

INTERNATIONAL LABOUR OFFICE

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CONTENTS

Special Articles	Pages
The Third International Labour Conference	179
Collective Agreements in Italy, by Gino OLIVETTI	209
The Co-operative Movement and Labour in India, by Henry W. WOLFF	229
Labour Conditions in Japanese Coal Mines	251
Industrial Relations	
Trade Union Organisations	265
Employers' Organisations	271
Production and Prices	
Wholesale Prices in Various Countries	281
Cost of Living and Retail Prices	285
Employment and Unemployment	
Statistics of the Unemployed	299
Migration	
Notes on Migration	307
Labour Conditions	
Hours of Labour in the Mercantile Marine	321
Industrial Hygiene	
Notes on Industrial Hygiene	329
Government Reports	337
Book Notes	345

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The Third International Labour Conference

THE third session of the International Labour Conference was held at Geneva from 25 October to 18 November 1921. This meeting of the Conference might be considered to be in fact the second session of the General Conference, since the session at Genoa was a special one, concerned entirely with the regulation of labour at sea. The Geneva session was, like the first session held at Washington, occupied with matters of general concern, though, as will be seen from the agenda given below, agricultural questions bulked largely among the subjects under discussion.

AGENDA

of the Third Session of the General Conference of the International Labour Organisation

- (1) Reform of the Constitution of the Governing Body of the International Labour Office.
- (2) Adaptation to agricultural labour of the Washington decisions concerning the regulation of the hours of work.
- (3) Adaptation to agricultural labour of the Washington decisions concerning:
 - (a) Measures for the prevention of or providing against unemployment;
 - (b) Protection of women and children.
- (4) Special measures for the protection of agricultural workers:
 - (a) Technical agricultural education;
 - (b) Living-in conditions of agricultural workers;
 - (c) Guarantee of the rights of association and combination;
 - (d) Protection against accident, sickness, invalidity and old age.
- (5) Disinfection of wool infected with anthrax spores.
- (6) Prohibition of the use of white lead in painting.
- (7) The weekly rest-day in industrial and commercial employment.
- (8)
 - (a) The prohibition of the employment of any person under the age of 18 years as trimmer or stoker.
 - (b) Compulsory medical examination of all children employed on board ship.

This agenda was communicated by the International Labour Office to the States Members of the Labour Organisation on 21 January 1921. A slightly different agenda had been circulated in August 1920, when the intention of the Governing Body was

that the Third Session of the Conference should be held in April 1921. Subsequently the Governing Body, at its Sixth Session of 11-14 January 1921, decided to postpone the Third Session of the Conference to October because it considered the time allowed too short for adequate preparation for the Conference. The re-arrangement of the agenda involved no change of subject matter. The new grouping, with an increase in the number of items, was merely intended to facilitate the work of the Conference, to give more precision to the scope of certain items on the agenda, and to render it possible for the governments to send a suitable number of technical advisers, at the same time complying with the provision of the Treaty of Versailles (Article 389), which permits the sending of two technical advisers for each item of the agenda. The increase in the number of items, and consequently in the number of technical advisers who might be appointed, was well warranted by the variety of subjects on the agenda.

Most of the items on the agenda appeared there as a sequence of the work of the Conference at Washington. A motion to include agricultural questions on the agenda of the next session of the Conference received at Washington 42 votes in favour as compared with 14 against, but the vote was invalidated because a quorum was not present. By a subsequent vote of 64 to 7 all questions relative to the next agenda were referred to the Governing Body, and that body, taking into account the opinions expressed at that Conference, decided on the insertion of these items. The prevention of anthrax (Item 5) was put on the agenda at the March 1920 session of the Governing Body, in view of the fact that it had been understood by the members of the Washington Conference, which adopted a Recommendation on the question, that the matter should be taken up by the Third Session of the Conference. The question of the use of white lead in painting (Item 6) was placed on the agenda by the session of the Governing Body of April 1921, as a result of the desire expressed by the Commission on Unhealthy Processes in its report to the Washington Conference that the matter should be considered by the next Conference. The items relative to seafarers were relegated to the 1921 Conference by resolution of the Genoa session. The question of the weekly rest was added by the Governing Body during its third session in March 1920. The first item on the agenda, the reform of the constitution of the Governing Body, dates back to the Conference at Washington, where dissatisfaction was expressed by certain groups with the proportion of seats on that body allotted to European states.

The agenda roused a certain amount of criticism. The Swiss Peasants' Union protested vigorously against the regulation of the hours of labour in agriculture, and found support in French agricultural circles for their demand that this question should not be considered at the present time. Agitation in France led to a questioning of the competence of the Organisation to deal with any agricultural questions whatever.

Early in the year the Swiss Government had proposed the withdrawal from the agenda of the questions concerning agriculture, or their postponement to some future Conference, but it did not formally object to these items, as it might have done under Article 402 of the Treaty of Versailles. The formal objection came from the French Government, which on 13 May objected to the inclusion of Item II concerning hours of work in agriculture, and on 7 October objected also to the other agricultural questions comprised under Items III and IV. In both countries a certain amount of controversy had been aroused on the subject, turning upon the two points of the expediency of international regulation of agricultural labour at the present time, and the competence of the Labour Organisation to deal with agriculture. The formal objection of the French Government did not directly raise the latter question, but there was no doubt in the minds of observers that the whole question of competence was brought into question in other quarters. Particularly the polemic of the Swiss Peasants' Union, energetically pursued by its secretary, had been directed against the intervention of the Labour Organisation in the affairs of agricultural workers. On the other hand, organisations of farm-workers in many countries had replied energetically to the arguments of the Swiss Peasants' Union and the French protagonists of the doctrine of non-competence, and there was every indication that the question would be the subject of keen controversy on the floor of the Conference itself.

The question of the prohibition of the use of white lead in painting appeared to be no less provocative of dispute. In certain quarters the questionnaire on this subject, issued by the International Labour Office in preparation for the Conference, had been vigorously, not to say bitterly, attacked. The Office had been accused not only of insufficient study of an intricate problem — a charge in itself serious enough — but also of deliberate partisanship, and even, in certain quarters, of having sided with the paint manufacturers of one country in an attempt to injure those of another. It is sufficient to say here that, after the Director had replied to them, these charges were not further pressed.

If these questions, agriculture and white lead, were to all appearances the principal danger points facing the Conference on its assembly, it must not be forgotten that the atmosphere in which the delegates met, altogether apart from these and other controversial points, was totally different from that of the Washington Session of October-November 1919. The passing of two years had brought to the world of labour, to employers and employed alike, a certain disillusionment; the high ideals which accompanied the release from the strain of war — what President Wilson had called "the tide rising in the hearts of men" — had suffered under the stress of difficult times; the tide was ebbing. The world was faced at that moment by an unemployment crisis of appalling intensity; the problem of production was

making it very difficult even to approach the discussion of questions, such as that of the regulation of hours, which had the appearance of being possibly restrictive of production, and friction between labour and capital had renewed its baneful predominance in the industrial affairs of many, if not most, of the important States represented at the Conference.

In view of these circumstances, well-wishers of the International Labour Organisation and its work for social peace and justice may be forgiven for having viewed the advent of the Third Session of the Conference with a certain trepidation; they felt it to be a testing point in the Organisation's career. Was the vessel which had enjoyed the following breezes of Washington and survived the squalls of Genoa built staunchly to withstand the storms of the world industrial situation in the closing months of 1921? Rightly they judged the test severe, but the event proved that they were justified also in their hope.

PERSONNEL OF THE CONFERENCE

The Conference enjoyed a stroke of good fortune in the acceptance of its presidency by Lord Burnham, the British parliamentarian and proprietor of the "Daily Telegraph". Well-versed in parliamentary procedure and a man of quick and impartial judgment, Lord Burnham was an unqualified success as chairman; the relative smoothness and expedition with which the work of the Conference was despatched was due in very large measure to his untiring efficiency. The position of chairman in an international conference is always one of great difficulty. National methods of procedure vary enormously, and the International Labour Conference is not yet old enough to have worked out in adequate detail its own methods. Its Standing Orders are obviously provisional in character and are in places obscure. Lord Burnham succeeded, in spite of these possibilities of trouble, in enabling the Conference to accomplish an enormous amount of work in what must be regarded as an astonishingly short period, and this he did, it may confidently be stated, without giving ground of complaint to any single delegate present.

