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**THE WORK OF THE INTERNATIONAL
LABOR ORGANIZATION**

**STUDIES OF INTERNATIONAL
PROBLEMS**

**PUBLISHED BY THE
NATIONAL INDUSTRIAL CONFERENCE
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THE WORK OF THE INTERNATIONAL LABOR ORGANIZATION



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FOREWORD

THE International Labor Organization has been in existence for a period of nearly ten years. In view of the importance of this Organization as an instrument for international cooperation in matters affecting labor and industry, a review of its work and accomplishments may throw light on many problems which enter into the field of international regulation of labor conditions.

This volume contains a comprehensive analysis of all draft conventions and recommendations adopted by the International Labor Conference and of the action taken by member nations in complying with the provisions of the various conventions and recommendations. This report thus gives in one volume a review of all proposals made by the International Labor Organization for the betterment of labor conditions and presents a discussion of the obstacles which make the adoption of internationally uniform labor standards difficult or impossible.

This study is based on an analysis of the information contained in the publications of the International Labor Office, including the minutes of the regular meetings of the Governing Body and the reports of the proceedings of the International Labor Conferences. In its preliminary form, this study was sent for review to the International Labor Office, and the National Industrial Conference Board wishes to express its appreciation to this body for its assistance and cooperation.

This volume is the result of an investigation conducted by Miss M. Ada Beney and assistants, of the Conference Board's Research Staff, under the supervision of the Staff Economic Council.

In the preparation of its studies, the National Industrial Conference Board avails itself of the experience and judgment of the business executives who compose its membership, and of recognized authorities in special fields, in addition to the scientific knowledge and equipment of its Research Staff. The publications of the Board thus finally represent the result of scientific investigation and broad business experience, and the conclusions expressed therein are those of the Conference Board as a body.

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THE WORK OF THE INTERNATIONAL LABOR ORGANIZATION

INTRODUCTION

FOR more than a century the subject of international labor standards has commanded the interest of reform leaders, economists and statesmen. In its early stages the movement for improving the employment conditions of industrial workers by concerted action of responsible governments was based entirely on humanitarian motives. The condition of wage earners who were thrown out of work by the introduction of machinery in the early decades of the nineteenth century attracted the attention of social reformers, who attempted to impress the governments of industrially and politically prominent countries with the importance of correcting this situation by adopting legislation fixing uniform legal conditions of industrial employment in these countries.

As early as 1818, Robert Owen, the Scottish manufacturer and reformer, presented two memorials to the Congress of the Holy Alliance, urging the adoption by international agreement of uniform labor legislation to protect the health, comfort and welfare of the working classes. Subsequently, similar proposals were made by other reform leaders and economists, but no official step was taken until 1855, when the Swiss Government suggested the advisability of making an international concordat which would regulate the length of the work day, employment of women and children, protection of workers against occupational diseases, and similar matters. No action, however, took place as a result of this suggestion.

In the course of the nineteenth century, the demand for international agreement on standards of industrial employment came from various workingmen's associations and labor conferences, such as The First Internationale, The

Second Internationale, The International Conference for Labor Protection, and The International Association for Labor Legislation.¹ Nothing, however, was accomplished as a result of these early efforts, largely because international cooperation in labor matters seemed necessary only to a small group of reform leaders and to more or less socially minded associations of workers. Not until the Industrial Revolution had extended its influence outside of England and Germany, and had effected a world-wide transformation of technical methods, did the labor problem assume a really international aspect.

The increasing importance of industry in the economic organization of the more important countries, and the problem of international competition as a result of inequalities in the cost of production in countries where regulatory legislation had been enacted and in those where industry was free from such governmental interference, placed the demand for international labor legislation on an economic basis. Viewed in this light, the problem of international cooperation in regulating labor conditions carried a practical appeal, not only to the industrial workers who were interested in maintaining or improving their standards of living, but also to the employers of labor who came to regard the exploitation of the workers in some parts of the world as a form of unfair competition.

At the beginning of the twentieth century, the industrial development of the world had progressed so far that relatively few nations remained in a state of economic isolation. Moreover, improvement in the methods and reduction in the costs of transportation stimulated international competition and emphasized the competitive inequalities resulting from the differences in the living standards and conditions of employment. Employers of labor in the countries where the hours of work had been shortened, employment of women and children curtailed, and the hazards of machine operations guarded against, either by voluntary action or by legislation, found themselves handicapped in competing in the inter-

¹ For more detailed account of the early movement for international labor legislation, see National Industrial Conference Board, "The International Labor Organization of the League of Nations," New York, 1922, pp. 3-13.

national market with the products of the countries where living standards were relatively low and industry was free from regulation. While this handicap was partly offset by the technical superiority of the highly industrialized nations, it was felt that the further elevation of labor standards in these countries was contingent upon the prior improvement of conditions in the backward countries, and that some form of international cooperation was necessary to establish a degree of uniformity with respect to labor conditions throughout the industrial world.

The force of the economic motive behind the movement for international labor standardization, as well as the social and humanitarian aspects of the question, resulted in the formation of the International Labor Organization under the Treaty of Versailles. The signatory powers of the Treaty felt that in some countries there persisted labor conditions 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 imperiled."¹ Furthermore, the spread of radical doctrines after the Bolshevik revolution in Russia, which threatened to disturb the already unsettled economic and political conditions in Europe and elsewhere, and the efforts of organized labor, strengthened by wartime factors, to secure a greater degree of recognition,² emphasized the importance of controlling these conditions in order to preserve international peace and harmony. The creation of an international labor organization empowered to deal with labor problems of universal character, therefore, seemed expedient.

The agency so established by the Treaty has since grown extensively in its organization, its functions and its significance in international labor relations. In many respects it may be considered the most vigorous and active section of the machinery of the League of Nations, or at least the most active agency of international organization. Created under exceptional, perhaps abnormal, circumstances, it has shown

¹ United States, 66th Congress, First Session, "Treaty of Peace with Germany," Senate Document No. 85, Washington, D. C., 1919, p. 487.

² See, for example, American Federation of Labor, Report of the Proceedings of the 37th Annual Convention held at Buffalo, New York, November 12 to 14, 1917, pp. 62, 63, 451-453.

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its ability to survive and grow and assume a real place in the increasing manifestations of international life. Employers and workers in every country are interested in its bearing on economic and labor conditions today and in the future.

When measuring the accomplishments of the International Labor Organization, it is necessary to bear in mind the motives that brought about its creation. The humanitarian desire to elevate the working conditions of the wage earners throughout the industrial world is laudable, but the wisdom of legislative experimentation on an international scale is open to question. It would be obviously impractical to attempt to put into effect universally all the regulatory measures which have been adopted by the leading industrial nations. Each country has its peculiar problems and must, in general, work out its own policy in the matter of regulating the conditions of employment in its industries. The value of the International Labor Organization, therefore, should not be measured simply by its success in persuading the member nations to pass the laws regulating employment of labor which it deems desirable. The Organization may in addition be of great value to every country in the world by collecting and disseminating information on all phases of industrial employment, as well as on the character and effect of the various regulatory measures now in force, on the basis of which each nation may construct its own methods of dealing with the particular questions involved.

From the economic point of view, some degree of international standardization of labor conditions is no doubt desirable or inevitable as international relations become more interwoven. What degree of uniformity should be aimed at, and what features of employment conditions should be regulated by international agreement, however, are debatable questions. The International Labor Organization can render a great service to its members and to other countries by overcoming the inertia which still prevents general adoption of reforms that experience has definitely shown to be socially and economically desirable, and which seems to obstruct the further elevation of labor standards in the highly industrialized countries.

The purpose of this study is to examine the work of the International Labor Organization since its establishment. During the nine years of its existence the International Labor Conference has adopted twenty-five conventions and twenty-nine recommendations and has submitted them to the member nations for ratification or consideration. Examination of the action taken by these nations in complying with the provisions of the various conventions and recommendations, either by means of ratification or by appropriate legislation, may throw light on many problems of industrial regulation and on the difficulty of applying internationally uniform standards of labor legislation. The action taken by ten industrially prominent countries—Great Britain, Germany, France, Italy, Belgium, Netherlands, Czechoslovakia, Switzerland, Austria and Sweden—is analyzed in some detail. Only those countries are considered in which at least one-third of the gainfully employed persons are engaged in industry. The selection of these countries was made on the basis of the best information obtainable.

The attitude of other states is considered only so far as it has special significance in relation to a particular convention or recommendation. It is obvious, for example, that the attitude of Czechoslovakia in regard to maritime questions is less significant than that of a maritime country like Norway, although the latter is not an industrially prominent country. In view of the fact, however, that this procedure leaves out of consideration all South American countries and all countries of Asia and Africa, a series of tables has been prepared giving in a condensed form the action taken by all member nations with respect to all draft conventions and recommendations of the International Labor Organization, and references are given to the publications of the International Labor Office where detailed information may be found in regard to each country.

CHAPTER I

THE STRUCTURE OF THE INTERNATIONAL LABOR ORGANIZATION

THE International Labor Organization derives its powers from Section XIII of the Treaty of Versailles, commonly called the Labor Section. This part provides for the establishment of a permanent organization to consist of an International Labor Conference and an International Labor Office, the latter to be under the supervision of a Governing Body. The composition of each of these divisions is regulated by the Treaty, which also makes provisions for Commissions of Enquiry to investigate complaints in regard to the non-fulfilment of the obligations assumed by member nations through the ratification of conventions. It is further provided that any question concerning the interpretation of the Labor Section of the Peace Treaty or of any convention adopted may be referred to the Permanent Court of International Justice at The Hague. Finally, the Treaty stipulates that punitive economic measures, such as the adoption of a blockade, refusal of passports, etc., may be employed against defaulting nations.

After having undergone various changes, the present membership of the International Labor Organization consists of the following fifty-five nations:

Abyssinia	Cuba	Italy	Peru
Albania	Czechoslovakia	Japan	Poland
Argentine	Denmark	Jugoslavia	Portugal
Australia	Estonia	Latvia	Rumania
Austria	Finland	Liberia	Salvador
Belgium	France	Lithuania	San Domingo
Bolivia	Germany	Luxemburg	Siam
Brazil	Greece	Netherlands	South Africa
British Empire	Guatemala	New Zealand	Spain
Bulgaria	Haiti	Nicaragua	Sweden
Canada	Honduras	Norway	Switzerland
Chile	Hungary	Panama	Uruguay
China	India	Paraguay	Venezuela
Colombia	Irish Free State	Persia	

THE INTERNATIONAL LABOR CONFERENCE

The International Labor Conference may be considered the legislative body of the International Labor Organization. The Conference meets once a year, or oftener if occasion requires, usually at Geneva, Switzerland. Its membership, as provided by the Peace Treaty, is composed of four representatives of each member nation, two of whom represent the government, while the other two represent the employers and workers, respectively. The non-government delegates are chosen by the government in agreement with the most representative organizations of workers and employers. If a member nation fails to appoint either one of the two non-government delegates, the other non-government delegate is allowed to attend and to speak at the Conference, but not to vote. The credentials of all delegates are subject to scrutiny by the Conference, and delegates whom the Conference considers not to have been nominated in accordance with the prescribed conditions may be refused attendance by a two-thirds vote of the delegates present. Each delegate is entitled to vote individually on all matters which are considered by the Conference.

In addition to the regular delegates, the Conference is attended by expert advisers. Each delegate may be accompanied by not more than two advisers for each item on the agenda of the Conference. When the subject under consideration is of particular concern to women, one of the two technical advisers must be a woman. Although these advisers may not participate actively in the proceedings of the Conference, except by special permission or when acting as deputy delegates, their credentials are also scrutinized by the Conference. All the traveling and subsistence expenses of the delegates and advisers are borne by the member nation which they represent.

Program and Procedure

The agenda or official program for all meetings of the Conference is determined in advance by the Governing Body, which is required to consider any suggestions made by any member nation or by any representative organization

of workers or employers. The Director of the International Labor Office acts as Secretary of the Conference and transmits the agenda to the governments of the member nations and through them to the non-government delegates, four months before the meeting of the Conference.

