to the Secretary-General of the League.

ARTICLE 426

Pending the creation of a Permanent Court of International Justice, disputes which in accordance with this Part of the present Treaty would be submitted to it for decision will be referred to a tribunal of three persons appointed by the Council of the League of Nations.

SECTION II

GENERAL PRINCIPLES

ARTICLE 427

The High Contracting Parties, recognizing that the well-being, physical, moral and intellectual, of industrial wage-earners is of supreme international importance, have framed, in order to further this great end, the permanent machinery provided for in Section I, and associated with that of the League of Nations.

They recognize that differences of climate, habits and customs, of economic opportunity and industrial tradition, make strict uniformity in the conditions of labour difficult of immediate attainment. But, holding as they do that labour should not be regarded merely as an article of commerce, they think that there are methods and principles for regulating labour conditions which all industrial communities should endeavour to apply, so far as their special circumstances will permit.

Among these methods and principles, the following seem to the High Contracting Parties to be of special and urgent importance :

First.—The guiding principle above enunciated that labour should not be regarded merely as a commodity or article of commerce.

Second.—The right of association for all lawful purposes by the employed as well as by the employers.

Third.—The payment to the employed of a wage adequate to maintain a reasonable standard of life as this is understood in their time and country.

Fourth.—The adoption of an eight hours day or a forty-eight hours week as the standard to be aimed at where it has not already been attained.

Fifth.—The adoption of a weekly rest of at least twenty-four hours, which should include Sunday wherever practicable.

Sixth.—The abolition of child labour and the imposition of such limitations on the labour of young persons as shall permit the continuation of their education and assure their proper physical development.

Seventh.—The principle that men and women should receive equal remuneration for work of equal value.

Eighth.—The standard set by law in each country with respect to the conditions of labour should have due regard to the equitable economic treatment of all workers lawfully resident therein.

Ninth.—Each State should make provision for a system of inspection in which women should take part, in order to ensure the enforcement of the laws and regulations for the protection of the employed.

Without claiming that these methods and principles are either complete or final, the High Contracting Parties are of opinion that they are well fitted to guide the policy of the League of Nations; and that, if adopted by the industrial communities who are Members of the League, and safeguarded in practice by an adequate system of such inspection, they will confer lasting benefits upon the wage-earners of the world.

APPENDIX VI

STANDING ORDERS OF THE INTERNATIONAL LABOUR OFFICE

Adopted at Washington on 21st November 1919, during the first Session of the Conference and amended at Geneva on 3rd November 1922, during the Fourth Session.

ARTICLE 1

Composition of the Conference

1. The Conference consists of all the Delegates duly appointed by the Members of the International Labour Organization.

2. Each Delegate may be accompanied by advisers who shall not exceed two in number for each item on the Agenda of the meeting.

3. Seats in the Conference room shall be assigned to the Delegates and their advisers by the Governing Body.

ARTICLE 2

Provisional Officers of the Conference

The Conference shall be opened by the Chairman of the Governing Body of the International Labour Office, assisted by the other Officers of the Governing Body. These provisional officers shall continue to act until the President of the Conference has assumed his office.

ARTICLE 3

Verification of Credentials

1. The credentials of Delegates and their advisers shall be deposited with the International Labour Office at least fifteen days before the date fixed for the opening of the Session of the Conference.

2. A brief report upon these credentials, drawn up by the Chairman of the Governing Body, shall, with the credentials, be open to inspection by the Delegates on the day before the opening of the Session of the Conference.

This report shall be published as an appendix to the record of the first sitting.

3. Any objections raised concerning the nomination of Delegates or advisers shall be lodged with the provisional officers of the Conference during the opening sitting and transmitted by them to the Committee charged with the verification of credentials, provided for by Article 7c.

4. Pending final decision of the question of his admission, any Delegate or adviser to whose nomination objection has been taken shall have the same rights as other Delegates and advisers.

ARTICLE 4

Officers of the Conference

1. The Officers of the Conference shall be a President and three Vice-Presidents, who shall be of different nationalities. They shall be elected by the Conference. Women may be elected to any of these offices.