The delegates numbered 118, and they were accompanied by some 230 technical advisers. Some of the national delegations, especially from the great industrial states, such as Great Britain, France, and Japan, were of a number which may be taken as an index of the importance attached by their respective governments to the work of the Conference. In some cases, the size of the delegation reflected the state of the exchange between the country in question and Switzerland. In yet other cases distance is a factor in determining the number of technical advisers who accompany their delegates to the Conference. Space and time are still among the primary difficulties of international co-operation, though they are now happily not insuperable.

The delegates came from 39 states. As readers of the *Review* are doubtless aware, each State Member of the Organisation may appoint four delegates, two representing the government, and two others, an employers' and a workers' delegate, nominated by the government "in agreement with the industrial organisations, if such organisations exist, which are most representative of employers or workpeople, as the case may be, in their respective countries". Of the delegates, 69 represented their government, 24 the employers, and 25 the workers. Since a national delegation does not vote as a unit, the employers' and workers' delegates being perfectly free to vote with or against their colleagues representing the government, the International Labour Conference constitutes to some extent an experiment among legislating bodies to which sufficient attention has not been drawn. Its personnel is recruited at once on a geographical and on a functional basis; the government delegates might be regarded, by the exponents of certain modern political doctrines, as representatives in the first place of the consumers organised as the state; the employers' and workers' delegates represent the two branches of production. The parallel may easily be pushed too far, but the Conference is providing interesting material for a study of the permutations and combinations which may be possible in this type of representative body. The table on the next page, giving an analysis of the record votes taken by the Conference, may repay examination.

The technical advisers were of many types, government officials, factory inspectors, scientists, labour leaders, and trade union officials. Some of them played important and possibly decisive parts in the Commissions, and even in the Conference itself, in which they may act as deputies of the delegate to whom they are attached, and in that capacity may both speak and vote.

The secretariat of the Conference was of course drawn from the staff of the International Labour Office, with the Director at its head as Secretary-General and the Deputy-Director as Deputy Secretary-General.

OPENING OF THE CONFERENCE

The preliminary speeches of the Conference, those of Mr. Arthur Fontaine, Chairman of the Governing Body, of Mr. Schulthess, President of the Swiss Confederation, of Mr. Gignoux, President of the Council of State of the Republic and Canton of Geneva, and of Lord Burnham upon his election to the presidency of the Conference, were characterised by a note of caution which reflected the world economic situation at the moment.

Mr. Fontaine called attention to the dangers involved in an overloaded agenda which might entail a large number of decisions, each of which had, under the Treaty, to be considered by the already overburdened national Parliaments. The gloom of

ANALYSIS OF THE VOTES OF THE INTERNATIONAL LABOUR CONFERENCE,
GENEVA, 1921

Questions voted	For				Against			
	Gov't Delegates	Employers' Delegates	Workers' Delegates	Total	Gov't Delegates	Employers' Delegates	Workers' Delegates	Total
1. Retention on Agenda of Item II	32	7	24	63	26	13	—	39
2. Retention on Agenda of Item III	52	14	24	90	10	7	—	17
3. Retention on Agenda of Item IV	55	14	24	93	7	6	—	13
4. Substitution of Social Insurance Conventions for Recommendation	37	18	—	55	11	1	23	35
5. Protection of women in child-birth, substitution of Recommendation for Convention	21	2	24	47	27	17	—	44
6. Adoption of Convention, age of trimmers or stokers	58	18	24	100	—	—	—	—
7. Adoption of Convention, medical examination of children at sea	55	17	24	96	—	—	—	—
8. Adoption of Convention, combination of agricultural workers	52	16	24	92	1	4	—	5
9. Adoption of Recommendation, technical agricultural instruction	55	19	23	97	—	—	—	—
10. Amendment to Recommendation, unemployment in agriculture	14	18	—	32	32	2	24	58
11. Adoption of Recommendation, unemployment in agriculture	49	2	24	75	1	18	—	19
12. Adoption of Convention, compensation in agriculture	47	11	23	81	6	7	—	13
13. Adoption of Recommendation, insurance in agriculture	47	13	24	84	—	2	—	2
14. Adoption of Recommendation, night work of children in agriculture	45	13	24	82	3	2	—	5
15. Adoption of Recommendation, night work of women in agriculture	47	19	24	90	4	—	—	4
16. Adoption of Recommendation, protection of women in child-birth	33	8	24	65	8	6	—	14
17. Adoption of Recommendation, living-in conditions of agricultural workers	40	10	24	74	6	6	—	12
18. Adoption of Convention, age of children in agriculture	44	17	24	85	—	1	—	1
19. Substitution of Convention as basis of discussion, white lead	24	—	21	45	22	20	2	44
20. Amendment to draft Convention, weekly rest in industrial undertakings	20	21	—	41	31	2	25	58
21. Adoption of draft Convention, weekly rest in industry	46	2	25	73	4	20	—	24
22. Adoption of draft Convention, white lead.	47	18	25	90	—	—	—	—
23. Adoption of Recommendation, weekly rest in commerce	50	18	24	92	—	—	—	—

the economic situation, whilst in no way impairing the warmth of Mr. Schulthess' welcome to the delegates, led him to emphasise the importance of prudence and reserve. Mr. Gignoux appealed to the spirit of collaboration to meet present difficulties. Lord Burnham pleaded for international understanding, and for the conquest of the greatest enemy of that understanding, ignorance. Quoting Ruskin, he said : "The distance of nations are increased not by seas, but by ignorances". The success of the Conference and of the Organisation, he continued, was dependent upon the dissemination of information and ideas and upon a common goodwill and mutual confidence. Without these things, the decisions of the Conference would be as vain as is national legislation unsupported by public opinion and consent. But the decisions of the Conference were not its only weapon ; the very fact that it existed and was there assembled had in it the promise and potency of the future. "Your purpose is your power".

OBJECTIONS TO THE AGENDA

The first business of the Conference was the determination of its procedure and the settlement of the problems raised by the objections put forward against certain items on its agenda. A report on the latter question was submitted by the Governing Body, through the Secretary-General, and Mr. Arthur Fontaine as French Government delegate moved the deletion from the agenda of the items concerning agriculture. The memorandum of the French Government, which Mr. Fontaine read, recalled the doubts which had been expressed regarding the competence of the Organisation in the matter of the regulation of agricultural labour, and although Mr. Justin Godart, the second French Government delegate, declared formally that his government had demanded the withdrawal of these items only on the ground of expediency, it was with the question of competency that the subsequent discussion was predominantly concerned.

The debate, which extended over two sittings of the Conference, did not however reveal very much difference of opinion on the question. The workers' delegates, as was to be expected, appeared to be unanimously against the idea of non-competence ; their spokesman Mr. Jouhaux adduced evidence as to the intentions of the framers of Part XIII of the Peace Treaty, evidence which was reinforced by other speakers, notably by Sir A. D. Hall, one of the British Government delegates. Finally the competence of the Organisation was affirmed by the following resolution, which was adopted by 74 votes to 20 :

The Conference, considering that it has jurisdiction to deal with matters relating to agricultural labour, and considering that the agenda as proposed by the Governing Body is in accord both with the decisions taken by the Washington Conference and with the reasonable demands of the agricultural workers, decides to consider the expediency of retaining the questions under II, III and IV of the Agenda, taking each of these questions in succession.

Three further sittings were devoted to discussion of the expediency of retaining questions on the agenda. By the terms of Article 402 of the Treaty, a two-thirds majority is necessary for the retention of an item to which a Government has formally objected, and there was therefore considerable doubt in the minds of onlookers as to the event. In the end, Item II on hours of work in agriculture failed by five votes to get the necessary two-thirds majority, the voting being 63 to 39, and was abandoned. The other questions under Items III and IV were retained by 90 votes to 17.