Any government may object to the inclusion of any item on the program. The grounds for such objection must be set forth in a written statement addressed to the Director, who must transmit it to all the members of the Organization. Items to which objection has been raised by one or more member nations are not excluded from the agenda of the Conference, if by a two-thirds vote the delegates present decide in favor of considering them. If the Conference decides by a two-thirds vote of the delegates present that any subject shall be considered by the Conference, that subject must be included in the agenda for the following meeting.

The Conference elects its own president, appoints all the necessary committees and otherwise regulates its own procedure. Technical experts without power to vote may be added to any committee. Except in the case of conventions and recommendations, all matters are decided by a simple majority of the votes of the delegates present, but the total number of the votes cast must equal at least one-half the number of the delegates present at the Conference.

When a decision has been reached in regard to an item which appears for the second time on the agenda of the Conference, the Conference then decides, by a majority of two-thirds of the votes present, whether or not the proposal shall be submitted to the member nations in the form of a draft convention or as a recommendation. A recommendation adopted by the International Labor Conference is simply a suggestion which may or may not be accepted by the member nations. The Conference merely requires that each member nation shall submit such recommendations to its proper legislative bodies or other competent authority, which may take any action deemed advisable. A draft convention is sent for ratification to the member nations, but becomes binding only for those nations that ratify it. Any convention may be denounced by a member nation and the previous ratification withdrawn after the expiration of ten years from

the date on which the convention became effective. Such denunciation takes effect one year after its registration with the Secretary-General of the League of Nations.

In framing a recommendation or draft convention of general application, the Conference is required to give due regard to those countries in which climatic conditions, the degree of industrial development, or other special circumstances may make it necessary to modify a convention or recommendation to meet the special situation in such countries. A federal state whose power to enter into conventions on labor matters is subject to limitations may, at the discretion of its government, treat the draft convention as a recommendation.

THE GOVERNING BODY

The Governing Body consists of twenty-four persons, of whom twelve are named by the governments of the member nations, six by the employers' delegates to the Conference, and six by the workers' delegates. Eight of the twelve persons representing the governments are nominated by member nations "of chief industrial importance" and four by the member nations selected by the government delegates to the Conference, exclusive of the delegates of the eight countries of chief industrial importance. The question as to which of the member nations are of chief industrial importance is decided by the Council of the League of Nations.

Members of the Governing Body hold office for three years. The method of filling vacancies and similar questions of procedure are determined by the Governing Body, subject to the approval of the Conference. The Governing Body elects, from time to time, its own chairman from among its members, regulates its own procedure and fixes its own time at which meetings shall be held.

All traveling and subsistence expenses of the delegates and their advisers and representatives who attend the meetings of the Governing Body are borne by the governments which they represent. All other expenses of the meetings are paid to the Director of the International Labor Office by the Secretary-General of the League of Nations out of the general funds of the League.

The Governing Body appoints the Director of the International Labor Office, who is responsible to it for the efficient conduct of that office and for such other duties as may be assigned to him. He is required to attend all the meetings of the Governing Body or to send a deputy to take his place. The Governing Body settles the agenda for all meetings of the Conference, and considers complaints made by any member nation, either by referring them to the offending government or by submitting them to a Commission of Enquiry.

INTERNATIONAL LABOR OFFICE

The function of the International Labor Office is to collect and distribute information on all subjects "relating to the international adjustment of industrial life and labor"; to prepare the agenda of the Conference; to conduct such special investigations as the Conference may decide; and to publish, in French and English and such other languages as the Governing Body may deem advisable, studies dealing with problems of international interest relating to industry and employment.

The Office works under the direction of the Governing Body which appoints its Director, who, in turn, appoints the staff of the Office, which must be composed of persons of different nationalities and must include a number of women. All expenses of the International Labor Office are paid by the Secretary-General out of the general funds of the League of Nations. The Office has in the past availed itself of the assistance of advisory committees or commissions, some merely temporary, others assuming a more or less permanent character. These advisory bodies are composed either of representatives of the governments, employers and workers, or may include technical experts in a given field.

Collection of Information

The methods employed by the International Labor Office in assembling the information required differ according to the purpose for which it is needed. Data relating to the items to be discussed at the sessions of the Conference are usually collected by means of questionnaires sent to the

governments of member nations. This procedure has, in a number of instances, proved unsatisfactory because of the failure of some governments to send in their reports promptly and in a satisfactory form.¹ The Office maintains files of the leading periodicals and official publications of a large number of countries, and systematically examines the daily newspapers and periodicals of three important countries for documentary material relating to labor conditions. The material thus collected covers both existing labor laws and regulations and such phases of the labor problem as collective agreements in various lines of industry.

The Office has also devoted special attention to the preparation of statistical reports. In this connection it has repeatedly emphasized the necessity of developing uniformity in the field of labor statistics so as to make easily comparable the data collected in the various countries. The International Conferences of Labor Statisticians, which have been held under its auspices, represent primarily an effort to bring about a greater degree of uniformity in the collection of statistical material.

The International Labor Office has in the capitals of many important countries, branch offices which act as the intermediaries between the Labor Office and the governments and employers' and workers' organizations of these countries. The Office receives considerable information from these branches as well as from its permanent correspondents who are located in about half a dozen countries.

Distribution of Information

The material collected by the International Labor Office is available for the use of any government, organization or individual desiring information on any question relating to labor conditions. In 1926, the Office received more than 800 requests for information—136 requests from governments; 125 from workers' organizations; 42 from employers' organizations; 25 from cooperative organizations; 16 from associations of disabled men and the remaining 468 from varied sources.² The majority of the requests for informa-

¹ See International Labor Conference, Tenth Session, 1927, Vol. II, pp. 42-43.

² *Ibid.*, p. 45.

tion received from governments related to conditions of labor, including the subject of hours of work, questions of health and safety, and the problem of social insurance. Employers' organizations were chiefly interested in the subject of wages, scientific management and the conditions of labor. The workers' organizations desired information on general labor conditions, social insurance, and labor legislation. Although the majority of these requests came from various European countries, the information service of the International Labor Office is by no means confined to Europe. In fact, a number of requests for information are received each year from countries which are not associated with the International Labor Organization. In 1926, for example, the Office received forty-three requests for information from the United States.

SETTLEMENT OF DISPUTES

The methods used by the International Labor Organization in settling disputes which arise in connection with its work should be of particular interest to those countries which remain outside the organization. The Peace Treaty provides for the adjustment of two types of controversy, one concerning the interpretation of the Labor Sections of the Peace Treaty, and the other regarding the non-fulfilment of obligations assumed by member nations through ratification of draft conventions.

Disputes Regarding the Interpretation of the Peace Treaty

Provision is made in the Peace Treaty to refer any question or dispute relating to the interpretation of the Labor Part of the Treaty, or to any subsequent convention concluded by the members, to the Permanent Court of International Justice at The Hague for decision. Four such questions have so far been referred to this tribunal.

At the third session of the International Labor Conference, the credentials of the workers' delegate from the Netherlands were contested because the Netherlands Federation of Trade Unions, the largest of four rival labor federations, had not concurred in his nomination for the appointment

although its representatives were present at the joint conference at which he was chosen. The delegate was finally admitted by the Conference with the understanding that the question of the interpretation of the provisions of the Peace Treaty should be referred to the Permanent Court of International Justice. Accordingly, on May 12, 1922, the Council of the League of Nations adopted a resolution requesting the Court to give an advisory opinion on the following question: "Was the workers' delegate for the Netherlands at the Third Session of the International Labor Conference nominated in accordance with the provisions of Paragraph 3 of Article 389 of the Treaty of Versailles?"

The question came before the Court at its first regular session on June 15, 1922, and its opinion was delivered on July 31, 1922. This decision declared that there is no definition in the Treaty of the word "representative," that numbers are not the only test, but are an important factor and that other things being equal, the most numerous will be the most representative. The Court did not hold that the word "organizations" as used in the Treaty was plural, because it referred to employers' and workers' organizations, and that, therefore, it meant only one organization in each case. It held that if several industrial organizations representing the working classes exist in any country, the Government must take all of them into consideration and effect an agreement. The Government of the Netherlands, after it failed to reach an agreement with all organizations, nominated the delegate in agreement with the organizations which, taken together, represented the majority of the organized workers of the country. The Court, therefore, unanimously concluded that the Netherlands Government had complied with the Treaty.¹

The second advisory opinion of the Court concerned the jurisdiction of the International Labor Organization over the question of labor conditions in agriculture. This question was also raised at the third session of the Conference.²

¹ Publications of the Permanent Court of International Justice, Series B, No. 1, Leyden, 1922; *Ibid.*, Series C, No. 1.

² *Idem.* See also International Labor Conference, Third Session, 1921, pp. 19-52, 661-669.

While the Conference had declared itself competent, it had been decided to ask the Court for an advisory opinion. The Council of the League of Nations, therefore, by a resolution of May 12, 1922, requested the Court for an opinion on the question: "Does the competence of the International Labor Organization extend to international regulation of the conditions of labor of persons employed in agriculture?" This question came before the Court at its first regular session on June 15, 1922, and the following opinion was given on August 12, 1922: "The Court is of opinion that the competence of the International Labor Organization does extend to international regulation of the condition of labor of persons employed in agriculture, and therefore answers in the affirmative the question referred to it."

Among the reasons given by the Court in support of its opinion was the fact that Part XIII of the Treaty expressly declares that the purpose is to establish a *permanent labor organization*. This in itself, it stated, "strongly militates against the argument that agriculture, which is, beyond all questions, the most ancient and the greatest industry in the world, employing more than half of the world's wage-earners, is to be considered as left outside the scope of the International Labor Organization because it is not expressly mentioned by name."

A great deal of discussion had evolved around the word *industrial* as used in the text of the Treaty. The Court felt that it should be interpreted in its broad sense as including agriculture, commerce and manufacturing, rather than as referring solely to manufacturing as opposed to agriculture. The Court also pointed out that arguments used for the exclusion of agriculture might be used for the exclusion of navigation and fishing, but that the latter two industries had been dealt with by the Conference without any protest being raised. This opinion was given by the majority, with Judge Weiss of France, and Deputy-Judge Negulesco of Rumania not concurring.¹

The third advisory opinion of the Court likewise dealt with agriculture. A decision was made by the Council of the

¹ Publications of the Permanent Court of International Justice, Series B, No. 2, Leyden, 1922; *Ibid.*, Series C, No. 1.

League of Nations on July 18, 1922, requesting the Court for an advisory opinion on the question: "Does examination of proposals for the organization and development of methods of agricultural production, and questions of a like character, fall within the competence of the International Labor Organization?" This request was occasioned by the desire of the French Government to hear the Court's opinion, not only on the competence of the International Labor Organization in regard to labor conditions in agriculture, but also on its competence in agricultural matters in general.

The Director of the International Labor Office, referring in a memorandum to the request of the French Government for this advisory opinion, stated that the International Labor Organization had never considered any intervention of such a nature, and declared categorically that "in our opinion" the organization and development of agricultural production are matters outside the competence of the International Labor Organization. The Court held, that so far as the question of production is concerned, there is nothing special in the case of agriculture which might cause it to be included when other industries are not.

"Any industry,—say one for the manufacture of cloth, would clearly fall within the province of the International Labor Organization. It can promote, in the manner specified in the Treaty, the adoption of any measures calculated to benefit those engaged in the industry, particularly with regard to any of the points specifically mentioned. It would be a totally different matter if the International Labor Organization should ever make any claim to the right to consider the question of improvements in manufacturing processes, with the view of increasing the output, or improving the article produced. The question of an increase of production in agriculture must be dealt with, in this respect, exactly in the same manner as the question of improvements in the output of any article of manufacture. Do the functions of the Organization extend to the promotion of improvements in the processes tending to increase the amount of production? It appears to the Court that they do not, either in the case of agriculture or in the case of any other branch of industry."

It does not follow, however, the Court declared, that the International Labor Organization

"must totally exclude from its consideration the effect upon production of measures which it may seek to promote for the benefit of

the workers. If it should appear that a particular measure would involve a material diminution of production, this might be a matter proper to be considered by the Organization before deciding on its adoption, although it might be desirable in other respects."