2. The Government, Employers' and Workers' Groups shall each nominate one of their number as Vice-President subject to the approval of the Conference.

3. The order in which these nominations shall be made shall vary at each Session of the Conference. The Groups shall have priority of nomination in the following rotation: Government Group, Employers' Group, Workers' Group, beginning with the Group indicated by lot at the Fifth Session of the Conference.

4. If a Group nominates a Vice-President of the same nationality as the Vice-President nominated by a Group possessing priority of nomination, such nomination shall be void.

ARTICLE 5

Secretariat

1. The secretarial work of the Conference shall be carried out by officials of the International Labour Office appointed for the purpose by the Governing Body of the said Office.

2. The Director of the International Labour Office shall be the Secretary-General of the Conference, and shall be responsible for the Secretariat. He may be assisted by one or more Assistant-Secretaries-General appointed by the Governing Body of the International Labour Office.

3. The Secretariat of the Conference shall be responsible *inter alia* for the receiving, printing, circulation and translation of documents, reports and resolutions; the transla-

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tion of speeches at the sittings; the taking of shorthand notes, the printing and distribution of the reports of the proceedings; the custody of the records of the Conference; the publication of the final records of the Sessions, and, generally, for all other work which the Conference may think fit to entrust to it.

ARTICLE 6

Procedure.

The procedure of the Conference shall be as follows:

1. If an objection has been lodged against any item on the Agenda by the Government of any of the Members, the Conference, after hearing the report presented by the Governing Body thereon, shall, in accordance with Article 402 of the Treaty of Versailles, decide whether such item is to be retained on the Agenda or not.

2. The Conference shall elect a Committee of Selection as provided in Article 7a.

3. During the Session and on the date fixed by the Committee of Selection, the Conference shall discuss the report submitted by the Director of the International Labour Office on the steps taken to give effect to the decisions of previous Sessions and the results achieved.

4. The Conference shall decide whether it will take as the basis of its discussion on any item of the Agenda the suggested draft conventions or recommendations prepared by the International Labour Office, and shall decide whether such draft conventions or recommendations shall be considered in full Conference or referred to a Committee for report. These decisions may be preceded by a debate in full Conference on the general principles of the suggested draft convention or recommendation.

5. If the draft convention or recommendation is considered in full Conference each clause shall be placed before the Conference for adoption. During the debate and until all the clauses have been disposed of, no motion other than a motion to amend a clause of such draft convention or recommendation, or a motion as to procedure, shall be considered by the Conference.

6. If the draft convention or recommendation be referred to a Committee, the Conference shall, after receiving the report of the Committee, proceed to discuss the draft convention or recommendation in accordance with the rules laid down in paragraph 5. This discussion shall not take place before the day following that on which copies of the report have been circulated to the Delegates.

7. During the discussion of the articles of a draft convention or recommendation, the Conference may refer one or more articles to a Committee.

8. If a draft convention contained in the report of a Committee is rejected by the Conference, any Delegate may ask the Conference to decide forthwith whether the draft convention shall be referred back to the Committee to consider the transformation of the draft convention into a recommendation. If the Conference decides to refer the matter back, the report of the Committee shall be submitted to the approval of the Conference before the end of the Session.

9. The provisions of a draft convention or recommendation as adopted by the Conference shall be referred to the Drafting Committee provided for in Article 7, for the preparation of a final text. This text shall be circulated to the Delegates.

10. No amendment shall be allowed to this text, but notwithstanding this provision the President, after consultation with the three Vice-Presidents, may submit to the Conference amendments which have been handed to the Secretariat the day after the circulation of the text as revised by the Drafting Committee.

11. On receipt of the text prepared by the Drafting Committee and after discussion of the amendments, if any, submitted in accordance with the preceding paragraph, the Conference shall proceed to take a final vote on the adoption of the draft convention or recommendation in accordance with Article 405 of the Treaty of Versailles.