THE COMMISSIONS

The Conference, like most legislative bodies, works through committees and commissions and during the preliminary discussions outlined above these Commissions had been appointed and had in some cases begun their work. They are of the two usual types, those concerned with the machinery and those occupied in the elaboration of the Draft Conventions and Recommendations which are, so to speak, the legislative acts of the Conference. Among the former type are to be reckoned the Commission of Selection, which makes a preliminary examination of all resolutions submitted and which determines, subject of course to the approval of the Conference, the order and arrangement of business, the Commission on Credentials, and the Drafting Committee. The Commission on Credentials was on this occasion faced by certain difficult problems arising out of the somewhat obscure wording of Article 389 of the Treaty. The troubles in this connection are found for the most part in the cases of countries where the organisation of workers in trade unions is not yet highly developed, and in the decision, for which each government is responsible in its own country, as to what are in fact the "most representative" organisations. The difficulties were surmounted, however, and no delegate's credentials were ultimately refused.

In this connection it is hoped that friction may be avoided in the future by a definitive interpretation of Article 389. Such an interpretation will, at the request of the Conference, be one of the tasks of the first session of the Permanent Court of International Justice.

All the Commissions of the Conference are of tripartite composition: like the Conference itself they comprise delegates from each of the three groups; government, employers, and workers. Unlike the Conference, however, the three groups are usually present in equal numbers on those Commissions which consider the Draft Conventions and Recommendations. The subjects on the agenda were assigned to seven Commissions of this type, with the exception of Item I on Reform of the Constitution of the Governing Body of the International Labour Office, which was referred to the Commission of Selection.

FIRST AGRICULTURAL COMMISSION

The agricultural questions were divided amongst three Commissions. To the first of these were entrusted Items III (a) (Measures for the prevention of or providing against unemployment) and IV (d) (Protection against accident, sickness, invalidity and old age). Sir A. D. Hall, one of the British Government Delegates, was elected chairman.

A basis for discussion was provided in the draft proposals submitted to the Conference by the International Labour Office in its Reports. As might be expected, this Commission devoted most of its time to unemployment. Consideration of this problem in connection with agricultural labour leads rather to the suggestion of proposals for preventing unemployment than to those of a remedial type, and a large number of diverse propositions were examined, ranging from the expropriation of owners whose lands were inadequately worked to very mild proposals that the governments should consider the advisability of taking certain measures. The Recommendation finally adopted by the Commission and approved by the Conference emphasised the necessity that governments should examine the possibility of encouraging improved technical methods by which unworked or partially worked land might be brought under cultivation, of encouraging land settlement, of affording transport facilities for the movement of unemployed agricultural workers, of developing supplementary forms of employment in cases of seasonal industries, and of encouraging co-operative action by the provision of credits. The supplementary occupations were the object of a certain suspicion on the part of the workers' representatives, who regard home work and sweated work as frequently synonymous, but the addition of a qualifying phrase seemed to meet their case.

The liability of agricultural workers to accident formed the subject of a Draft Convention, which the Commission adopted directly from the draft prepared by the International Labour Office, and which the Conference approved by the requisite two-thirds majority without much discussion. It provides that States which ratify the Convention shall extend to agricultural wage-earners the benefits of their laws and regulations concerning compensation for injury incurred by accident arising out of or in the course of the injured person's employment.

The third decision which emanated from this Commission was a Recommendation concerning social insurance in agriculture which urged upon the States Members of the Organisation the necessity of applying to agricultural workers, on conditions equivalent to those prevailing for industrial and commercial workers, their laws and regulations relating to the establishment of systems of insurance against sickness, invalidity, old age, and "similar social risks". The Commission desired to formulate its decision on this matter in the shape of a Draft Convention, but the Conference preferred that of a Recommendation.

SECOND AGRICULTURAL COMMISSION

To the Second Commission were allocated all questions affecting women and children in agricultural employment. These comprised the adaptation to agricultural labour of the Washington decisions concerning the protection of women and children (Protection of women employed in agriculture before and after childbirth; the night work of women and children and the age of admission of children to employment in agriculture), which formed part of Item III of the agenda, and the question of living-in conditions, taken from Item IV.

The protection of women before and after childbirth was the subject of a Convention at Washington, but the International Labour Office, basing its opinion on the replies to its questionnaire received from the governments, had proposed in its report only a Recommendation. An effort was made in the Commission to secure a Draft Convention, and, when that appeared hopeless, to obtain a Recommendation couched in the same terms as those of the Washington Convention. This also failed to obtain sufficient support, and the Commission finally adopted the Recommendation originally drafted by the International Labour Office. This asks States to give protection to mothers employed in agriculture similar to that afforded to industrial and commercial workers, but does not lay down a fixed period during which absence from work should be permissible or compulsory. The supporters of a Draft Convention pursued their idea into the Conference itself, and by a vote of 47 to 44 the Recommendation was sent back to the Commission to be converted into a Convention. The narrow majority, however, did not warrant such a change; there appeared to be no probability that two-thirds of the delegates would, in the final vote, support a Convention, and the Commission therefore sent forward its decision unchanged.

A similar position arose in the case of the night work of women. The International Labour Office had submitted a Recommendation; the workers desired a Convention, but found it impossible to secure sufficient support. The Recommendation eventually adopted by the Commission and the Conference was much more elastic than that of Washington concerning women workers in industry and commerce. This was due in large part to consideration of the dependence of agricultural labour upon weather conditions and of the impossibility of work during the middle of the day in some climates. A night rest of not less than nine hours, if possible consecutive, is all that is asked for, whilst the Washington decision on the same subject for women employed in industry or commerce took the stronger form of a Draft Convention and laid down eleven consecutive hours as the normal night rest.

With regard to the night work of children, the Commission again differed from the Washington decision. The Draft

Convention adopted by the latter Conference applied to "young persons under eighteen years of age" and provided that they should have a night rest of at least eleven consecutive hours. In the present case a distinction was made between workers under fourteen, who are to be ensured "a period of rest compatible with their physical necessities and consisting of not less than ten consecutive hours", and those between fourteen and eighteen, for whom the period named is nine hours.

The age of admission of children to employment in agriculture presents problems of a character very different from those involved in the employment of children in industry. The difficulty, perhaps also some hesitation as to the desirability, of preventing the employment of children in rural areas led to the adoption of a Convention differing from that of Washington concerning industry. Generally, employment of children in agriculture is prohibited, except outside the hours of school attendance, and then only if such employment does not prejudice school attendance. A certain elasticity is provided for "purposes of vocational instruction" by permitting the employment of children on light work—this modification being introduced by Conference itself—and the arrangement of school hours so as to permit of such employment in the harvest.

Finally this Commission dealt with the difficult problem of the living-in conditions of agricultural workers. The object of international "legislation" on this subject was of course the securing of conditions morally and hygienically healthy. The Commission found that the elaboration of detailed provisions was an impossibility; even in the matter of beds the difficulty was illustrated, for in many countries the provision of a simple mat suffices for sleeping purposes. The Recommendation agreed upon is therefore drawn in fairly wide terms, but it seems capable, if adopted by the states, of achieving the improvement in moral and hygienic welfare which is intended. Clauses concerning provision for the worker's family were inserted by the Commission which, while not perhaps everywhere equally applicable, will probably do something to improve conditions in Eastern Europe. Discussion of this subject revealed a difficulty frequently met with in attempts to ameliorate conditions in the home, that of the degree to which inspection of living quarters is bearable and the point at which it becomes offensive.

In some respects, the work of this Commission was more difficult than that which occupied the attention of the first and third Agricultural Commissions, the infinite variety of circumstance being of greater import in the questions here examined than in such questions as, for example, social insurance. The five decisions obtained, whilst clearly not satisfying the workers' delegates—nor, it is fair to say, many of the government and employers' delegates—do in fact represent an important step in advance, and if put into practice will very materially improve the conditions of agricultural workers in all but the most

advanced states, and even there will tend to eliminate the "bad cases" which are always to be found.

THIRD AGRICULTURAL COMMISSION

The third Commission on agricultural questions dealt with parts of Item IV of the agenda on technical agricultural education and guarantee of the rights of association and protection for agricultural workers. General agreement was easily obtained upon the former of these subjects, and the proposed Recommendation of the International Labour Office was adopted. Its terms urged that the States Members of the Labour Organisation should encourage the development of technical agricultural education and should make it available for wage-earners.

On the second question there was more discussion. The workers' representatives made vigorous attempts to extend in two or three directions the scope of the Draft Convention submitted by the Office. That draft proposed to give to agricultural workers the same rights of combination as to workers in industry, but an attempt was made to make the grant of these rights absolute. Again, the workers' representatives wished to add the right of meeting, but the majority of the Commission felt that each government must be left to judge concerning internal police matters. A further amendment calling upon states to abolish any existing restrictions or powers of suspension of the right of association of agricultural workers was likewise rejected on the ground that such a course was impossible in certain cases without constitutional amendment.