The opinion of the Court, therefore, rendered on August 12, 1922, was that it understood the question to be whether or not the consideration of the means of production in itself, apart for the specific points on which powers have been conferred upon the International Labor Organization by the Treaty, falls within the competence of the Organization. This question it answered in the negative.¹

At the seventh session (1925) of the Conference, the employers' group opposed the Convention concerning night work in bakeries, which, among other matters, prohibits the night work of proprietors as well as workers. The ground for this opposition was that the International Labor Organization was not competent to deal with the personal work of the employers. The employers' group requested the Governing Body to submit the question to the Permanent Court. The Council of the League of Nations accordingly presented the following question to the Court for an advisory opinion: "Is it within the competence of the International Labor Organization to draw up and to propose labor legislation, which in order to protect certain classes of workers, also regulates incidentally the same work when performed by the employer himself?"

The question was heard by the Court at its Eleventh (Ordinary) Session on June 28, 1926, and the advisory opinion, answering the question put to it in the affirmative, was delivered on July 23, 1926. The Court considered that the Conference might include in its conventions provisions calculated to ensure, as far as possible, the realization of its object, but that it was outside the competence of the Court to indicate the limits of any discretionary powers which the International Labor Organization might possess in regard to the making of incidental regulations.²

¹ Publications of the Permanent Court of International Justice, Series B, No. 3, Leyden, 1922; *Ibid.*, Series C, No. 1.

² *Ibid.*, No. 13, Leyden, 1926; *Ibid.*, Series C, No. 12.

Non-Fulfilment of Obligations by Member Nations

Three bodies have been provided in the Treaty for the adjustment of disputes relating to the non-observance by any member nation of the obligation assumed by it through the ratification of conventions. These bodies are: the Governing Body, a Commission of Enquiry, and the Permanent Court of International Justice.

The Commission of Enquiry called for in the Treaty is to be organized as follows:

Each of the member nations agreed to nominate, within six months of the date on which the Treaty came into force, three persons of industrial experience, one each representing the employers and the workers, and one person of independent standing. These persons form a panel from which the members of the Commission of Enquiry are to be drawn. The qualifications of such persons are 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 who does not in its opinion comply with the requirements. The Commission is constituted, upon application of the Governing Body, by the Secretary-General of the League of Nations, who nominates three persons, one from each section of the panel. One of the three is designated as president. No member of the Commission of Enquiry may be directly concerned in the complaint to be settled.

The procedure to be followed in the adjustment of controversies is fully described in the Treaty. If any representation is made to the International Labor Office by an employers' or workers' organization to the effect that any member nation has failed to secure 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 a statement on the subject as it may think fit. If no statement is received within a reasonable time, or if the statement received is not deemed satisfactory by the Governing Body, the latter has the right to publish the representation and the statement made in reply to it.

If any member nation is not satisfied that another member is securing the effective observance of any convention which both have ratified, the first nation has the right to file a complaint with the International Labor Office. The Governing Body may then, if it thinks fit, before referring such a complaint to a Commission of Enquiry, communicate with the government in question.

If it does not think this necessary, or if, after such communication has been made, no satisfactory reply has been received within a reasonable time, the Body may apply for the appointment of a Commission of Enquiry to consider the complaint. If the Governing Body itself considers the question, the government against which the complaint is lodged, if it is not already represented, is entitled to send a representative to take part in the proceedings while the question is under consideration.

Should the complaint be referred to a Commission of Enquiry, the member nations agree that each, whether directly concerned in the complaint or not, will place all information in their possession, bearing on the subject, at the disposal of the Commission. After having considered the complaint, the Commission of Enquiry must prepare a report of its findings, containing such recommendations as it considers proper in regard to the way in which the complaint may be met and the time within which steps should be taken. The report must also indicate any economic measure against a defaulting government which the Commission considers appropriate, and which other governments would be justified in adopting. This report of the Commission of Enquiry is to be communicated by the Secretary-General of the League of Nations to each of the governments concerned in the complaint. Each member nation should, according to the Treaty, inform the Secretary-General of the League of Nations within one month, whether or not it accepts the recommendations of the report and, if not, whether it proposes to refer the complaint to the Permanent Court of International Justice.

Should any member nation fail to take the action in regard to a recommendation or draft convention, any other member nation is entitled to refer the matter to the Perma-

nent Court of International Justice, whose decisions are final. This Court may affirm, vary or reverse any of the findings or recommendations of the Commission of Enquiry, and in its decision must likewise indicate the measures of an economic character which it considers appropriate, and feels that other governments would be justified in adopting against a defaulting government.

If any member nation fails to carry out, within the time specified, the recommendations contained in the report of the Commission of Enquiry or in the decision of the Permanent Court of International Justice, any other member nation may take against the dilatory member the measures indicated in the report of the Commission or in the decision of the Court.

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 Enquiry or with the decision of the Permanent Court of International Justice, and may request the Governing Body to apply to the Secretary-General of the League of Nations for a Commission of Enquiry to verify its contention. If the report of the Commission of Enquiry or the decision of the Permanent Court of International Justice is in favor of the defaulting government, the other governments are to discontinue any economic measures which they have taken against it.¹

A panel from which a Commission of Enquiry may be drawn has been constituted but so far no occasion has arisen for its use. Only one question of dispute has arisen, and this did not necessitate the appointment of any Commission. The Governing Body considered in October, 1924, a representation from the Japanese Seamen's Union in regard to Japan's application of the Convention for Establishing Facilities for Finding Employment for Seamen. After hearing the explanations given spontaneously by the Japanese government delegate, the Governing Body considered that it was not necessary to communicate the representation officially to the Japanese Government nor to invite the latter to make a statement.

¹ U. S. Senate, 66th Congress, First Session, Document No. 85, Treaty of Peace with Germany, pp. 503-511.

CHAPTER II

LABOR PROBLEMS IN INDUSTRY AND COMMERCE

THE greatest number of draft conventions and recommendations adopted by the International Labor Conference deals with labor problems in industry and commerce. The proposals of the Conference suggest internationally uniform standards of hours of work in industrial undertakings, employment of women after child-birth, minimum age of children for industrial employment, night work of women and young persons, workmen's compensation, weekly rest in commercial establishments, development of facilities for the utilization of workers' spare time, general principles of sickness insurance and other matters affecting the welfare of labor. Analysis of the provisions of these conventions and recommendations of the Conference, and of the action taken by the member nations in complying with these provisions will throw light on the standards of the International Labor Organization and on the difficulties of international regulation of employment conditions in industry and commerce by means of uniform and rigid legislative enactments.

REGULATION OF HOURS OF WORK

The Convention Limiting the Hours of Work in Industrial Undertakings to Eight in the Day and Forty-eight in the Week, was adopted at Washington in 1919. It states that for its purposes, the term "industrial undertakings" covers mines, quarries and other works for the extraction of minerals from the earth; industries in which articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed; shipbuilding, and the generation, transformation and transmission of electricity or motive power of any kind; construction work, and transport of passengers or goods by road, rail, sea or inland waterways. In each coun-

try, the line of division which separates industry from commerce and agriculture is to be defined by the competent authorities.

Working hours of any persons employed in such public or private industrial undertakings, except where only members of the same family are employed, are not to exceed eight a day and forty-eight a week. Certain exceptions, however, have been provided. The Convention does not apply to persons holding positions of supervision or management, nor to persons employed in a confidential capacity. Where by law, custom or agreement between employers and workers, or their respective organizations, the hours of work on one or more days of the week are less than eight, the limit of eight hours may be exceeded on the remaining days of the week with the consent of the competent public authority or by agreement between such organizations or representatives, provided, however, that in no case the limit of eight hours is exceeded by more than one hour. Where persons are employed in shifts, it is permissible to employ persons in excess of eight hours a day and forty-eight hours a week, if the average number of hours over a period of three weeks or less does not exceed eight per day and forty-eight per week.

The limit of hours of work, as provided by this Convention, may be exceeded in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure*, only so far, however, as may be necessary to avoid serious interference with the ordinary working of the undertaking. The limit may also be exceeded in those processes which by reason of the nature of the work must be carried on continuously by a succession of shifts; in such cases, working hours may not exceed an average of fifty-six per week. Such regulation must not affect any rest days which may be secured by national law to the workers in such processes, in compensation for the weekly rest days. In exceptional cases, where it is recognized that the provisions of this Convention cannot be applied, agreements between workers' and employers' organizations concerning the daily limit over a longer period of time, may be given the force of regulations if the government, to which these agreements must be submitted, so decides. The average

number of hours worked per day over the number of weeks covered by such agreements must not exceed eight.

Permanent exceptions may be allowed by public authorities in case of work which is of a preparatory or complementary nature and which must necessarily be carried on outside the limits laid down for the general working of an establishment, or for certain classes of workers whose work is essentially intermittent. Temporary exceptions may also be allowed by regulations of public authorities in order to enable establishments to deal with exceptional cases of pressure of work. Such regulations may only be made after consultation with the organizations of employers and workers concerned, if such organizations exist. These regulations are to fix the maximum of additional hours in each case, and the rate of overtime is not to be less than one and one-quarter times the regular rate.

The Convention stipulates that "it shall be made an offense against the law" to employ any person outside the hours fixed by the Convention.

The operation of the provisions of this Convention may be suspended by the Government in any country in the event of war or other emergency endangering the national safety.

Separate provisions of the Convention deal with several countries where the forty-eight-hour week might be inapplicable. In the case of Japan, for example, the actual working hours of persons fifteen years of age or over in any public or private industrial undertaking are not to exceed fifty-seven in the week, except in the raw silk industry where the limit is sixty hours in the week. Actual hours of work of persons under fifteen years of age in any public or private industrial undertaking, and of all miners of whatever age engaged in underground work in the mines, are not to exceed forty-eight hours in the week. The age limit of fifteen years is to be raised to sixteen, not later than July 1, 1925.

For British India the Convention provides that the principle of a sixty-hour week shall be adopted for all workers in the industries "at present covered by the factory acts" administered by the Government of India, in mines and such branches of railway work as shall be specified for this

purpose by the competent authority. Modifications of this limitation may be made by the competent authority. In other respects, the provisions of the Convention are not to apply to India, but further provisions limiting hours of work are to be considered at a future meeting of the Conference.

The Convention does not apply to China, Persia and Siam, but provisions limiting hours of work in these countries are to be considered at a future meeting of the General Conference.

In Greece, the date at which the provisions were to be brought into operation could be extended in the case of certain specified industrial undertakings to not later than July 1, 1923, and in case of others to not later than July 1, 1924.

In the application of the convention to Rumania, the date at which the provisions were to be brought into operation could be extended to not later than July 1, 1924.

In the case of all other countries, it is provided that each member agree to bring the provisions of the Convention into operation not later than July 1, 1921.¹

Action Taken by Member Nations²

This Convention is undoubtedly the most important of all the conventions and recommendations adopted by the International Labor Conference. It is around this question that most discussion has centered at the annual Conferences and outside of the Organization. As the Director of the International Labor Office has pointed out, "It is the Hours Convention which raises the greatest difficulties in application and it is in this case that it appears most essential that the machinery provided by the Treaty of Peace should be set completely in motion. It is the touchstone by which the work of the Organization must be judged."³

Twelve ratifications have so far been registered, four of which are on condition that the ratification shall come into force only after the Convention has also been ratified by cer-

¹ International Labor Conference, First Session, 1919, pp. 256-258.

² For reference to specific countries see footnotes to Table 1, Appendix I.

³ International Labor Conference, Sixth Session, 1924, Vol. II, p. 786.

tain specified countries. The ratification of Austria is conditional on ratification by Belgium, Czechoslovakia, France, Germany, Great Britain, Hungary, Italy, Jugoslavia, Poland, and Switzerland; that of France on ratification by Germany and Great Britain; that of Italy on ratification by Belgium, France, Germany, Great Britain and Switzerland; and that of Latvia on ratification by three countries of "chief industrial importance" within the meaning of the Treaty of Versailles. Of the countries of chief industrial importance which have ratified, only Belgium and Czechoslovakia ratified unconditionally, while Austria, Italy and France did so conditionally. Ratification has been recommended by seven countries. In some cases a conditional clause has also been inserted in these proposals for ratification. Most of the recommended ratifications date several years back, and apparently no action has been taken since then.