12. If a draft convention on a final vote fails to obtain the necessary two-thirds majority, but obtains a simple majority, the Conference shall decide forthwith whether the draft convention shall be referred to the Drafting Committee to be drafted in the form of a recommendation. If the Conference approves the reference to the Drafting Committee, the proposals contained in the draft convention shall be submitted for the approval of the Conference in the form of a recommendation before the end of the Session.

ARTICLE 7

Committees

(a) PROVISIONS APPLICABLE TO ALL COMMITTEES.

1. In accordance with Article 403 of the Treaty of Versailles, the Conference may set up Committees for any purpose which it considers desirable.

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2. Every Committee shall appoint a Chairman, and one or more reporters to present the result of its deliberations to the Conference. Advisers may be appointed as reporters.

3. Subject to the approval of their Group, Delegates may appoint substitutes to represent them on Committees. In cases where the Group has appointed the States and not the persons by name to represent it on a Committee, a Delegate may at any time appoint as his substitute one of his advisers.

4. An official of the Secretariat of the Conference shall be appointed to act as Secretary to each Committee. He will be required to undertake such duties as may be decided upon by the Committee or the Chairman.

5. As a general rule the sittings of the Committees shall not take place at the same time as a plenary sitting of the Conference.

(b) COMMITTEE OF SELECTION.

1. As provided in Article 6, the Conference shall, as soon as constituted, appoint a Committee of Selection nominated by the Groups and consisting of twelve members of the Government Group, six members of the Employers' Group, and six members of the Workers' Group. In none of these categories shall a country have more than one member.

2. The principal task of this Committee shall be to determine the order of work of the Conference, having regard to its decisions; it shall fix the date of the plenary sittings and the Agenda of each sitting, and shall decide what resolutions are to be discussed by the Conference at each sitting.

3. It shall also determine, as hereinafter provided in this Article, the constitution of the other Committees.

(c) CREDENTIALS COMMITTEE.

1. The Conference shall elect a Committee to verify the credentials of Delegates and advisers. This Committee shall consist of a Government Delegate, an Employers' Delegate and a Workers' Delegate, whose names shall be proposed to the Conference by the Committee of Selection.

2. This Committee shall examine such cases as may be mentioned in the report of the Chairman of the Governing Body provided for in Article 3, or in individual protests, and shall forthwith present a report.

(d) DRAFTING COMMITTEE.

1. The Committee of Selection shall appoint a Drafting

Committee consisting of at least three persons, who need not be either Delegates or advisers.

2. This Committee shall draw up in the form of draft conventions or recommendations the decisions adopted by the Conference. It shall ensure agreement between the French and English texts of any draft conventions or recommendations, the translation of which is undertaken by the Secretariat.

(c) OTHER COMMITTEES.

1. When it has been decided to set up any Committee other than those specified in (c) and (d) the Committee of Selection, having fixed the number of persons of which such Committee shall be composed, shall ask each group to furnish a list setting out in order of preference a larger number of names than there are places allotted to the group on the Committee in question.

2. The Committee of Selection shall examine the lists furnished by the three Groups and, if it appears desirable that any adjustment should be made in the composition of the Committee so as to secure representation more adequate for the subject with which the Committee will deal or more satisfactory as regards the allocation of seats to the various nationalities, shall endeavour to secure such adjustment, subject to the approval of the representatives of the groups who are present.

ARTICLE 8

Right of Admission to Sitzings of the Conference

1. The sittings of the Conference shall be public except in cases where it has been expressly decided to the contrary.

2. At public sittings arrangements shall be made by the Secretariat of the Conference for the accommodation of distinguished strangers and the press.

3. Apart from delegates and advisers the only persons permitted to enter the body of the hall shall be :

- (a) One secretary or interpreter for each Delegation;
- (b) Representatives on the Governing Body who are not delegates or advisers at the Conference;
- (c) The Director of the International Labour Office and the officials of the Secretariat of the Conference.

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ARTICLE 9

Duties of the President

1. The President shall declare the opening and close of the sittings. Before proceeding to the Agenda, he shall bring before the Conference any communications which may concern it.