An amendment made in Commission guaranteeing liberty to belong or not to belong to an organisation was struck out by the full Conference, and the Draft Convention finally adopted differed little from that proposed by the Office. It provides that the states which ratify it shall give to agricultural workers the same rights of association and combination as to industrial workers, and shall repeal any statutory or other provisions restricting such rights.

The interpretation put upon one phrase in the text of the Convention is worth noting; both Commission and Conference agreed that the words "all those engaged in agriculture" should include small farmers (not owners) as well as wage-earners.

COMMISSION ON MARITIME QUESTIONS

Item VIII of the agenda comprised two questions (Prohibition of the employment of any person under the age of 18 years as trimmer or stoker, and compulsory medical examination of all children employed on board ship). On the Commission which deals with these questions both shipowners and seamen were well represented. It was remarked by the chairman, Mr. Deckers, the Belgian shipowner, that the Commission demonstrated once more the value of direct contact between

shipowners and seamen and the joint discussion of practical problems by men knowing all sides of their subject.

The deliberations of the Commission resulted in the adoption of a Draft Convention on each of the questions before them. By the terms of the first of these, the employment of young persons under the age of eighteen as trimmers and stokers is forbidden, with certain well-defined exceptions, as on school-ships, on vessels mainly propelled by other means than steam, and in the Indian and Japanese coasting trade. The case of *force majeure* is also met by implication in this Convention. Article 4 provides that when a trimmer or stoker is required in a post where only young persons of less than eighteen years of age are available, it shall be permissible to engage them, but to engage two persons in place of the single trimmer or stoker required, and the minimum age shall in their cases be sixteen. This would appear to give adequate guarantee that persons under eighteen will only be engaged in these arduous occupations when necessity imperatively demands it.

The second Convention adopted by the Commission provides for the medical examination of entrants to the seafaring profession. No difference of opinion was manifested as to the need for this; experience has long ago proved it, and the practice of the important maritime countries has sanctioned it. The Commission adopted the draft proposed by the Office with exceptions to meet cases of *force majeure* and urgency. It provides for the preliminary medical examination of all young entrants and for periodical re-examinations up to the age of eighteen.

At the Genoa Session of the Conference the regulation of labour on fishing vessels had been shown to be a specially difficult problem, and the present Commission wished to exclude these vessels from the scope of its decisions, and to refer to a later Conference the task of considering their case. In order to make its position clear, the Commission resolved that "it is understood that any Recommendations or Conventions regarding maritime affairs agreed on by this Conference do not cover the fishing industry", and the Conference adopted the resolution without opposition.

A second resolution, intended to make it certain that decisions affecting seamen be first made the subject of deliberation by the Joint Maritime Commission of the International Labour Office, a Commission which had been appointed by the Governing Body in March 1920 and composed of five representatives of shipowners, five of seamen, and two members of the Governing Body, also that no decisions of the Conference should apply to seamen unless they were definitely adopted as maritime questions, was proposed by the Commission and adopted in the Conference by 56 votes to 18.

COMMISSION ON ANTHRAX

The proposal of the International Labour Office was to fight this terrible disease so far as possible in the ports of exporting

countries by instituting a system of disinfection, under the supervision, to a certain extent, of an International Anthrax Commission. This proposal was of course based upon the opinions received from the various governments in reply to the questionnaire on the subject, but the majority of the Commission appeared to consider that the question had not yet been adequately studied. In particular, the doubtful efficacy of certain processes of disinfection, their effects on the quality of the wool, the possibility of compulsory disinfection at certain ports causing changes in the present transport routes for wool, and the fact that anthrax spores are frequently carried by hides and skins which were not included in the scope of the present proposals, were matters which led the Commission to postpone an immediate decision. A series of resolutions was therefore adopted, the object of which was the creation of an advisory committee composed of members representing the principal wool-exporting and wool-using countries. This committee is to examine the whole question and put forward proposals for the next session of Conference. The Commission recommended strongly that the United States be invited to co-operate.

COMMISSION ON WEEKLY REST

The elaboration of international "legislation" on the subject of the weekly rest proved to be one of the most difficult tasks submitted to a Commission. In some degree the weekly rest is the complement of the 8-hour day and the 48-hour week, and the Commission seems always to have been conscious of the difficulties which have arisen in the application of the Convention of Washington on the latter subject. While government representatives and employers desired to leave the utmost possible elasticity in the decision—always approving fully the principle of one day's rest in seven—the workers desired to have a definite and binding conclusion. The contest was therefore between the exigencies of industry and the well-being of the worker, with all the complications that the reaction of one of these things upon the other implies. Sir Montague Barlow, British Government delegate and chairman of the Commission, frequently declared that in Great Britain, the country in which the weekly rest day was most fully observed, the Government would be unable to accept such or such a provision. On the other hand, the workers' representatives desired a decision that would meet the case of those countries in which the weekly rest is not so firmly established an institution as it is in Great Britain. A loop-hole in the law on the subject would normally be stopped in the latter country by the effect of custom, but this could not be said of many other countries.

Discussions were long and arduous, and the Draft Convention concerning the weekly rest in industry finally adopted by the majority was contested in the Conference itself by the Chairman

and other members of the Commission. Two points proved to be especially controversial: the provision of compensatory periods of rest in case of permissible suspensions or diminutions, and the suggestion that governments should be obliged to give reasons for the exceptions which they might permit to the application of the general rule of one day's rest in seven. Conference approved the former but rejected the latter.

With regard to the weekly rest in commerce the Commission felt less sure of its ground and adopted a Recommendation only, which whilst urging the establishment of the 24 hours' rest left the provision of exceptions entirely to the discretion of governments without specifying any limitations whatever.

Finally, the Commission brought before the Conference a resolution urging the extension of the weekly rest to 36 hours—the "English week-end".

All three decisions of the Commission were adopted by large majorities in the Conference; in the case at least of the Draft Convention on the weekly rest in industry the amount of support given was somewhat unexpected in view of the general tenour of the debates.

COMMISSION ON WHITE LEAD

As has been indicated above, controversy on the subject of the prohibition of the use of white lead in painting had been somewhat lively, not to say bitter, before the Conference opened. The Commission appointed to deal with the question was an exceedingly able one, comprising experts in the technique of painting and paint-manufacture, factory inspectors and medical specialists in the study of lead-poisoning, and the long sittings of Commission and Sub-Commissions provided what is probably the most complete discussion of this very difficult question which has yet taken place.

The main controversy raged around prohibition on the one hand and regulation on the other, but in order that something like an exact scientific basis might be discovered before any decision was made, the Commission entrusted to a medical Sub-Commission the preliminary task of examining whether, in the present state of medical science, it was possible correctly to diagnose lead-poisoning. The conclusion was a decided affirmative, and the ground was thereby cleared for a discussion of the reliability of published statistics of lead-poisoning.

A second medical Sub-Commission examined the question as to the degree of risk run by painters in the pursuit of their occupation, and the manner in which the poison entered their bodies. The conclusions of this Sub-Commission were likewise clear; it agreed that lead-poisoning is the principal risk incurred by the working painter, and that the lead generally reaches the system of the worker by way of the mouth and nose, i. e. with his food and drink, or with the air he breathes in the form of dust.

Next came the question of prevention. Prohibition of the use of white lead in painting involved the provision of efficient substitutes, and on this point evidence was markedly conflicting. Men of wide experience were found who pronounced strongly in favour of certain substitutes, even from the purely technical point of view ; others were equally convinced that nothing had yet been put forward which could in any way adequately replace white lead. The Commission did not express any definite views on the technical point, but, as indicated by the conclusion ultimately reached, the general sense of the Commission seems to have been that the plumbous zinc-whites approached the lead-whites very closely for interior painting, but that for outside work, or work exposed to fumes or moisture, the lead-white was superior.

Supporters of regulation rather than prohibition put forward the suggestion that dry rubbing down, admittedly the most dangerous process in connection with white lead paints, was no longer necessary, recent experiments having shown that wet rubbing down was now possible by the use of waterproofed sand-paper, and that this process did not involve the dust danger. The workers' delegates were however sceptical of its technical efficiency.