In many countries, however, eight-hour day laws, applying wholly or partially the provisions of this Convention, have been enacted either before or after the Washington Conference. All the countries which have ratified the Convention, except one, have legislation on the subject, although the records do not indicate whether such legislation is in complete conformity with the Convention. The one exception noted is Luxemburg, whose legislation in the main agrees with the Convention but slight amendments are said to be necessary, and steps toward this end were stated to have been taken. Moreover, several countries which have not ratified the Convention are reported as having legislation embodying at least its principles, while a number of countries have initiated legislation.

Yet, in spite of the general prevalence of an eight-hour day either by law or custom in numerous countries, many nations have so far declined to ratify the Convention. Reluctance has been expressed by some nations to bind themselves for ten years to the terms of the Convention, although their legislation may be in complete or partial conformity with it, because it would prevent them from altering their legislation to meet probable changes in economic conditions. The most potent arguments advanced against ratification are that the provisions are too inelastic, that they are interpreted dif-

ferently by various countries, and that the countries which ratified the Convention would be placed in an unfair position, as compared with others that refused to ratify it.

A revision of the Convention was suggested by Great Britain as early as 1921, on the ground that its provisions were too inelastic. The Governing Body of the International Labor Organization, however, after a year's study of this question, decided a revision was premature. Recently revision has again been proposed by Great Britain, as will be seen on subsequent pages.

To remove the objections that non-ratification by certain countries would place others in a disadvantageous position, the conditional ratifications were resorted to in some cases. Still the situation developed into a sort of "battledore and shuttlecock" as one of the British delegates at the Sixth Session of the International Labor Conference stated,¹ each nation waiting for some others to ratify. In order to bring about simultaneous action by some of the chief industrial countries, a conference was held at Paris in July, 1924, by the Ministers of Labor of France and Great Britain, to consider the best means of hastening the ratification of the Convention. It was decided, however, to include also the Labor Ministers of Belgium and Germany in these discussions.² These four Ministers accordingly met at Berne on September 8 and 9, 1924, and the following official press communiqué was issued:

"The Ministers were agreed in thinking it desirable, particularly on social grounds, to arrive at a practical application of the principle of the Eight Hours Day on the basis of the Washington Convention. They then proceeded to discuss the Draft Convention article by article. The purpose of the discussion was to remove any difficulties as to interpretation which might exist between them and thus to facilitate the process of ratification for each of their respective governments. They were glad to find that on most points their views coincided exactly and that where divergencies existed they were not considerable. Thus the Conference closed with the unanimous feeling that the common ratification of the Convention was possible."

The only tangible result of this conference of ministers

¹ International Labor Conference, First Session, 1919, Vol. I, p. 67.

² Industrial and Labor Information, 1924, Vol. XI, pp. 455-456.

was a bill introduced in Great Britain, on which, however, no action was taken.

A further step for the purpose of removing the difficulties in the way of ratification was taken in 1926. At the invitation of the British Government a conference of representatives of Belgium, France, Germany, Great Britain and Italy was held in London. This conference brought agreement regarding the interpretation which, in the event of ratification, these Governments would give to the various articles of the Convention.¹ The first result of this agreement was the unconditional ratification of the Convention by Belgium in September, 1926. In June, 1927, France agreed to ratify the Convention as soon as Great Britain and Germany decide to take the same step.

While at first the agreements reached in London appeared to be satisfactory, later the British Government declared that the difficulties which had prevented it from ratifying had not been overcome, and accordingly at the session of the Governing Body early in February, 1928, Henry Bucknall Betterton, Parliamentary Secretary of the British Ministry of Labor and member of the Governing Body, proposed that revision of the Eight-Hour Convention be placed on the agenda of the 1929 Conference. Mr. Betterton maintained that the short space of time available for drafting this Convention at the Washington Conference, and the little experience then had with shorter working hours, had not been sufficient to result in an instrument suitable to take account of the complicated conditions of modern industrial life. He denied the argument that the smaller countries were anxious and willing to ratify the Convention if their stronger competitors did so, and suggested that the failure to ratify must be due to the Convention itself. Referring to a clause in the Convention which states that at least once in ten years² the Governing Body is required to present to the Conference a report on its working and to consider the desirability of revision or modification, Mr. Betterton pro-

¹ For the text of the conclusions reached see Official Bulletin, 1926, Vol. XI, pp. 90-91.

² There is divided opinion as to what constitutes the ten-year period. Some maintain it commences with the adoption of the Convention, i. e. in 1919, while others hold that it begins at the time the Convention is first ratified by two nations, in which case it would be 1921.

posed that in view of the difficulties encountered in securing the ratification of the Eight-Hour Convention its revision should be placed on the agenda of the 1929 Conference and that the International Labor Office should prepare a draft on the working of the Convention to be submitted to the April Session of the Governing Body. The employers' representatives supported the British proposal while the workers' representatives strongly opposed any revision. It was then decided that no decision should be made at once as to the question of placing revision of the Convention on the agenda of the 1929 Conference but that it should be put on the agenda of the April meeting of the Governing Body. Reports from employers indicate that a revision of the Convention appears desirable, although the workers in general oppose it on the ground that the Convention is sufficiently elastic to take care of necessary exceptions.

WEEKLY REST IN INDUSTRIAL UNDERTAKINGS

The Draft Convention concerning the Application of the Weekly Rest in Industrial Undertakings, adopted at Geneva in 1921, provides that the entire personnel employed in any industrial undertaking,¹ public or private, or any branch thereof, is to enjoy in every period of seven days a period of rest amounting to at least twenty-four consecutive hours. Wherever possible, this rest period is to be granted simultaneously to the entire staff of the undertaking and on the days already established by the traditions or customs of the country or locality.

Each member nation may except from the application of the Convention persons working in industrial undertakings in which only members of one family are employed. Total or partial exceptions, including suspensions or diminutions, may be authorized by each member nation with due regard to proper humanitarian and economic considerations, and after having consulted employers' and workers' organizations wherever they exist. As far as possible, provision is to be made for periods of rest to compensate for any suspensions or diminutions made.

¹ Definition of "industrial undertaking" is the same as that provided in the Eight-hour Convention. See p. 20 of this volume.

Each member nation is requested to draw up a list of exceptions made under the provisions of this Convention and communicate it to the International Labor Office as well as to keep the Office informed biennially of any modifications made.¹

Action Taken by Member Nations²

Although the principle of a weekly rest is almost universally in force either by custom or legislation, the number of ratifications of this Convention is surprisingly small. Fifteen countries, including Belgium, Czechoslovakia, France, and Italy, have so far ratified the Convention. Three countries, including Netherlands, have authorized ratification, and three have recommended it. All but one of these actions, however, date back to 1925 or earlier years. Among the recommended ratifications is found that of Germany. It should be noted, however, that action on it has been deferred.

The Austrian Government stated that, although its legislation concerning Sunday rest was in accordance with the provisions of the Convention as far as industrial undertakings are concerned, it had decided to postpone ratification. Austrian legislation does not, however, apply to transport of passengers or goods by road, rail, sea or inland waterways. There are certain provisions for the railroads and postal service which take account of the special conditions involved. If the Convention were ratified these undertakings would also be included, and although the Convention provides for certain exceptions, a compensatory rest period is required. The Austrian Government felt that it would be impossible to carry out this provision "in view of the special nature of railway organization" and because it would require the employment of more workers in order to maintain existing services. This, it felt, would obstruct the program of economy and reconstruction.

Great Britain pointed out that a weekly rest of twenty-four hours had long been the practice in that country. It

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 851-855.

² For references to specific countries see footnotes to Table 2, Appendix I.

was difficult to ratify the Convention, however, it was stated because of the detailed provisions which would have to be drawn up to determine compensatory rest periods for work done on Sundays. Moreover, emphasis was placed on inherent difficulties in the inspection and supervision of such work. It was also pointed out that these difficulties had been stressed by the British Government delegates at the 1921 Conference. Under these circumstances, therefore, Great Britain did not propose to ratify the Convention.

The Swedish Government stated in 1923 that Sunday rest was widely in force, but the Government found it difficult to introduce legislation which was based on international considerations but which did not appear to be called for in Sweden for practical reasons. The Swedish Government, therefore, did not propose ratification, although it made suggestions as to what extent the provisions of the Convention might be applied in Sweden when the question comes up for discussion in connection with the forthcoming amendment of the act on labor protection.

The Swiss Government stated that it had decided to consider this Convention as a recommendation because of the fact that dual legislation—federal and cantonal law—is in effect in Switzerland. The International Labor Office, however, has questioned the necessity and advisability of such an attitude on the part of the Swiss Government.

Several other countries, too, declined to ratify this Convention. The chief objections which have been raised appear to be directed against the provision in regard to compensatory rest, as well as against the inclusion of transport and similar undertakings.

In several countries, legislation to carry out the provisions of the Convention has been enacted subsequent to its adoption by the Conference. In some cases, this involved merely amendments to existing legislation. In one country, a bill is in preparation to comply with the Convention. In a number of countries legislation was already in force either wholly or partially carrying out these provisions. This is true of all the nations which have ratified the Convention. Moreover, of the chief industrial countries which have not ratified, Germany and Switzerland are also credited with having such

legislation. In the Netherlands, provisions in regard to the weekly rest are contained in acts of 1906, 1919 and 1921. In order to bring legislation into complete harmony with the Convention, however, amendments must be made.

UNEMPLOYMENT

The Draft Convention concerning Unemployment, adopted at Washington in 1919, provides that member nations are to communicate to the International Labor Office, at intervals as short as possible and not exceeding three months, all available information, statistical or otherwise, concerning unemployment, including reports on measures taken or contemplated to combat unemployment. Whenever practicable, the information is to be made available for such communication not later than three months after the end of the period to which it relates.

Each member nation which ratifies this Convention is to establish a system of free public employment agencies under the control of a central authority. Committees, including employers' and workers' representatives, are to be appointed to advise on matters concerning the carrying on of these agencies. Where both public and private free employment agencies exist, steps are to be taken to coordinate the operations of such agencies on a national scale. The operations of the various national systems are to be coordinated by the International Labor Organization in agreement with the countries concerned. Members which ratify this Convention and which have a system of unemployment insurance are to make arrangements, upon terms agreed upon between the members concerned, for reciprocity of treatment of workers belonging to one nation and working in the territory of another.¹

Action Taken by Member Nations²

This Convention has been more widely ratified than any other. Up to date, twenty-three ratifications have been registered. Not only has it been ratified by many countries,

¹ International Labor Conference, First Session, 1919, pp. 258-259.

² For references to specific countries see footnotes to Table 3, Appendix I.

but among these are most of the important industrial nations, as Austria, France, Germany, Great Britain, Italy, Sweden and Switzerland. In addition, the Netherlands has authorized ratification, and seven countries, including Czechoslovakia, have recommended ratification. The only chief industrial nation which has not taken favorable action toward ratification is Belgium. A bill was introduced for this purpose in Belgium in 1921 but has, however, apparently lapsed.

All the countries which have ratified the Convention, as well as a few others which have not yet ratified, are reported as carrying out all or some of its terms. In several countries, including those of Czechoslovakia and the Netherlands, bills are pending to apply some of the requirements of the Convention.

Information in regard to unemployment is regularly supplied to the International Labor Office by numerous countries. Free employment exchanges have been established in many countries situated in the various parts of the globe. The article concerning coordination of the operation of national systems of free public employment exchanges by the International Labor Office, in agreement with the countries concerned, has been acted upon by Austria and Switzerland, which have communicated information to the Office in regard to the occupations of the workers who desire to find work abroad.

The only application measure reported for Belgium is that the systematic organization of free public employment agencies has been considerably developed since 1919 by the action of the Government in assuming the larger part of the cost of carrying on these institutions, which previously depended on municipal or private initiative.

Definite statements that the Convention had no application in their countries were sent in by Cuba and Siam.