2. He shall direct the debates, maintain order, ensure the observance of the Standing Orders by such means as circumstances may demand, accord or withdraw the right to address the Conference, put questions to the vote and announce the result of the vote.

3. The President shall not take part in the debates and shall not vote. If he is himself a Delegate he may appoint a substitute in accordance with the provisions of Article 18.

4. In the absence of the President during a sitting or any part thereof one of the Vice-Presidents, taken in rotation, shall preside.

5. A Vice-President acting as President shall have the same rights and duties as the President.

ARTICLE 10

Right to Address the Conference

1. No Delegate shall address the Conference without having asked and obtained permission of the President.

2. Speakers shall be called upon in the order in which they have signified their desire to speak.

3. No Delegate shall speak more than once upon the same motion, resolution or amendment, without the special permission of the Conference, provided that the mover of a motion, resolution or amendment shall have the right to speak twice unless the closure has been adopted in accordance with Article 14.

4. The President may require a speaker to resume his seat if his remarks are not relevant to the subject under discussion.

5. A Delegate may at any time rise to a point of order, which shall be decided forthwith by the President.

6. Except with the special consent of the Conference no speech shall exceed fifteen minutes exclusive of the time for translation.

7. Interruptions and audible conversations are not permitted.

8. Members of the Governing Body who are not Delegates or advisers at the Conference, and the Director of the Inter-

national Labour Office or his representative may address the Conference if invited to do so by the President.

ARTICLE 11

Languages

1. The French and English languages shall be the official languages of the Conference.

2. Speeches in French shall be summarized in English and vice versa by an interpreter belonging to the Secretariat of the Conference.

3. A Delegate may speak in his own language, but his Delegation must provide for a summarized translation of his speech into one of the two official languages by an interpreter attached to the Delegation. This summarized translation shall then be rendered in the other official language by an interpreter belonging to the Secretariat.

4. The translation and circulation of documents shall be in the hands of the Secretariat, and the practice adopted at the Washington Conference as regards translation and distribution of documents in the Spanish language shall be continued.

ARTICLE 12

Motions, Resolutions and Amendments

1. Any Delegate may move motions, resolutions or amendments, in accordance with the following rules.

2. No resolution relating to an item on the Agenda shall be moved at any sitting of the Conference unless a copy has been handed in to the Secretariat of the Conference at least two days previously. Any resolution thus handed in shall be circulated by the Secretariat not later than the day following that on which it was received.

3. Amendments to a resolution may be moved without previous notice provided always that a copy of the text of any amendment shall be handed in to the Secretariat of the Conference before such amendment is moved. If an amendment to a resolution has been moved no amendment other than an amendment to the original amendment shall be moved until the original amendment has been disposed of. Amendments shall be voted on before the resolution to which they refer.

4. A Delegate may withdraw an amendment which he

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has moved unless an amendment to it is under discussion or has been adopted.

5. In the case of motions as to procedure, no previous notice need be given, nor need a copy be handed in to the Secretariat of the Conference. Motions as to procedure include the following: a motion to refer the matter back; a motion to postpone consideration of the question; a motion to adjourn the sitting; a motion to adjourn a debate on a particular question; a motion that the Conference proceed with the next item on the Agenda for the sitting.

6. No motion, resolution or amendment shall be discussed unless and until it has been seconded.

7. Except as hereinafter provided, no resolution other than those relating to items on the Agenda shall be moved at any sitting of the Conference unless a copy has been deposited with the Director of the International Labour Office at least seven days before the date fixed for the opening of the Session of the Conference. Any resolution so deposited shall be distributed to the Delegates by the International Labour Office not later than the date fixed for the opening of the Session of the Conference.

8. Notwithstanding the above provisions, the President may, with the approval of the other officers of the Conference and after twenty-four hours' notice has been given of his intention, submit to the Conference any resolution relating either to urgent matters or to matters of an entirely formal nature.

ARTICLE 13

Proposals Involving Expenditure

Any motion or resolution involving expenditure shall in the first instance be referred to the Governing Body, which, after consultation of its Finance Committee, shall communicate its opinion to the Conference. This communication shall be circulated to the Delegates at least twenty-four hours before the motion or resolution is discussed by the Conference.