A further serious consideration strongly urged upon the Commission was the effect of prohibition on the lead-mining industry, one fifth of the product of which, it was stated, went into the manufacture of paints. It was urged that at the present moment business margins were so fine that a blow of the magnitude of prohibition would be enough to force the closing down of many mines, and that there would be various consequent reactions, perhaps increased prices in certain by-products of lead-mining.

The Commission finally decided in favour of regulation, but by so narrow a majority that the protagonists of prohibition felt justified in renewing the struggle in the Conference. To that end they submitted a minority report, but, while the majority recommended a Draft Convention, the minority formulated no definite decision, contenting themselves with a protestation in favour of prohibition. In the Conference itself, however, Mr. Justin Godart, one of the French Government Delegates, submitted an alternative Draft Convention, based on the principle of prohibition. This was adopted as a basis of discussion after amendments had been made, in preference to that submitted by the majority of the Commission. The voting was nevertheless so close—45 to 44—that a compromise was clearly indicated, and this, after a number of meetings of the groups, was finally reached.

The Draft Convention finally adopted without opposition prohibits in a general way the use of white lead paints in interior work, but permits its use, under regulation, for outdoor operations. The superiority of white lead in the presence of fumes is apparently conceded since its use is permitted in the interior

painting of railway stations and industrial establishments in which, in the opinion of the government delegates or experts, their use is necessary. Artistic painting and fine-lining are also excepted. On the other hand the employment, even in exterior work, of all women and of young persons under eighteen years of age is forbidden, except in the case of apprentices, for whom some elasticity is permissible in the interest of their trade education.

A further Article of the Convention aims at securing statistics of morbidity and mortality in connection with lead poisoning among working painters. The Convention would become effective at the earliest in 1927.

This Convention, like most legislation and most collective agreements, is a compromise, but if adopted it will represent a marked advance in industrial sanitary regulation, and, since its coming into operation is postponed for six years, there seems to be no reason why this advance should not be secured without serious disorganisation of either the industry engaged in the production of the raw material or in that which utilises the finished product. In any case, the human factor should stand first: the disadvantages of lead poisoning must be weighed against the evils of possible temporary unemployment in the lead paint industries.

INTERNAL REFORMS

The Commissions whose work has been outlined above were concerned with what has been called the legislative side of the duties of the Conference. There were a number of questions, however, relative to the internal affairs of the Conference and of the Organisation itself.

First in importance amongst these was the Reform of the Constitution of the Governing Body, which formed Item I of the agenda. As has been said above, the history of this question is almost as long as that of the Organisation itself. The chief difficulty involved is the designation of the "eight states of chief industrial importance" which, under Article 393 of the Treaty of Versailles, are entitled to nominate eight of the twelve government representatives upon the Governing Body. Obviously the arrangement of states in order of industrial importance is no simple matter. The Washington Conference, which was under the necessity of proceeding at once to the formation of the Governing Body, made a provisional arrangement, but several countries protested and have since renewed their protest against their exclusion, and the extra-European countries in general have expressed dissatisfaction with the preponderance of European representation, 20 of the 24 members being from European states. In addition to the question of the relative industrial importance and representation of the various countries, complaints have been made with regard to the method of election adopted in the case of the remaining government representatives on the Governing

Body, that is, those not appointed from the countries of first industrial importance. At present the six employers and six workers on the Governing Body are elected respectively by the workers' and employers' delegates at the Conference. The four remaining government members are elected by the government delegates at the Conference, excluding those of the eight states of chief industrial importance.

In the first place, the Conference is not empowered to say which are the states of chief industrial importance, nor even to define what is meant by the term. The sphere of action was therefore limited to considerations of what might be done by way of giving increased representation to the extra-European states, and of reforming the Standing Orders of the Conference governing the method of election. The Report submitted to the Conference by the Office proposed the institution of a system of rotation by which the four government seats might be filled (the problem of the eight states remaining untouched), and a revised Article for insertion in the Standing Orders with regard to the mode of election.

These questions were referred by the Conference to the Commission of Selection, which created a Sub-Commission to consider the matter. After long discussion the Commission was able to make definite proposals to the Conference, one of which involved the eventual amendment of the Treaty itself in the matter of the eight states⁽¹⁾, and others which suggested methods of securing more extended representation by means of a system of "deputy members", and which laid down that four government, one employers' and one workers' representatives on the Governing Body should be from extra-European countries. Final decision upon these questions will be taken at the next session of the Conference.

The question of the reform of the Standing Orders of the Conference was also considered by a Sub-Commission of the Commission of Selection, and the latter's proposals were referred to the Governing Body with a view to action at the next session of the Conference.

GENERAL RESOLUTIONS

A further Sub-Commission of the same Commission had the somewhat arduous task of examining the numerous resolutions submitted to the Conference by individual delegates or groups, and of deciding upon their fate. Probably the most important of these was that submitted by the Swiss workers' delegate, concerning unemployment. The debate in Conference upon this subject was, in view of the world crisis, profoundly interesting. The Conference decided that the Office should institute a special

⁽¹⁾ Amendments to the Labour Part of the Treaty may be made by the Conference, subject to the ratification of states whose representatives compose the Council of the League of Nations and of three-fourths of the States Members (Article 422 of the Treaty of Versailles).

enquiry, in collaboration with the Economic and Financial Section of the League of Nations, and that the Governing Body should if possible summon an international Conference to consider remedies for the unemployment crisis. In this connection the following telegram was received from the President of the American Federation of Labour, Mr. Samuel Gompers, whose part in the elaboration of Part XIII of the Peace Treaty is well-known.

Because of unemployment situation in all countries, and though we in the United States of America are undertaking solution of the problem, I respectfully suggest that the International Labour Conference should discuss the conditions of unemployment notwithstanding it is not included in the Agenda.

The Conference replied as follows :

Your telegram read at the International Labour Conference this morning by President during exchange of views on world unemployment situation. Conference unanimously decided to reply thanking you and great Organisation of which you are President. Conference ventures to express the hope that in the near future the United States may find it possible to associate itself officially with this Organisation, which owes much to the American initiative. This Conference has already addressed to President Harding its fervent wishes for the success of the Conference convened by him now sitting at Washington. That Conference and the International Labour Conference are pursuing, in their respective spheres, the same great end. All earnestly hope that as the United States, by bringing together the Old and the New World, is advancing the cause of world peace, so it may be possible to have the aid of the United States in securing that industrial peace and progress without which no solution of the present world problems is possible.

Further resolutions dealing with agricultural labour, the industrial position of men disabled in the war, co-operation, and a multitude of other subjects were for the most part referred to the Governing Body for subsequent consideration or action.

THE CONFERENCE AND DISARMAMENT

The session of the Conference coincided with that summoned at Washington by President Harding to consider the problem of disarmament. The inter-relation of industrial welfare and expenditure on war preparations need not be developed here. The Conference was well aware of it, and expressed its feeling on the matter in the following telegram addressed to President Harding by Lord Burnham in the name of the delegates:

The Third International Labour Conference representing the governments, the employers and the workers of thirty-nine nations now in session in Geneva greets the President of the United States on the eve of the Conference which he has convened for the limitation of armaments with deep appreciation of his great purpose and respectfully requests him to convey to the delegates assembled at Washington our most earnest wishes for the success of their deliberations. Being gathered here to seek the promotion of better social and economic conditions through international co-operation every delegate here trusts that by the same methods the Washington Conference may achieve solid and lasting work for the firmer establishment of peace in the world,

without which social stability and economic progress cannot be realised. They are convinced that the meeting of the representatives of the great American Republic with those of other great peoples from East and West cannot but materially advance the cause of humanity. May their work prosper.

The State Department of the United States Government replied in the following terms:

The President has received with gratification your telegram of 10 November and charges me to convey his appreciation of your cordial expressions of interest and good wishes for the success of the Conference which I have taken pleasure in communicating to the delegates.

(Signed) Charles E. HUGHES,
Secretary of State.

One outstanding impression was gained by observers at the Conference — and that is that the delegates there were intent on achievement. To one who has seen much of many conferences of many types this was the characteristic feature of Geneva. There was little opportunity for amenities, in the form of the entertaining which usually marks an international gathering. The everlasting hills were there, and the delegate might lift his eyes to them, but he had no time for a closer acquaintance. It was a business Conference of busy men and it can fairly be claimed that its achievements were notable. They included seven Draft Conventions and eight Recommendations, which will be considered during the coming twelve or eighteen months by the parliaments of the States Members of the Labour Organisation.