EMPLOYMENT OF WOMEN BEFORE AND AFTER CHILDBIRTH

The terms of the Draft Convention concerning the Employment of Women before and after Childbirth, adopted by the Conference at Washington in 1919, provide that in any pub-

lic or private industrial or commercial undertaking no woman is to be permitted to work during the six weeks following her confinement, and that she is to have the right to leave her work if she produces a medical certificate stating that her confinement will probably take place within six weeks. While she is thus absent from work, she is to be paid benefits "sufficient for the full and healthy maintenance of herself and her child." These benefits are to be provided either out of public funds or by a system of insurance, the exact amount of which is to be determined by the competent authority in each country. She is to be entitled also to free attendance by a doctor or a certified midwife. A mistake on the part of the medical adviser in estimating the date of confinement is not to exclude her from receiving these benefits from the date of the medical certificate up to the date on which the confinement actually takes place.

A working woman who is nursing her child is to be allowed half an hour a day during her working hours for this purpose. A woman who is absent from work preceding or following her confinement, or who remains absent for a longer period as a result of illness, medically certified as arising out of pregnancy or confinement and rendering her unfit for work, is not to be dismissed because of such absence unless this absence has exceeded a maximum period fixed by the competent authority in each country. "Woman" is defined as any female person, irrespective of age or nationality and whether married or unmarried, and the term "child" as any child, whether legitimate or illegitimate.¹

*Action Taken by Member Nations*²

This Convention has been the least popular of those which were adopted during the first three sessions of the Conference. Only ten ratifications have been registered. The only industrial country among the adherents to the Convention is Germany. Italy has authorized ratification and eight countries have recommended it. Among the latter are France and Czechoslovakia. In the Netherlands a bill was

¹ International Labor Conference, First Session, 1919, pp. 259-260.

² For references to specific countries see footnotes to Table 4, Appendix I.

presented in 1921 withholding ratification of this Convention.

Great Britain decided not to ratify, although it has laws in effect which partially carry out the spirit of the Convention. Austria pointed out that amendments to existing legislation would be necessary in order to ratify the Convention, but this was considered inadvisable because of the financial burdens which compliance with its provisions would place on insurance funds and on employers' and workers' organizations. In Belgium, a bill was introduced into Parliament for the ratification of the six draft conventions of the Washington Conference including this one, but no further action has been recorded. The Swedish Government appointed a commission to study the advisability of ratifying this Convention. The commission did not recommend ratification, and its judgment was accepted by the Government, but it was declared that the Convention was to be taken into consideration at the time of the revision of the Workers' Protection Act. Switzerland pointed out that financial means sufficient to allow immediate effect to be given to the Convention were not available.

In addition to the countries enumerated, various other nations found it impossible to ratify the Convention because of the additional financial burden, because of lack of industrial enterprises, or because of involved changes in national legislation. The provision for the payment of benefits during absence from work seems to be particularly objectionable. Many nations felt that benefits paid from public funds would constitute too great a drain on the treasury.

All the countries¹ which have ratified the Convention have measures in effect applying its terms. Furthermore, in China, Japan and Poland, laws are said to have been passed tending to apply the Convention. In several countries such legislation is in preparation. It should be noted, too, that in a number of countries, the employment of women is prohibited during a certain period after childbirth, generally for four weeks. Rarely, however, are benefits paid and then only in exceptional cases, as for example, in South Africa.

¹ No information has as yet been recorded for Luxemburg.

MINIMUM AGE FOR ADMISSION OF CHILDREN TO INDUSTRIAL EMPLOYMENT

The Draft Convention Fixing the Minimum Age for Admission of Children to Industrial Employment, adopted in Washington in 1919, provides that children under fourteen years of age are not to be employed in any public or private industrial undertaking other than one in which only members of the same family are employed. This prohibition does not apply to work done in technical schools, provided such work is approved and supervised by public authority. The term "industrial undertaking" is specifically defined. It also provides that employers are to be required to keep a register of all employees under the age of sixteen.

In the case of Japan, children over twelve may be admitted to employment if they have finished the elementary school course. The repeal of the provision in the Japanese law admitting children under twelve years of age to certain light and easy employment is, however, made mandatory.

With respect to India, the Convention provides merely that children under twelve are not to be employed in power-using manufactories employing more than ten persons, in mines, quarries or similar extractive work, in rail transport and in the handling of goods at docks, quays and wharves.¹

Action Taken by Member Nations²

Ratification of this Convention has been registered by sixteen nations, among which are Belgium, Czechoslovakia, Great Britain, and Switzerland. Three ratifications have been authorized, including those of Italy and Netherlands, in which cases, however, the action mentioned was taken several years ago. In addition to Germany, six other countries have recommended ratification but in all but one of these cases, too, the action dates several years back. France stated it would have to delay ratification until the necessary amendments to existing legislation were made. Austria decided not to recommend ratification because compulsory

¹ International Labor Conference, First Session, 1919, pp. 262-263.

² For references to specific countries see footnotes to Table 5, Appendix I.

school attendance ceased earlier than fourteen years and it was considered undesirable to prohibit children from admission to industrial employment in the intervening period.

Legislation giving effect to the provisions of the Convention exists in all the countries¹ which have registered ratification. The majority of the laws were passed subsequent to the adoption of the Convention by the Conference. Brazil, India and China, which have not ratified the Convention, have carried out its provisions by legislation. Legislation in preparation to apply the terms of the Convention has been recorded for four of the countries which have recommended or authorized ratification, including Germany. Moreover, measures to apply the provisions are also in preparation in Sweden, which has not taken any steps toward ratification.

EMPLOYMENT OF WOMEN IN INDUSTRY DURING THE NIGHT

According to the Draft Convention concerning Employment of Women in Industry during the Night, adopted at Washington in 1919, women, without distinction of age, are not to be employed during the night in any public or private industrial undertaking.

The term "night" is defined as a period of at least eleven consecutive hours, including the interval between 10 P. M. and 5 A. M. In those countries where no government regulation as yet applies to the employment of women in industrial undertakings during the night, the term "night" might provisionally and for a maximum period of three years be declared to signify a period of only ten consecutive hours, including the interval between 10 P. M. and 5 A. M.

The following possible exceptions are provided: (a) It is not to apply in case of *force majeure*, when in any undertaking there occurs an interruption of work which it was impossible to foresee and which is not of a recurring nature; (b) It is not to apply in cases where the work has to do with raw materials in course of treatment which are subject to rapid deterioration, when such night work is necessary to preserve the materials from certain loss; (c) In India and Siam, the government may suspend the application of the

¹ No information has as yet been recorded for Luxemburg.

provision in respect to any industrial undertaking except factories, as defined by the national law. Notice of every such suspension is to be filed with the International Labor Office; (d) In industrial undertakings which are influenced by the seasons and in all cases where exceptional circumstances demand it, the night period may be reduced to ten hours on sixty days of the year; (e) In countries where the climate renders work by day particularly trying to health, the night period may be shorter than prescribed above, provided that compulsory rest is accorded during the day.

This Convention was preceded by the convention signed at Berne in 1906, which prohibited the night work of women in industry. There is much resemblance between the two. Both conventions ensure eleven consecutive hours of rest including the period between 10 P. M. and 5 A. M. The Berne Convention, however, applies only to establishments employing at least ten persons. The Washington Convention covers all public and private undertakings, except those where only members of the same family are employed.

The Berne Convention contains a provision that in certain industries the terms of the Convention are not to come into effect for ten years. These industries include the manufacture of all sugar from beet, wool combing and weaving, and open mining operations where climatic conditions stop operations for at least four months each year.

By 1914, only twelve countries had ratified the Berne Convention. The countries which have adhered to the Berne Convention, but have not as yet ratified the Washington Convention¹ are: Germany, Spain, Poland, Portugal, and Sweden.

Action Taken by Member Nations²

Germany and Sweden are the only important industrial nations which have not ratified this Convention. The other chief industrial countries have registered their ratification, as have several countries of lesser industrial significance, bringing the total number of ratifications registered up to

¹ International Labor Conference, First Session, 1919, pp. 246-247.

² For references to specific countries see footnotes to Table 6, Appendix I.

date to eighteen. Germany and eight other countries have recommended ratification. As has been noted in the case of most other conventions, nearly all of these proposals for ratification were made several years ago, and nothing leading to final steps has been recorded since then.

In a few instances postponement of action in regard to ratification was decided upon, as in the cases of Norway and Sweden, or a definite negative attitude was taken. Finland at first stated that it could not ratify this Convention because it felt that such special protection of women would place them in an unfavorable position in the labor market and, furthermore, that it would cause much hardship for the workers and financial loss to employers, particularly in the paper factories and saw mills where women are largely employed in skilled work at night. Recently, however, it has recommended ratification.

Legislation prohibiting the night work of women is quite generally in force. In all the countries which have ratified the Convention such legislation exists. In several of these countries legislative measures for the protection of women had been passed before the adoption of the Convention by the Conference. A few countries, although they have not ratified it, have laws carrying out the terms of the Convention. Among these Japan may be noted. Rumania ratified the Convention in 1921, but application measures were put into effect only recently. About eight countries have initiated legislation embodying the provisions of the Convention.¹

NIGHT WORK OF YOUNG PERSONS IN INDUSTRY

The Draft Convention concerning Night Work of Young Persons in Industry, adopted at Geneva in 1919, provides that persons under eighteen years of age are not to be employed during the night in public or private industrial undertakings. The following exceptions are made:

(1) This Convention does not apply to undertakings in which only members of the same family are employed.

(2) Young persons over the age of sixteen may be employed during the night in certain specified industrial under-

¹ See Table 6 in Appendix I.

takings, in which, by reason of the nature of the process, the work is required to be carried on continuously, day and night, namely, (a) in certain enumerated processes in the manufacture of iron and steel; (b) in glass work; (c) in manufacture of paper; (d) in manufacture of raw sugar; and (e) in gold mining reduction work.

(3) The prohibition of night work for young persons under eighteen is not to apply to night work of young persons between sixteen and eighteen years of age in case of emergencies which could not have been controlled or foreseen, which are not of a periodic character, and which interfere with the normal working of the industrial undertaking.

(4) The prohibition of night work may also be suspended by the government for young persons between the ages of sixteen and eighteen years, when in case of serious emergency the public interest demands it.

(5) Until July 1, 1925, this Convention was to apply in Japan only to young persons under fifteen years of age and thereafter to young persons under sixteen years of age.

In the application of this Convention to India, the term "industrial undertaking" is to include only "factories" as defined in the Indian Factory Act, and this prohibition of night work is not applicable to male young persons over fourteen years of age.

The term "night" is defined as a period of at least eleven consecutive hours including the interval between 10 P. M. and 5 A. M. To this general ruling there are three exceptions: (1) in coal and lignite mines, work may be carried on between 10 P. M. and 5 A. M. provided an interval of ordinarily fifteen hours, and in no case less than thirteen hours, separates two periods of work; (2) in the baking industry, where night work is prohibited for all workers, the period between 9 P. M. and 4 A. M. may be substituted for the period between 10 P. M. and 5 A. M.; and (3) in tropical countries, in which work is suspended during the middle of the day, the night period may be shorter than eleven hours if a compensatory rest is provided during the day.¹

¹ International Labor Conference, First Session, 1919, pp. 263-264.

Action Taken by Member Nations¹

In the protection of women and children against the hardships of industrial employment, more rapid progress has been made in the various countries than in any other field of labor legislation, and it is not surprising to find this Convention among those which have been most widely ratified. Twenty nations have registered ratification, and among these are all the chief industrial countries except Czechoslovakia, Germany and Sweden. Ratification has been authorized by one country and recommended by eight. In the latter group Germany and Czechoslovakia are listed. Sweden informed the Office that a commission entrusted with an inquiry concerning this Convention did not propose ratification because its application would place greater restrictions on night work than are prescribed by existing legislation, and because the exceptions provided do not correspond to the needs of Sweden, particularly in the wood working industry.

Legislative measures applying the terms of the Convention exist in all the countries which have ratified it except Luxemburg. Several other countries are also reported to have measures fulfilling the prescribed conditions. Among these are two oriental countries, China and Japan. In a number of countries bills have been prepared or are in preparation prohibiting the night work of young persons. Included in this group are Czechoslovakia and Germany.