ARTICLE 14

Closure

1. Any Delegate may move the closure of the discussion either on a particular resolution or amendment or on the general question.

2. The President shall put a motion for the closure of the discussion if it is supported by at least thirty Delegates. Before putting it to the vote, however, he shall read out

the names of those Delegates who had signified their wish to speak before the closure had been moved.

3. The President shall grant any Group which has not yet taken part in the discussion an opportunity if it so desires to have its opinion on the subject under discussion expressed by a speaker appointed by it.

4. If application is made for permission to speak against the closure, it shall be accorded subject to the condition that no speaker shall be allowed to speak for more than five minutes.

ARTICLE 15

Voting

1. The Conference shall vote by a show of hands or by a record vote.

2. Voting shall be by a show of hands except as hereinafter provided.

3. Votes by a show of hands shall be counted by the Secretariat and the result announced by the President.

4. In case of doubt as to the result, the President may cause a record vote to be taken.

5. A record vote shall be taken in all cases in which a majority of two-thirds of the votes is required by Part XIII of the Treaty of Versailles.

6. A record vote may also be taken on any question if a request to that effect has been made in writing by not less than twenty Delegates and handed in to the President.

7. Record votes shall be taken by calling upon each individual Delegate, each Delegation voting in turn in the French alphabetical order of the names of the Members of the International Labour Organization.

8. The vote shall be recorded by the Secretariat and announced by the President.

9. The names of the Delegates voting in a record vote shall be inserted in the verbatim report of the sitting.

10. Except as provided in paragraph 4 of this Article, it shall not be within the competence of the President to cause a record vote to be taken.

ARTICLE 16

Quorum

In accordance with Article 403 of the Treaty of Versailles a vote is not valid if the number of votes cast for and against is less than half the number of Delegates officially inscribed for the Session of the Conference and having the

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right to vote (Article 390, paragraph 2). This number shall be determined after the presentation of the brief report referred to in paragraph 2 of Article 3. If any Delegate is not finally admitted the number constituting the quorum shall be modified accordingly for the subsequent sitting.

ARTICLE 17

Majority

In order to determine the majorities by record vote all votes cast, for and against, shall be counted, so that in order to be adopted, it is necessary that the proposal submitted to the Conference obtain, as the case may be, more than half, or two-thirds of the votes cast.

ARTICLE 18

Substitutes

1. In accordance with Article 389 of the Treaty of Versailles a Delegate may by notice in writing addressed to the President appoint one of his advisers to act as his substitute. Such notice must be addressed to the President before the sitting, unless a new question comes up for discussion in the course of the sitting. The notice shall specify the sitting or sittings at which the substitute will act.

2. Substitutes may take part in the debates and may vote under the same conditions as Delegates.

ARTICLE 19

Verbatim Reports

1. A verbatim report shall be printed at the conclusion of each sitting by the Secretariat. There shall be included in the report the list of Delegates present at the sitting, together with any texts adopted and the results of any votes taken.

2. Before the report is printed in its final form, any Delegate may demand the right to revise any part of the report containing a speech which he has made. Speeches or parts of speeches that have not been delivered during the sitting shall not be published in the report.

3. In order that any proposed corrections may be inserted, they should be handed in to the Secretariat during the evening following the sitting.

4. The verbatim reports shall be signed by the President of the Conference and the Secretary-General.

ARTICLE 20

Election of the Governing Body of the International Labour Office

1. The Conference shall proceed every three years in the course of its Session to elect the Governing Body of the International Labour Office in accordance with Article 393 of the Treaty of Versailles.

2. For this purpose, the Government Delegates of all the Members, excepting those of the eight Members of chief industrial importance within the meaning of the said Article, shall meet in order to select the four Members whose Governments shall nominate representatives to the Governing Body.

3. The Delegates of the Employers and of the Workers shall meet separately in order to elect their six representatives to the Governing Body. These representatives shall be elected by name.