The atmosphere in which the Conference opened cleared as collaboration between the groups developed and as it became obvious that all parties were intent on making the work effective, and the doubts and fears to which allusion has been made were dispersed. The International Labour Organisation emerged from the Conference strengthened, established, sanctioned.

Concerning the efficiency of the Conference as an organ for "legislation" on world labour questions there may be more to say. The Draft Conventions and Recommendations probably cannot be said to be drafted with all the care and close scrutiny that is devoted to legislative texts in national parliaments, and for the moment the defect in the machinery which leads to this result seems difficult to remedy. Parliamentary drafting is not an easy art, and when it must be done simultaneously in the two official languages it becomes supremely difficult. For this among other reasons a number of those best acquainted with the Labour Organisation desire to see the decisions of the Conference drafted with a considerable degree of elasticity. On the other hand, there is the very natural desire for exactitude and precision, among those who may have to apply the decisions when transformed into national legislation.

The forces that work for collaboration and understanding in a national parliament are not entirely absent in the international conference, but their action is slower and more limited.

Differences of language count for much, but differences of mentality, of accustomed procedure and of legislative habit, as it were, are far more formidable. The continental, and particularly the French, practice of legislating on the broad principles of a reform, leaving the details to be worked out by the administration, is not familiar to the British mind, nor is it entirely trusted. The British parliamentarian has never liked to entrust to government departments the task of "subordinate legislation" and though modern circumstances have compelled him to do so, he still does so unwillingly and frequently without full realisation of the fact. Hence there arises a certain misunderstanding among the various elements of the Conference, to remove which the relatively short life of a Session does not allow sufficient time. One partial remedy suggests itself and is suggested by the success of delegates who have had the experience of previous sessions: it is that as far as possible the same delegates should meet from year to year. That course has its own evils, however, which may outweigh the advantages.

In conclusion, here is a parliament chosen on a new representative system, making decisions of a kind new to legislation since they are, in intent at least, world decisions, and using new legislative methods and machinery. It has held three annual Sessions, of which this, the third, has been undoubtedly the most successful in its immediate results — there is no prophesying as to the ultimate results of its decisions — the best organised, the smoothest in action.

APPENDIX

DRAFT CONVENTIONS AND RECOMMENDATIONS ADOPTED BY THE THIRD SESSION
OF THE INTERNATIONAL LABOUR CONFERENCE,
GENEVA, 25 OCTOBER TO 19 NOVEMBER 1921 (1)

Recommendation concerning the prevention of unemployment in agriculture

I

The General Conference of the International Labour Organisation,
Considering that the Draft Convention and Recommendations concerning unemployment adopted at Washington are in principle applicable to agricultural workers, and recognising the special character of unemployment in agriculture,

Recommends that each Member of the International Labour Organisation should consider measures for the prevention of or providing against unem-

(1) The Draft Conventions and Recommendations of the Conference are reproduced without the preamble. The last four clauses of each Draft Convention have also been omitted. These clauses provide that the ratifying Member shall apply the Conventions to its colonies, possessions, and protectorates, that the Member may denounce the Convention after the expiration of 10 years upon one year's notice, that the Governing Body of the International Labour Office shall present to the General Conference, at least once in ten years, a report on the working of the Convention and consider the question of revision, and that the French and English texts of the Conventions are equally authentic.

ployment amongst agricultural workers suitable to the economic and agricultural conditions of its country, and that it should examine particularly from this point of view the advisability : —

(1) of adopting modern technical methods to bring into cultivation land which is at present not worked or only partially developed, but which could by such means be made to yield an adequate return ;

(2) of encouraging the adoption of improved systems of cultivation and the more intensive use of the land ;

(3) of providing facilities for settlement on the land ;

(4) of taking steps to render work of a temporary nature accessible to unemployed agricultural workers by means of the provision of transport facilities ;

(5) of developing industries and supplementary forms of employment which would provide occupation for agricultural workers who suffer from seasonal unemployment, provided that steps be taken to ensure that such work is carried on under equitable conditions ;

(6) of taking steps to encourage the creation of agricultural workers' co-operative societies for the working and purchase or renting of land ; and of taking steps to this end to increase agricultural credit especially in favour of co-operative agricultural associations of land workers established for the purpose of agricultural production.

II

The General Conference recommends that each Member of the International Labour Organisation furnish the International Labour Office with a periodical report dealing with the steps taken to give effect to the above Recommendation.

Recommendation concerning the protection, before and after childbirth, of women wage-earners in agriculture

The General Conference of the International Labour Organisation recommends :

That each Member of the International Labour Organisation take measures to ensure to women wage-earners employed in agricultural undertakings protection before and after childbirth similar to that provided by the Draft Convention adopted by the International Labour Conference at Washington for women employed in industry and commerce, and that such measures should include the right to a period of absence from work before and after childbirth and to a grant of benefit during the said period, provided either out of public funds or by means of a system of insurance.

Recommendation concerning night work of women in agriculture

The General Conference of the International Labour Organisation recommends :

That each Member of the International Labour Organisation take steps to regulate the employment of women wage-earners in agricultural undertakings during the night in such a way as to ensure to them a period of rest compatible with their physical necessities and consisting of not less than nine hours, which shall, when possible, be consecutive.

Draft Convention concerning the age for admission of children to employment in agriculture

Article 1. — Children under the age of fourteen years may not be employed or work in any public or private agricultural undertaking, or in any branch thereof, save outside the hours fixed for school attendance. If they are employed outside the hours of school attendance, the employment shall not be such as to prejudice their attendance at school.

Article 2. — For purposes of practical vocational instruction the periods and the hours of school attendance may be so arranged as to permit the

employment of children on light agricultural work and in particular on light work connected with the harvest, provided that such employment shall not reduce the total annual period of school attendance to less than eight months.

Article 3. — The provisions of Article 1 shall not apply to work done by children in technical schools, provided that such work is approved and supervised by public authority.

Article 4. — The formal ratifications of this Convention under the conditions set forth in Part XIII of the Treaty of Versailles and of the corresponding Parts of the other Treaties of Peace, shall be communicated to the Secretary-General of the League of Nations for registration.

Article 5. — This Convention shall come into force at the date on which the ratifications of two Members of the International Labour Organisation have been registered by the Secretary-General.

It shall be binding only upon those Members whose ratifications have been registered with the Secretariat.

Thereafter, the Convention shall come into force for any Member at the date on which its ratification has been registered with the Secretariat.

Article 6. — As soon as the ratifications of two Members of the International Labour Organisation have been registered with the Secretariat, the Secretary-General of the League of Nations shall so notify all the Members of the International Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 7. — Subject to the provisions of Article 5, each Member which ratifies this Convention agrees to bring the provisions of Articles 1, 2 and 3 into operation not later than 1 January 1924 and to take such actions as may be necessary to make these provisions effective.

Recommendation concerning night work of children and young persons in agriculture

The General Conference of the International Labour Organisation recommends :

I

That each Member of the International Labour Organisation take steps to regulate the employment of children under the age of fourteen years in agricultural undertakings during the night, in such a way as to ensure to them a period of rest compatible with their physical necessities and consisting of not less than ten consecutive hours.

II

That each Member of the International Labour Organisation take steps to regulate the employment of young persons between the ages of fourteen and eighteen years in agricultural undertakings during the night, in such a way as to ensure to them a period of rest compatible with their physical necessities and consisting of not less than nine consecutive hours.

Recommendation concerning the development of technical agricultural education

The General Conference of the International Labour Organisation recommends :

That each Member of the International Labour Organisation endeavour to develop vocational agricultural education and in particular to make such education available to agricultural wage-earners on the same conditions as to other persons engaged in agriculture.

That each Member of the International Labour Organisation send a report to the International Labour Office at regular intervals containing as full information as possible as to the administration of the laws, the sums expended, and the measures taken in order to develop vocational agricultural education.

Recommendation concerning living-in conditions of agricultural workers

The General Conference of the International Labour Organisation recommends :

I

That each Member of the International Labour Organisation, which has not already done so, take statutory or other measures to regulate the living-in conditions of agricultural workers with due regard to the special climatic or other conditions affecting agricultural work in its country, and after consultation with the employers' and workers' organisations concerned, if such organisations exist.