NIGHT WORK IN BAKERIES

The Draft Convention concerning Night Work in Bakeries, adopted at Geneva in 1925, prohibits the making of bread, pastry or "other flour confectionery" during the night except under the conditions indicated below. It applies to the work of all persons, including proprietors, engaged in the making of such products, but not to members of the same household making such products for their own consumption, nor does it apply to the wholesale manufacture of "biscuits."² Products to be included in the term "biscuits" for the pur-

¹ For references to specific countries see footnotes to Table 7, Appendix I.

² Corresponding to what is generally termed "crackers" in the United States.

pose of this Convention are to be determined by each member nation after consultation with the employers' and workers' organizations concerned.

Night is defined as a period of at least seven consecutive hours. The beginning and end of such period is to be fixed by the competent authority in each country after consultation with the organizations of employers and workers concerned, and is to include the interval between 11 P. M. and 5 A. M. If the climate or season so require, or by agreement between the employers' and workers' organizations, the period from 10 P. M. to 4 A. M. may be substituted for the period mentioned above.

Exceptions from the provision of the Convention by the competent authority in each country after consultation with the employers' and workers' organizations concerned may be granted as follows: (1) permanent exceptions if preparatory or complementary work must be carried on outside the normal hours of work, provided that only the strictly necessary number of workers and no young persons under eighteen years of age are employed in such work; (2) permanent exceptions necessary to meet requirements due to particular circumstances of the baking industry in tropical countries; (3) permanent exceptions necessary to arrange for the weekly rest; and (4) temporary exceptions in case of unusual pressure of work or national necessity.

Exceptions may also be made in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure*, only in so far, however, as may be necessary to avoid serious interference with the ordinary working of the undertaking.¹

*Action Taken by Member Nations*²

Only one country has registered ratification and five have recommended it, including Austria and France. In view of the discussions which have taken place in the various countries, it appears unlikely that the member nations will take final action toward ratification in the near future. Great Britain stated that it could not ratify the Convention because

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 856-859.

² For reference to specific countries see footnotes to Table 8, Appendix I.

its provisions are too drastic. Italy declared that it did not propose ratification because the baking industry was in a state of technical transformation. The Netherlands has recommended ratification but deferred action pending consideration of amendments to existing legislation. An act in force until 1930 makes ratification impossible for Sweden at the present time. From discussions going on in Switzerland, it appears that that country, too, will not recommend ratification, at least for the present.

One of the documents of the International Labor Office states that legislation prohibiting night work in bakeries was enacted between 1914 and 1925, that is, before the Convention was adopted, in Austria, Belgium, Chile, Czechoslovakia, Denmark, France, Germany, Hungary, Latvia, Netherlands, New South Wales,¹ Poland, Spain, Sweden and Uruguay, but the office does not indicate to what extent these acts are in harmony with the provisions of the Convention. Since the adoption of the Convention, various countries are reported to have enacted laws relating to night work in bakeries but in these cases, too, it is not clear whether or not they fully apply the provisions of the Convention. Legislation is said to be in preparation in Austria, France, and the Netherlands.

WORKMEN'S COMPENSATION FOR ACCIDENTS

The Draft Convention concerning Workmen's Compensation for Accidents, adopted at Geneva in 1925, provides that compensation is to be assured to workers suffering personal injury due to an industrial accident, or to their dependents in case of a worker's death. Workmen's compensation is to apply to workers, employees and apprentices in any public or private establishment. Member nations may, however, make such exceptions in their legislation as they deem necessary in respect to (1) persons whose employment is of a casual nature and who "are employed otherwise than for the purpose of the employer's trade or business"; (2) out workers; (3) members of the employer's family who work exclusively

¹ This act was adopted in 1919 and repealed in 1923, but in 1926 an act was passed prohibiting night work in bakeries between 6 P. M. and 5.30 A. M.

on his behalf and who live in his house and (4) non-manual workers whose remuneration exceeds a limit to be determined by national laws or regulations. The Convention is not to apply to seamen or fishermen for whom provisions are to be made by a subsequent convention, to persons who are already covered by some special system which is not less favorable than the Convention, nor to workers in agriculture in respect to whom the convention adopted at the Third Session remains in force.

Compensation is to be payable to the injured worker or his dependents, where permanent incapacity or death results from the injury, in the form of periodical payments, but it may be wholly or partially paid in a lump sum if the competent authority is satisfied that it will be properly utilized. In case of incapacity, compensation is to be paid not later than as from the fifth day after the accident, whether payable by the employer, by the accident insurance institution, or by the sickness insurance institution concerned. If the injury results in incapacity of such a nature that the injured worker must have the constant help of another person, additional compensation is to be paid.

Injured workers are to be entitled to medical aid and to surgical and pharmaceutical aid as is necessary, the cost of which is to be defrayed either by the employer, by the accident insurance institution or by the invalidity insurance institution.

Injured workers are entitled to the supply and normal renewal of such artificial limbs and surgical appliances as are recognized to be necessary; nevertheless, national laws or regulations may permit, in exceptional circumstances, the payment of a lump sum representing the probable cost of the supply and renewal of such appliances. This sum is to be decided at the time when the amount of compensation is settled or revised. Supervisory measures, either to prevent abuses in connection with the renewal of appliances or to ensure that the additional compensation shall be utilized for this purpose, are to be provided for by national laws or regulations.

Payment of compensation is to be assured by law or regulation in case of insolvency of the employer or insurer.¹

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 838-842.

*Action Taken by Member Nations*¹

Only six ratifications of this Convention have been registered so far. Belgium, the Netherlands and Sweden are the only important industrial countries which have ratified it. One ratification has been authorized, and five have been recommended, including that of France. How much of this lack of final action is due to the fact that the Convention was adopted only three years ago and how much may be attributed to disinclination of the member nations to accept the terms of the Convention, it is still too early to judge.

Austria and Czechoslovakia stated that the question of ratification would be considered after the bills amending existing accident legislation had been passed. Germany pointed out that to apply the terms of the Convention, new legislation would be necessary which it had not been able to promulgate because the necessary amendment of the accident insurance system would be "considerable." Great Britain declared that ratification would involve considerable amendment of existing legislation which the Government was not prepared to undertake. Italy pointed out that accident insurance legislation was undergoing complete revision, in the course of which the principles of the Convention were being taken into consideration. Pending this revision, it was deemed inopportune to ratify the Convention. In Switzerland, the question of bringing the existing Swiss legislation on this subject into conformity with the Convention has been postponed for later consideration.

Five of the six countries which ratified have applied the provisions of the Convention. Belgium has not yet done so but preliminary procedure has been undertaken. In several other countries bills to this effect are pending.

WORKMEN'S COMPENSATION FOR OCCUPATIONAL DISEASES

The Draft Convention concerning Workmen's Compensation for Occupational Diseases, adopted at Geneva in 1925, provides that compensation is to be paid to workers incapacitated by occupational diseases, or to their dependents in case of death, in accordance with the general principles of

¹ For references to specific countries see footnotes to Table 9, Appendix I.

the national legislation relating to compensation for industrial accidents. The rates payable are to be not less than those prescribed by the national legislation for injury resulting from industrial accidents.

The following schedule is appended to the Convention enumerating the diseases and poisonings, produced by certain substances, which are to be considered as occupational diseases when they affect the workers engaged in the trades or industries mentioned in the schedule and result from employment in an undertaking covered by such national legislation.

SCHEDULE¹*List of diseases and toxic substances*

Poisoning by lead, its alloys or compounds and their sequelæ.

Poisoning by mercury, its amalgams and compounds and their sequelæ.

Anthrax infection.

List of corresponding industries and processes

Handling of ore containing lead, including fine shot in zinc factories.

Casting of old zinc and lead in ingots.

Manufacture of articles made of cast lead or of lead alloys.

Employment in the polygraphic industries.

Manufacture of lead compounds.

Manufacture and repair of electric accumulators.

Preparation and use of enamels containing lead.

Polishing by means of lead files or putty powder with a lead content.

All painting operations involving the preparation and manipulation of coating substances, cements or coloring substances containing lead pigments.

Handling of mercury ore.

Manufacture of mercury compounds.

Manufacture of measuring and laboratory apparatus.

Preparation of raw material for the hat-making industry.

Hot gilding.

Use of mercury pumps in the manufacture of incandescent lamps.

Manufacture of fulminate of mercury primers.

Work in connection with animals infected with anthrax.

Handling of animal carcasses or parts of such carcasses, including hides, hoofs and horns.

Loading and unloading or transport of merchandise.

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 846-850.

*Action Taken by Member Nations*¹

In the case of a number of countries the attitude adopted toward this Convention exactly parallels that taken toward the Convention concerning Workmen's Compensation for Accidents, although on the whole, slightly more favorable action has been recorded in regard to this Convention. Nine countries have registered ratification, including Belgium, Great Britain and Switzerland; one nation, the Netherlands, authorized it, and seven countries have recommended it. In the latter group are France and Germany. Although Austrian legislation covers the terms of the Convention, Austria stated that it could not yet ratify it since that legislation is not yet in effect, and it would be difficult to fix the date of its coming into force. For Czechoslovakia it was reported that existing legislation was not so wide in scope as the Convention, but that an amendment to this legislation was in preparation and would make ratification possible. Italy postponed decision in regard to this Convention pending the study of amendments to accident compensation legislation which were felt to be closely related to compensation for occupational diseases. Sweden declined to adhere to the Convention.

All the countries which have ratified the Convention are reported to have legislation embodying its provisions. In addition, Austria and Greece are credited with having legislation to this effect, but as pointed out before, the Austrian legislation is not yet in force. In a number of countries steps have been taken toward incorporating the principles of the Convention into legislation, including Czechoslovakia, France, Germany, Italy, the Netherlands and Sweden. In Germany, the existing legislation grants compensation for occupational diseases but treats anthrax as the result of an accident. German legislation applies only to those industries which are covered by accident insurance. The list of insured industries in Germany does not altogether correspond to that of the Convention.

¹ For references to specific countries see footnotes to Table 10, Appendix I.

EQUALITY OF TREATMENT FOR NATIONAL AND FOREIGN
WORKERS AS REGARDS WORKMEN'S COMPENSATION
FOR ACCIDENTS

By the terms of this Convention, which was adopted in 1925 at Geneva, each member nation ratifying it is to grant to the nationals of any other member nation ratifying the Convention the same treatment as it grants its own nationals in regard to accident compensation. This equality of treatment is to be guaranteed to foreign workers and their dependents without any condition as to residence. In regard to payments which would have to be made outside the member nation's territory, the measures to be adopted are to be regulated, if necessary, by special agreements between the member nations concerned.

Special arrangements may be made between the member nations concerned to provide compensation for industrial accidents to workers who are temporarily or intermittently employed in the territory of one member nation on behalf of an undertaking situated in the territory of another member nation under the laws and regulations of the latter.

Member nations which do not already have a system of workmen's compensation for industrial accidents, whether by insurance or some other means, are to institute such a system within a period of three years from the date of their ratification.

Furthermore, the member nations ratifying the Convention are to give each other mutual assistance in order to facilitate the application of the Convention and the execution of their respective laws and regulations on workmen's compensation, and to inform the International Labor Office of any modification in the laws and regulations. The International Labor Office in turn shall inform the other member nations concerned.¹

*Action Taken by Member Nations*²

Ratification of this Convention has been registered by fifteen nations among which are seven industrial states:

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 851-854.

² For references to specific countries see footnotes to Table 11, Appendix I.

Belgium, Czechoslovakia, France, Great Britain, Italy, Netherlands, and Sweden. Two nations have authorized ratification, including Switzerland, and six countries have recommended it. In the latter group are Austria and Germany. The only country recorded as having definitely rejected the Convention is Siam.

All the countries which have ratified the Convention are reported as having legislation carrying out its provisions. Austria and Greece are also credited with having laws applying its terms, and in Poland legislation was stated to be in progress. Thus from the evidence recorded, it appears that the principle of equality of treatment of national and foreign workers in case of workmen's compensation for accidents is fairly popular among the member nations of the International Labor Organization.