4. If a vacancy in the Governing Body occurs among the Employers' or Workers' representatives, and if the Governing Body has not, in accordance with Article 393 of the Treaty of Versailles, provided for the method of filling such vacancies, the Delegates at the Conference belonging to the category concerned shall assemble during the course of the ensuing Session in order to fill the vacancy.

5. If the Governing Body has, in accordance with Article 393 of the Treaty of Versailles, provided for the filling of vacancies, the decisions taken by the Governing Body in this respect shall be submitted to the Conference for its approval or otherwise.

6. If the decisions of the Governing Body are not approved by the Conference, a new election shall be held in accordance with the provisions of paragraphs 2 and 3 hereof.

ARTICLE 21

Standing Orders for the Groups

1. Each Group shall hold official meetings in order to transact the following business:

(a) The nomination of a Vice-President (Article 4).

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- (b) The nomination of Members for the Committee of Selection (Article 7B).
- (c) The nomination of Members for other Committees (Article 7B).
- (d) Elections for the Governing Body (Article 30).
- (e) Any other matters referred to Groups by the Committee of Selection or by the Conference.

2. The first of these official meetings shall be held as soon as possible after the Conference meets. At this first meeting a representative of the Secretariat shall be present, if the Group so desires, to inform the Group as to procedure, and the Group shall elect a Chairman, a Vice-Chairman and a Secretary.

3. The Secretary of each Group shall report forthwith to the officers of the Conference the results of all official meetings.

4. The Group may at any time hold non-official meetings for discussion or for the transaction of non-official business.

5. At official meetings only Delegates shall vote, provided always that a Delegate may, by notice in writing to the President, appoint one of his advisers to act as his substitute, if he himself is unable to be present, in accordance with the provisions of Article 18 for the meetings of the Conference.

ARTICLE 22

Procedure of Voting at Elections

1. The President of the Conference or a person nominated by him shall direct the actual procedure of voting in elections required for the appointment of Committees, of the Governing Body or of the Vice-Presidents of the Conference; he shall convoke in due time the Delegates who have a right to vote, shall see that the votes are regularly counted and shall communicate to the Conference the results of the election.

2. At least twenty-four hours' notice shall be given of meetings for the election of representatives to the Governing Body.

APPENDIX VIII

SHOWING ACTION TAKEN WITH REGARD TO RECOMMENDATIONS (JAN. 1, 1924)

FIRST SESSION. WASHINGTON, 1919

Abridged Title of Recommendation.	MEASURES TAKEN.					
	(A) Acts, etc.	(B) Bills, etc. introduced.	(C) Bills, etc., drafted or in preparation.	(D) Approval authorized.	(E) Approval recommended.	(F) ¹ Notification that Recommendation is already applied.
212 1 Unemployment	Belgium Czecho-Slovakia Denmark France (§I) Germany Italy (§I) Norway Poland (§§I and II) Spain (§II) Sweden	Belgium Chili Czechoslovakia France Germany Poland (§I)	Luxemburg Netherlands Poland (§I) Switzerland (§I)	Bulgaria Finland Roumania	Germany	Austria Finland Italy
2 Reciprocity of Treatment of Foreign Workers.	Argentina Austria Belgium Brazil Czecho-Slovakia Denmark France Italy Luxemburg Netherlands			Bulgaria Finland Roumania	Germany	Bulgaria Chili Denmark France India Italy Japan Luxemburg Poland Roumania

	Poland Sweden Switzerland					Spain Sweden
3 Anthrax	India Netherlands		Netherlands	Bulgaria Finland Roumania	Germany	Poland
4 Lead Poisoning	Austria Germany Great Britain India Netherlands Poland Switzerland	Brazil Chili Portugal	Austria	Bulgaria Roumania	Germany	Japan
5 Government Health Services.	Austria Poland	Chili Poland		Bulgaria Finland Roumania	Germany	Austria Belgium Bulgaria Denmark Finland Germany Great Britain Italy Netherlands Norway Roumania South Africa Sweden Switzerland

¹ This column shows the countries which have officially intimated that their legislation applied the provisions of the Recommendations prior to the Washington Conference.

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