II

That such measures shall apply to all accommodation provided by employers for housing their workers either individually, or in groups, or with their families, whether the accommodation is provided in the houses of such employers or in buildings placed by them at the workers' disposal.

III

That such measures shall contain the following provisions :

(a) Unless climatic conditions render heating superfluous, the accommodation intended for workers' families, groups of workers, or individual workers, should contain rooms which can be heated.

(b) Accommodation intended for groups of workers shall provide a separate bed for each worker, shall afford facilities for ensuring personal cleanliness, and shall provide for the separation of the sexes. In the case of families, adequate provision shall be made for the children.

(c) Stables, cowhouses and open sheds should not be used for sleeping quarters.

IV

That each Member of the International Labour Organisation take steps to ensure the observance of such measures.

Draft Convention concerning the rights of association and combination of agricultural workers

Article 1. — Each Member of the International Labour Organisation which ratifies this Convention undertakes to secure to all those engaged in agriculture the same rights of association and combination as to industrial workers, and to repeal any statutory or other provisions restricting such rights in the case of those engaged in agriculture.

Article 2. — The formal ratifications of this Convention under the conditions set forth in Part XIII of the Treaty of Versailles and of the corresponding Parts of the other Treaties of Peace, shall be communicated to the Secretary-General of the League of Nations for registration.

Article 3. — This Convention shall come into force at the date on which the ratifications of two Members of the International Labour Organisation have been registered by the Secretary-General.

It shall then be binding only upon those Members whose ratifications have been registered with the Secretariat.

Thereafter, the Convention shall come into force for any Member at the date on which its ratification has been registered with the Secretariat.

Article 4. — As soon as the ratifications of two Members of the International Labour Organisation have been registered with the Secretariat, the Secretary-General of the League of Nations shall so notify all the Members of the International Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 5. — Subject to the provisions of Article 3, each Member which ratifies this Convention agrees to bring the provisions of Article 1 into operation not later than 1 January 1924, and to take such action as may be necessary to make these provisions effective.

Draft Convention concerning workmen's compensation in agriculture

Article 1. — Each Member of the International Labour Organisation which ratifies this Convention undertakes to extend to all agricultural wage-earners its laws and regulations which provide for the compensation of workers for personal injury by accident arising out of or in the course of their employment.

Article 2. — The formal ratifications of this Convention under the conditions set forth in Part XIII of the Treaty of Versailles and of the corresponding Parts of the other Treaties of Peace shall be communicated to the Secretary-General of the League of Nations for registration.

Article 3. — This Convention shall come into force at the date on which the ratifications of two Members of the International Labour Organisation have been registered by the Secretary-General.

It shall then be binding only upon those Members whose ratifications have been registered with the Secretariat.

Thereafter, the Convention shall come into force for any Member at the date on which its ratification has been registered with the Secretariat.

Article 4. — As soon as the ratifications of two Members of the International Labour Organisation have been registered with the Secretariat, the Secretary-General of the League of Nations shall so notify all the Members of the International Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 5. — Subject to the provisions of Article 3, each Member which ratifies this Convention agrees to bring the provisions of Article 1 into operation not later than 1 January 1924, and to take such actions as may be necessary to make these provisions effective.

Recommendation concerning social insurance in agriculture

The General Conference of the International Labour Organisation recommends:

That each Member of the International Labour Organisation extend its laws and regulations establishing systems of insurance against sickness, invalidity, old age and other similar social risks to agricultural wage-earners on conditions equivalent to those prevailing in the case of workers in industrial and commercial occupations.

Draft Convention concerning the use of white lead in painting

Article 1. — Each Member of the International Labour Organisation ratifying the present Convention undertakes to prohibit, with the exceptions provided for in Article 2, the use of white lead and sulphate of lead and of all products containing these pigments, in the internal painting of buildings, except where the use of white lead or sulphate of lead or products containing these pigments is considered necessary for railway stations or industrial establishments by the competent authority after consultation with the employers' and workers' organisations concerned.

It shall nevertheless be permissible to use white pigments containing a maximum of 2 per cent. of lead expressed in terms of metallic lead.

Article 2. — The provisions of Article 1 shall not apply to artistic painting or fine lining.

The Governments shall define the limits of such forms of painting, and shall regulate the use of white lead, sulphate of lead, and all products containing these pigments, for these purposes in conformity with the provisions of Articles 5, 6 and 7 of the present Convention.

Article 3. — The employment of males under eighteen years of age and of all females shall be prohibited in any painting work of an industrial character involving the use of white lead or sulphate of lead or other products containing these pigments.

The competent authorities shall have power, after consulting the employers' and workers' organisations concerned, to permit the employment of painters' apprentices in the work prohibited by the preceding paragraph, with a view to their education in their trade.

Article 4. — The prohibitions prescribed in Articles 1 and 3 shall come into force six years from the date of the closure of the Third Session of the International Labour Conference.

Article 5. — Each Member of the International Labour Organisation ratifying the present Convention undertakes to regulate the use of white lead, sulphate of lead and of all products containing these pigments, in operations for which their use is not prohibited, on the following principles :

- I. (a) White lead, sulphate of lead, or products containing these pigments shall not be used in painting operations except in the form of paste or of paint ready for use.
- (b) Measures shall be taken in order to prevent danger arising from the application of paint in the form of spray.
- (c) Measures shall be taken, wherever practicable, to prevent danger arising from dust caused by dry rubbing down and scraping.
- II. (a) Adequate facilities shall be provided to enable working painters to wash during and on cessation of work.
- (b) Overalls shall be worn by working painters during the whole of the working period.
- (c) Suitable arrangements shall be made to prevent clothing put off during working hours being soiled by painting material.
- III. (a) Cases of lead poisoning and of suspected lead poisoning shall be notified, and shall be subsequently verified by a medical man appointed by the competent authority.
- (b) The competent authority may require, when necessary, a medical examination of workers.
- IV. Instructions with regard to the special hygienic precautions to be taken in the painting trade shall be distributed to working painters.

Article 6. — The competent authority shall take such steps as it considers necessary to ensure the observance of the regulations prescribed by virtue of the foregoing Articles, after consultation with the employers' and workers' organisations concerned.

Article 7. — Statistics with regard to lead poisoning among working painters shall be obtained :

- (a) As to morbidity — by notification and certification of all cases of lead poisoning.
- (b) As to mortality — by a method approved by the official statistical authority in each country.

Article 8. — The formal ratifications of this Convention under the conditions set forth in Part XIII of the Treaty of Versailles and of the corresponding Parts of the other Treaties of Peace, shall be communicated to the Secretary-General of the League of Nations for registration.

Article 9. — This Convention shall come into force at the date on which the ratifications of two Members of the International Labour Organisation have been registered by the Secretary-General.

It shall be binding only upon those Members whose ratifications have been registered with the Secretariat.

Thereafter, the Convention shall come into force for any Member at the date on which its ratification has been registered with the Secretariat.

Article 10. — As soon as the ratifications of two Members of the International Labour Organisation have been registered with the Secretariat, the Secretary-General of the League of Nations shall so notify all the Members of the Inter-

national Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 11. — Each Member which ratifies this Convention agrees to bring the provisions of Articles 1, 2, 3, 4, 5, 6 and 7 into operation not later than 1 January 1924 and to take such action as may be necessary to make these provisions effective.

**Draft Convention concerning the application of the weekly rest
in industrial undertakings**

Article 1. — For the purpose of this Convention, the term "industrial undertakings" includes:

(a) Mines, quarries, and other works for the extraction of minerals from the earth.

(b) Industries in which articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed; including shipbuilding and the generation, transformation, and transmission of electricity or motive power of any kind.

(c) Construction, reconstruction, maintenance, repair, alteration, or demolition of any building, railway, tramway, harbour, dock, pier, canal, inland waterway, road, tunnel, bridge, viaduct, sewer, drain, well, telegraphic or telephonic installation, electrical undertaking, gas work, waterwork, or other work of construction, as well as the preparation for or laying the foundations of any such work or structure.

(d) Transport of passengers of goods by road, rail, or inland waterway, including the handling of goods at docks, quays, wharves or warehouses, but excluding transport by hand.