SICKNESS INSURANCE FOR WORKERS IN INDUSTRY AND COMMERCE AND FOR DOMESTIC SERVANTS

The Draft Convention concerning Sickness Insurance for Workers in Industry and Commerce and for Domestic Servants, adopted at Geneva in 1927, calls for the establishment of a system of compulsory sickness insurance applicable to manual and non-manual workers, including apprentices employed by industrial and commercial undertakings, and to out-workers and domestic servants.

Exceptions may be made by any member nation, however, in its national laws or regulations, which may be deemed necessary in case of (a) temporary employment, casual employment not for the purpose of the employer's business, occasional employment and subsidiary employment; (b) workers whose wages or income exceed an amount to be determined by national laws or regulations; (c) workers who are not paid a money wage; (d) out-workers whose conditions of work are not similar to those of ordinary wage earners; (e) workers below or above age limits to be determined by national laws or regulation; and (f) members of the employer's family.

Further exceptions may be made by any member nation in the case of persons who because of sickness are entitled,

by law or regulations or special schemes, to advantages at least equivalent to those provided for in the Convention.

The provisions of the Convention do not apply to seamen and sea fishermen.

Cash benefits for at least the first twenty-six weeks of incapacity, the Convention stipulates, are to be paid to an insured person rendered incapable of work because of the "abnormal state of his bodily or mental health." Payment of the benefit may be made conditional on a qualifying period and on a waiting period of not more than three days.

Cash benefits may be withheld (a) if the insured person receives equivalent compensation from another source to which he is entitled by law; (b) if because of the incapacity no loss of the "normal product" of his labor is involved, or if the person is maintained at the expense of the insurance funds or public funds, except that cash benefits are to be withheld only partially, although thus personally maintained, if the person has family responsibilities; and (c) if the insured person while ill refuses to comply with the doctor's orders without valid reasons, or voluntarily and without authorization removes himself from the supervision of the insurance institutions. Cash benefits may be reduced or refused because of wilful misconduct.

Medical treatment, free of charge, is to be given by a fully qualified medical man and the insured person must be provided with proper and sufficient medicines and appliances. The insured person, however, may be required to pay part of the cost of medical treatment as may be prescribed by national laws or regulations. As in the case of cash benefit, medical benefit may be withheld if the conduct of the insured person warrants it. Members of the insured person's family living in his household and dependent upon him may be granted medical benefit if the national laws or regulations so prescribe.

Administration of the scheme is to be in the hands of self-governing institutions, under the administrative and financial supervision of competent public authority. They are not to be carried on for profit. Institutions founded by private initiative are to be specifically approved by competent public authority. Participation by the insured persons in the

management of the self-governing institutions may be prescribed by national laws or regulations. Administration of insurance may be by the state if otherwise difficult, particularly because of the insufficient development of the employers' and workers' organizations.

The financial resources of the system are to be provided by the insured persons and their employers. A financial contribution by the competent public authority may be decided upon by national laws or regulations, if desired.

The right of appeal in case of dispute is to be granted to the insured person.

States are permitted, if they so desire, not to apply the Convention in districts which are sparsely populated and where means of communication are inadequate, upon notification of such intention to the Secretary-General of the League of Nations when ratifying the Convention. In Europe only Finland may avail itself of this provision.¹

*Action Taken by Member Nations*²

Inasmuch as this Convention was adopted only at the 1927 session of the Conference, little action has so far been recorded. Three ratifications have been registered, among which is that of Germany. One ratification has been recommended. The only countries which have been reported as having legislation embodying the provisions of the Convention are France, Germany and Hungary. Finland is preparing legislation in order to take account of the Convention. It might be emphasized here again, however, that absence of any record of legislation in the various documents of the Organization does not necessarily indicate that no such measures exist, but may in many instances denote merely that the necessary information has not been supplied to the International Labor Office.

USE OF WHITE LEAD IN PAINTING

The use of white lead or sulphate of lead, and of all products containing these pigments, in the internal painting of build-

¹ International Labor Conference, Tenth Session, 1927, Vol. I, pp. 686-691.

² For references to specific countries see footnotes to Table 12, Appendix I.

ings is prohibited by the provision of the Draft Convention concerning the Use of White Lead in Painting, adopted at Geneva in 1921. Exception is made in the case of railway stations and industrial establishments when these pigments are considered necessary. Furthermore, after consultation with the employers' and workers' organizations concerned, the use of white lead pigments is permitted provided there is a maximum of 2% of lead expressed in terms of metallic lead. This prohibition of the use of white lead or of sulphate of lead in painting is not to apply to artistic painting or fine lining, in which cases the government shall define the limits of such forms of painting and regulate the use of white lead, sulphate of lead and products containing these pigments in accordance with the principles for the regulation of the use of white lead given in this Convention.

Males under eighteen years of age and all females are to be prohibited from being employed in any painting work of an industrial character involving the use of white lead or sulphate of lead or products containing these pigments. Painters' apprentices, however, may be employed in the work so prohibited, upon the action of competent authorities and after consultation with the employers' and workers' organizations concerned.

The prohibitions prescribed above were to come into force six years from the date of the closure of the Third Session of the International Labor Conference (November 19, 1921).

The use of white lead, sulphate of lead and of all products containing these pigments, in operations for which their use is not prohibited, is to be regulated in accordance with the following principles:

I. (a) White lead, sulphate of lead, or products containing these pigments are not to be used in painting operations except in the form of paste or of paint ready for use.

(b) Measures are to be taken in order to prevent danger arising from the application of paint in the form of spray.

(c) Measures are to be taken wherever practicable to prevent danger arising from dust caused by dry rubbing down and scraping.

II. (a) Adequate facilities are to be provided to enable working painters to wash during and on cessation of work.

(b) Overalls are to be worn by working painters during the whole of the working period.

(c) Suitable arrangements are to be made to prevent clothing put off during working hours from being soiled by painting material.

III. (a) Cases of lead poisoning and of suspected lead poisoning are to be reported, and are to 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 are to be distributed to working painters.

Such steps as are necessary to ensure the observance of the foregoing regulations are to be taken by the competent authority after consultation with the employers' and workers' organizations concerned.¹

Action Taken by Member Nations²

Fifteen ratifications of this Convention have been registered, among which are those of Austria, Belgium, Czechoslovakia, France and Sweden. One of the ratifications, that of Hungary, is conditioned upon ratification by France, Germany and Great Britain. Two ratifications have been authorized, namely, those of Italy and the Netherlands, and five have been recommended, including that of Germany. Great Britain and Switzerland, are the only two nations of chief industrial importance which have not taken any steps toward ratification. In Switzerland, the question of ratification is to remain open pending study of the problem.

Six of the countries which have ratified the Convention—Bulgaria, Chile, Estonia, Hungary, Latvia and Rumania—have not yet enacted legislation to apply its terms, although steps toward this end have been taken by all these countries except Chile and Hungary. Eight nations which have ratified the Convention are reported to have applied its pro-

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 846-851.

² For references to specific countries see footnotes to Table 13, Appendix I.

visions.¹ All the legislative measures applying the terms of the Convention in the various countries appear to have been enacted subsequent to the adoption of the Convention. In addition to the four countries mentioned above which have legislation in preparation, six others are credited with having initiated proceedings in this direction.

UNEMPLOYMENT

The Recommendation concerning Unemployment was adopted at Washington in 1919. It proposes that each member nation take measures to prohibit the establishment of employment agencies which charge fees or which carry on their business for profit. Where such agencies already exist, they should be permitted to operate only under government license, and measures should be taken to abolish such agencies as soon as possible. It also proposes that the recruiting of bodies of workers in one country for employment in another country should be permitted only by mutual agreement between the countries concerned and after consultation with employers and workers in each country in the industries concerned. It furthermore recommends that member nations establish an effective system of unemployment insurance, either through a government system or by means of government subventions to associations which provide for the payment of benefits to their unemployed members. It also recommends that the execution of all work undertaken under public authority be coordinated in order to reserve such work as far as practicable for periods of unemployment and for districts most affected by it.²

*Action Taken by Member Nations*³

The problems of finding employment for workers and of alleviating the hardships caused by unemployment have been the concern of many governments. Thus in a considerable number of countries one or more of the proposals contained in this Recommendation had been applied even be-

¹ No data as yet recorded for Luxemburg.

² International Labor Conference, First Session, 1919, p. 259.

³ For references to specific countries see Appendix II of this volume.

fore the Recommendation was adopted by the General Conference, although there appear to be only a very few in which all of the terms of the Recommendation are carried out. The countries which are reported as having had legislation in effect, prior to the adoption of the Recommendation, which applied to one or more of the proposals are Queensland (Australia), Poland, Austria, Canada, Finland, Great Britain, Italy, Luxemburg, Netherlands, Norway and Spain. Those which adopted measures for the first time, or in addition to already existing legislation after the Recommendation was passed, are New South Wales, Queensland and Western Australia, Austria, Belgium, Bulgaria, Great Britain, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Italy, Japan, Luxemburg, Poland, Sweden and Switzerland. Legislation in progress or in preparation has been reported from Victoria (Australia), Chile, Czechoslovakia, France, Greece, Hungary, Latvia, Netherlands, Norway, Poland, and Uruguay.

In Austria, fee-charging employment agencies may operate only under government license, and the granting of these licenses is strictly limited. An act of 1920, amended in 1927, carries out the provisions of the Recommendation with respect to unemployment insurance. An agreement concerning the recruiting of workers was concluded between Austria and Poland in 1921. In Belgium, the Royal Order of December 30, 1920, amended by several orders since that date, provides for payment of government subsidies to unemployment funds and regulates the working of the National Unemployment Fund. Compulsory unemployment insurance was established in 1927. In Czechoslovakia an act of 1921 replaced a temporary act of 1918 concerning unemployment relief and gave partial effect to this Recommendation. According to this act, the Government agrees to add a contribution to the benefits paid by trade unions to their unemployed members. It also provides for reciprocity of treatment in the case of foreign workers. Compulsory unemployment insurance was instituted in Czechoslovakia by an act passed in 1921, but was not applied until April, 1925. A bill was introduced to amend the existing legislation on employment exchanges.

In France, the provisions of the Recommendation relating to unemployment insurance and public works are said to be applied by legislation. The situation in regard to prohibition of fee-charging agencies is reported to correspond to the terms of the Recommendation. It is stated that a bill to bring the law into complete conformity with the terms of the Recommendation has been drafted. France has signed treaties in regard to recruiting of workers with Italy, Poland and Czechoslovakia. In Germany, a number of orders relating to these problems were codified in 1926 and are in effect at the present time. The provision of the Recommendation relating to employment exchanges is applied in Germany by the Employment Exchange Act of 1922 and orders relating thereto. The provision concerning the recruiting of workers is applied to some extent under an order of 1923, relating to the recruiting and employment of workers in foreign countries. There are also several orders relating to the payment of unemployment benefits. In 1927, an act was passed relating to employment exchanges and unemployment insurance.

The British Government felt that the provision concerning prohibition of fee-charging agencies was neither necessary nor desirable. In regard to the recruiting of foreign workers, it stated that this situation hardly arose in normal times and that such prohibition would place unnecessary difficulties in the way of legitimate interchange of workers. Great Britain, therefore, decided not to adhere to these two clauses of the Recommendation. On the other hand, the paragraph concerning unemployment insurance was accepted, as it was already in effect. In regard to the problem of coordination of public works, the British Government stated that it was prepared to accept the principle embodied in the Recommendation but it pointed out that the matter was complicated and difficult. In Italy, the prohibition of fee-charging agencies, and unemployment insurance, were provided for in a decree of 1919, superseded by a decree of 1923. The recruiting of workers for employment abroad is under the direct supervision of the General Emigration Department. A treaty concerning this matter

has been signed with France. The question of coordination of public works is dealt with in a decree of 1919.

In the Netherlands, effect was given to the provision relating to unemployment insurance by the Unemployment Decree of 1917, and a plan of coordination of public works so as to mitigate the hardships of unemployment has been prepared by the communal administrations. Their execution is decided upon and subsidized by the government after a state commission has been consulted. A bill was stated to be in preparation in 1924, providing that employment agencies shall be carried on only under license. In Sweden, two royal notifications were issued in 1920 and 1921 with respect to subsidies by the government for the benefit of unemployed persons. In Switzerland, unemployment insurance is regulated by a federal law of 1924. In regard to coordination of public works, the Swiss Government pointed out that the principle of the Recommendation has, to a large extent, been put into effect.