This definition shall be subject to the special national exceptions contained in the Washington Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, so far as such exceptions are applicable to the present Convention.

Where necessary, in addition to the above enumeration, each Member may define the line of division which separates industry from commerce and agriculture.

Article 2. — The whole of the staff employed in any industrial undertaking, public or private, or in any branch thereof shall, except as otherwise provided for by the following Articles, enjoy in every period of seven days a period of rest comprising at least twenty-four consecutive hours.

This period of rest shall, wherever possible, be granted simultaneously to the whole of the staff of each undertaking.

It shall, wherever possible, be fixed so as to coincide with the days already established by the traditions or customs of the country or district.

Article 3. — Each Member may except from the application of the provisions of Article 2 persons employed in industrial undertakings in which only the members of one single family are employed.

Article 4. — Each Member may authorise total or partial exceptions (including suspensions or diminutions) from the provisions of Article 2, special regard being had to all proper humanitarian and economic considerations and after consultation with responsible associations of employers and workers, wherever such exist.

Such consultation shall not be necessary in the case of exceptions which have already been made under existing legislation.

Article 5. — Each Member shall make, as far as possible, provision for compensatory periods of rest for the suspensions or diminutions made in virtue of Article 4, except in cases where agreements or customs already provide for such periods.

Article 6. — Each Member will draw up a list of the exceptions made under Articles 3 and 4 of this Convention and will communicate it to the International Labour Office, and thereafter in every second year any modifications of this list which shall have been made.

The International Labour Office will present a report on this subject to the General Conference of the International Labour Organisation.

Article 7. — In order to facilitate the application of the provisions of this Convention, each employer, director, or manager, shall be obliged :

(a) Where the weekly rest is given to the whole of the staff collectively, to make known such days and hours of collective rest by means of notices posted conspicuously in the establishment or any other convenient place, or in any other manner approved by the Government.

(b) Where the rest period is not granted to the whole of the staff collectively, to make known, by means of a roster drawn up in accordance with the method approved by the legislation of the country, or by a regulation of the competent authority, the workers or employees subject to a special system of rest, and to indicate that system.

Article 8. — The formal ratifications of this Convention under the conditions set forth in Part XIII of the Treaty of Versailles and of the corresponding Parts of the other Treaties of Peace, shall be communicated to the Secretary-General of the League of Nations for registration.

Article 9. — This Convention shall come into force at the date on which the ratifications of two Members of the International Labour Organisation have been registered by the Secretary-General.

It shall be binding only upon those Members whose ratifications have been registered with the Secretariat.

Thereafter, the Convention shall come into force for any Member at the date on which its ratification has been registered with the Secretariat.

Article 10. — As soon as the ratifications of two Members of the International Labour Organisation have been registered with the Secretariat the Secretary-General of the League of Nations shall so notify all the Members of the International Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 11. — Each Member which ratifies this Convention agrees to bring the provisions of Articles 1, 2, 3, 4, 5, 6 and 7 into operation not later than 1 January 1924 and to take such action as may be necessary to make these provisions effective.

Recommendation concerning the application of the weekly rest in commercial establishments

The General Conference recommends :

I

That each Member of the International Labour Organisation take measures to provide that the whole of the staff employed in any commercial establishment, public or private, or in any branch thereof, except as otherwise provided for by the following paragraphs, should enjoy in every period of seven days a period of rest comprising at least twenty-four consecutive hours.

It is further recommended that this period of rest should, wherever possible, be granted simultaneously to the whole of the staff of each establishment, and that it should, wherever possible, be fixed so as to coincide with the days already established by the traditions or customs of the country or district.

II

That each Member take the steps necessary to secure the application of this Recommendation and to define any exceptions which the Member may consider to be necessary.

If exceptions are found necessary, it is recommended that the Member should draw up a list of such exceptions.

III

That each Member should communicate to the International Labour Office the list of the exceptions made in pursuance of paragraph II, and thereafter every two years any modifications of this list which it shall have made in order that the International Labour Office may present a report thereon to the International Labour Conference.

Draft Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers

Article 1. — For the purpose of this Convention, the term "vessel" includes all ships and boats, of any nature whatsoever, engaged in maritime navigation, whether publicly or privately owned; it excludes ships of war.

Article 2. — Young persons under the age of eighteen years shall not be employed or work on vessels as trimmers or stokers.

Article 3. — The provisions of Article 2 shall not apply:

(a) to work done by young persons on school-ships or training-ships, provided that such work is approved and supervised by public authority;

(b) to the employment of young persons on vessels mainly propelled by other means than steam;

(c) to young persons of not less than sixteen years of age, who, if found physically fit after medical examination, may be employed as trimmers or stokers on vessels exclusively engaged in the coastal trade of India and of Japan, subject to regulations made after consultation with the most representative organisations of employers and workers in those countries.

Article 4. — When a trimmer or stoker is required in a port where young persons of less than eighteen years of age only are available, such young persons may be employed and in that case it shall be necessary to engage two young persons in place of the trimmer or stoker required. Such young persons shall be at least sixteen years of age.

Article 5. — In order to facilitate the enforcement of the provisions of this Convention, every shipmaster shall be required to keep a register of all persons under the age of eighteen years employed on board his vessel, or a list of them in the articles of agreement, and of the dates of their births.

Article 6. — Articles of agreement shall contain a brief summary of the provisions of this Convention.

Article 7. — The formal ratifications of this Convention under the conditions set forth in Part XIII of the Treaty of Versailles and of the corresponding Parts of the other Treaties of Peace, shall be communicated to the Secretary-General of the League of Nations for registration.

Article 8. — This Convention shall come into force at the date on which the ratifications of two Members of the International Labour Organisation have been registered by the Secretary-General.

It shall be binding only upon those Members whose ratifications have been registered with the Secretariat.

Thereafter, the Convention shall come into force for any Member at the date on which its ratification has been registered with the Secretariat.

Article 9. — As soon as the ratifications of two Members of the International Labour Organisation have been registered with the Secretariat, the Secretary-General of the League of Nations shall so notify all the Members of the International Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 10. — Subject to the provisions of Article 8, each Member which ratifies this Convention agrees to bring the provisions of Articles 1, 2, 3, 4, and 6 into operation not later than 1 January 1924 and to take such action as may be necessary to make these provisions effective.

**Draft Convention concerning the compulsory medical examination
of children and young persons employed at sea**

Article 1. — For the purpose of this Convention, the term "vessel" includes all ships and boats, of any nature whatsoever, engaged in maritime navigation, whether publicly or privately owned; it excludes ships of war.

Article 2. — The employment of any child or young person under eighteen years of age on any vessel, other than vessels upon which only members of the same family are employed, shall be conditional on the production of a medical certificate attesting fitness for such work, signed by a doctor who shall be approved by the competent authority.

Article 3. — The continued employment at sea of any such child or young person shall be subject to the repetition of such medical examination at intervals of not more than one year, and the production, after each such examination, of a further medical certificate attesting fitness for such work. Should a medical certificate expire in the course of a voyage, it shall remain in force until the end of the said voyage.

Article 4. — In urgent cases, the competent authority may allow a young person below the age of eighteen years to embark without having undergone the examination provided for in Articles 2 and 3 of this Convention, always provided that such an examination shall be undergone at the first port at which the vessel calls.

Article 5. — The formal ratifications of this Convention under the conditions set forth in Part XIII of the Treaty of Versailles and of the corresponding Parts of the other Treaties of Peace, shall be communicated to the Secretary-General of the League of Nations for registration.

Article 6. — This Convention shall come into force at the date on which the ratifications of two Members of the International Labour Organisation have been registered by the Secretary-General.

It shall be binding only upon those Members whose ratifications have been registered with the Secretariat.

Thereafter, the Convention shall come into force for any Member at the date on which its ratification has been registered with the Secretariat.

Article 7. — As soon as the ratifications of two Members of the International Labour Organisation have been registered with the Secretariat, the Secretary-General of the League of Nations shall so notify all the Members of the International Labour Organisation. He shall likewise notify them of the registration of ratifications which may be communicated subsequently by other Members of the Organisation.

Article 8. — Subject to the provisions of Article 6, each Member which ratifies this Convention agrees to bring the provisions of Articles 1, 2, 3 and 4 into operation not later than 1 January 1924 and to take such actions as may be necessary to make these provisions effective.