RECIPROCITY OF TREATMENT OF FOREIGN WORKERS

The Recommendation concerning Reciprocity of Treatment of Foreign Workers was adopted at Washington in 1919. It recommends that each member nation give to the foreign workers employed in its territory, and to their families, the benefit of its laws and regulations intended for the protection of its own workers, as well as the right of lawful organization enjoyed by its own workers, on condition of reciprocity and upon terms to be agreed upon by the countries concerned.¹

Action Taken by Member Nations²

The principle of according to foreign workers the same treatment as to nationals appears to be quite widely established, either with or without the prerequisite that similar treatment must be granted to the workers of the respective countries concerned. Many countries have guaranteed by their constitutions or by legislation, with or without a reci-

¹ International Labor Conference, First Session, 1919, p. 259.

² For references to specific countries see Appendix II of this volume.

procuity clause, the same treatment to foreign workers within their territory as is granted to their citizens. Most of these measures antedate the adoption of the Recommendation. Moreover, a considerable number of international agreements have been concluded or are still under negotiation providing for reciprocity of treatment of nationals.

Some of the measures for the protection of alien workers relate to general conditions while others refer only to special fields, such as rights of association, workmen's compensation, unemployment insurance, etc. Most of the agreements which have been recorded in the documents of the International Labor Organization were concluded subsequent to the adoption of the Recommendation. The Austrian Government stated that legislation already met this Recommendation and that it seemed unnecessary to supplement the provisions which already existed. Moreover, an act of 1926 relating to social insurance for salaried employees provides for reciprocity of treatment. In Germany the Recommendation was stated to be already applied. The Italian Government declared that legislation regarding the treatment of foreign workers was far in advance of the Recommendation since it placed the foreign worker and the Italian citizen on an equal footing as regards the enjoyment of civil rights. Sweden asserted that the Recommendation had been carried out in every essential respect. The act concerning insurance against old age and invalidity, however, does not apply to foreigners. "In the opinion of the Swedish government reciprocity in respect of insurance benefits could only be advantageously effected in such cases where the insurance system in both countries is organized upon more or less similar lines of about equal value. At present no other action is contemplated than to refer the question to a special government committee."

In Switzerland the right of association is accorded to foreigners on the same basis as to nationals. With respect to accident insurance the only foreigners who receive equal treatment are those whose countries provide insurance for Swiss nationals on terms equivalent to those laid down in the Swiss legislation. Other countries reported to have had constitutional or legislative regulations relating to

reciprocity of treatment, more or less according to the Recommendation, are Bulgaria, Chile, Denmark, Estonia, India, Luxemburg, Rumania, Spain, and Uruguay. Finland took the required measures in 1925. Poland embodied the principle of reciprocity of treatment of alien workers in its constitution in 1921. The following countries have concluded agreements on the subject or have initiated negotiations with one or more other countries—Argentina, Austria, Belgium, Brazil, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Italy, Latvia, Luxemburg, Netherlands, Paraguay, Poland, Spain, Sweden, and Switzerland.

Only two cases were found of reluctance to act upon the Recommendation, namely, those of Hungary and Siam. Hungary stated that workers' protective legislation applied to all workers in Hungary regardless of nationality. It was felt, however, that foreign workers could not be allowed to maintain independent associations and hence it was decided not to approve the Recommendation.

PROHIBITION OF USE OF WHITE PHOSPHORUS IN MANUFACTURE OF MATCHES

The Recommendation concerning the Application of the Berne Convention of 1906, was adopted at Washington in 1919 and provides that each member nation which has not already done so, shall adhere to this Convention prohibiting the use of white phosphorus in the manufacture of matches.¹

Action Taken by Member Nations²

That the use of white phosphorus in the manufacture of matches should be prohibited has been generally acknowledged throughout the world. All the important industrial nations and many others have signified this belief by adhering to the Berne Convention of 1906. The total number of countries which have so far adhered to this Convention is thirty-one; of these, thirteen adhered before the Washington Conference, and eighteen subsequently.

¹ International Labor Conference, First Session, 1919, p. 264.

² For references to specific countries see Appendix II of this volume.

Those who adhered before the Washington Conference are:

Canada	Netherlands
Denmark	New Zealand
France	Norway
Germany	South Africa
Great Britain	Spain
Italy	Switzerland
Luxemburg	

and those who adhered subsequently are:

Australia	December	30, 1919
India	December	30, 1919
Sweden	February	27, 1920
Poland	January	14, 1921
Austria	March	23, 1921
Czechoslovakia	March	30, 1921
Rumania	July	21, 1921
Danzig	August	23, 1921
Finland	October	13, 1921
Japan	October	14, 1921
Belgium	December	8, 1922
Estonia	February	2, 1923
China	December	6, 1923
Palestine	September	17, 1925
Hungary	November	19, 1925
Irish Free State	April	15, 1926
Bulgaria	November	1, 1926
Morocco	July	5, 1927

Chile in 1925 expressed its approval of the Recommendation and its intention of adhering to the Convention; this it has not yet done though it has taken steps to embody the provisions in legislation.

With the exception of Bulgaria, Hungary and Rumania, all the countries which have adhered to the Convention, and for which data were recorded,¹ are said to have in the main applied its provisions by proper legislation. Moreover, Argentina, which has not yet adhered to the Convention, has enacted legislation on the subject.

PREVENTION OF ANTHRAX

The Recommendation concerning the Prevention of Anthrax, adopted at Washington in 1919, has for its object the disinfection of wool suspected of infection with anthrax spores. It recommends that arrangements be made for such disinfection, either in the country exporting such wool

¹ No information was recorded for Danzig, Morocco and Palestine.

or, if that is not practicable, at the port of entry in the country importing such wool.¹

*Action Taken by Member Nations**

Comparatively few measures seem to have been adopted in consequence of this Recommendation. Canada issued an order in 1921 requiring foreign exporters to furnish certificates as to the cleanliness of wool and hair destined for Canada. An act of 1920 in Netherlands gives effect to the Recommendation so far as the disinfection of animals in that country is concerned, but there is no provision with respect to the disinfection of imported wool. In Hungary, India, Poland and Uruguay, also, measures are said to have been adopted concerning the prevention of anthrax. In two countries, Czechoslovakia and France, regulations on the subject are reported in preparation. The only country in which legislation in existence prior to the adoption of the Recommendation was recorded is Great Britain, where the Anthrax Prevention Act of 1919 made it possible to require disinfection of wool imported into the country. A wool disinfecting station was set up at Liverpool at that time.

Denmark, Japan, Norway and Sweden stated that inquiries on the subject were being made. Switzerland reported that no measures were being contemplated, since it is not a wool-producing country and has no port of disembarkation. Austria, too, does not intend to take any measures; the reasons given were contained in a statement that no action was contemplated in regard to any of the Recommendations adopted in 1919, either because they were inapplicable or already covered by existing legislation. From Queensland, Australia, it was reported that disinfection previous to export or at the port of destination was considered unnecessary, since no case of anthrax in any animal had at any time been recorded in the States. Tasmania, Australia, pointed out that anthrax is a notifiable disease but extremely rare, and that no legislation was considered necessary beyond that already in force relating to contagious diseases in cattle. South Africa stated that it did not favor

¹ International Labor Conference, First Session, 1919, p. 261.

² For reference to specific countries see Appendix II of this volume.

compulsory disinfection, not only because of the unduly high cost of such disinfection but because the elimination of the evil at its source was more effective.

PROTECTION OF WOMEN AND CHILDREN AGAINST LEAD POISONING

The Recommendation concerning the Protection of Women and Children against Lead Poisoning was adopted at Washington in 1919. It recommends that women and young persons under the age of eighteen years be excluded from employment in processes involving danger from lead poisoning. These processes are specified and include furnace work in the reduction of zinc or lead ores; the manipulation, treatment, or reduction of ashes containing lead and the desilverizing of lead; melting lead or old zinc on a large scale; the manufacture of solder or alloys containing more than 10% of lead; the manufacture of litharge, massicot, red lead, white lead, orange lead, or sulphate, chromate or silicate of lead; mixing and pasting in the manufacture or repair of electric accumulators; and the cleaning of workrooms where the above processes are carried on.

It also recommends that the employment of women and young persons under eighteen years of age in processes involving the use of lead compounds be permitted only where provisions have been made for locally applied exhaust ventilation so as to remove dust and fumes at the point or origin, where tools and workrooms are kept clean, where there is provision for notification to government authorities of all cases of lead poisoning and for compensation therefor, where provision is made for periodic medical examination, for sufficient and suitable cloakroom, washing and mess-room accommodation and special protective clothing, and where the bringing of food or drink into the workrooms is prohibited.

In addition, it recommends that in industries where soluble lead compounds can be replaced by non-toxic substances, the use of soluble lead compounds should be strictly regulated. A lead compound containing more than 5% of its weight soluble in a quarter of one per cent solution of hydrochloric

acid should be considered as soluble for the purpose of this Recommendation.¹

*Action Taken by Member Nations**

While not every one of the measures adopted in the various countries carries out every detail of the Recommendation, a decided tendency may be discerned toward protecting women and children against lead poisoning as suggested in the Recommendation. Austria issued three orders in March, 1923, which partially apply the provisions of the Recommendation. France published a decree in 1926, completing, in accordance with the Recommendation, the measures already taken for the protection of women and children against lead poisoning. In Great Britain, an act of 1920 is stated to give effect to these provisions. In Switzerland, the Federal Council has been given power, by an act of March, 1922, to issue orders giving effect to the Recommendation. In Australia, China, Estonia, Hungary, India, Netherlands, and Poland, measures have been taken more or less in accordance with the Recommendation.

Preliminary steps toward the adoption of measures designed to protect women and children against lead poisoning have been taken by Chile, Portugal, South Africa, and Uruguay. Furthermore, a number of countries reported that they already had regulatory measures in effect when the Recommendation was adopted. France and Germany stated that existing legislation was largely in conformity with the Recommendation. In Italy, young persons under fifteen and women under twenty-one are protected by law against the danger of lead poisoning. In this group may also be mentioned Australia, Bulgaria, Japan, Norway, and Spain. According to the data available, no country appears to have definitely rejected this Recommendation.

ESTABLISHMENT OF GOVERNMENT HEALTH SERVICES

The Recommendation concerning the Establishment of Government Health Services, adopted at Washington in

¹ International Labor Conference, First Session, 1919, p. 262.

² For references to specific countries see Appendix II of this volume.

1919, recommends that each member nation establish as soon as possible, not only a system of efficient factory inspection, but also a government service especially charged with the duty of safeguarding the health of the workers, which will keep in touch with the International Labor Office.¹

Action Taken by Member Nations²

New legislation putting into effect the essential features of this Recommendation has been reported by three countries, Austria, China and Uruguay, and bills for the purpose have been prepared in Chile and Poland. In a number of countries systems of factory inspection, or government health services, or both, were already in existence at the time of the adoption of the Recommendation, and consequently no need was felt for further action. It is not clear from the records, however, whether these respective government health services keep in touch with the International Labor Office as suggested in the Recommendation.

Austria stated that the first part of the Recommendation had long been carried out by the institution of industrial inspectors, and by an amending act of 1921 which further applied the provisions of the Recommendation. Moreover, the Austrian Public Health Department is charged with the duties of a government service for the protection of the workers' health. The Belgian Government reported the existence of a Labor Medical Service charged with the special duty of safeguarding the health of the workers who are under the jurisdiction of the Labor Inspectorate and of those covered by the Administration of Mines. Germany stated that the essential principles of the Recommendation were already in force in existing legislation.

In Great Britain, it was reported, the service called for in the Recommendation has long been established. It consists of supervision by the medical inspectors attached to the headquarters of the factory department of the Home Office, and of supervision of the health of workers in dangerous and unhealthy industries, by local medical practitioners appointed or approved by the factory department of the Home

¹ International Labor Conference, First Session, 1919, p. 262.

² For references to specific countries see Appendix II of this volume.

Office. Italy has had, since 1912, a regular service of inspection for the purpose of safeguarding the health of workers in factories and workshops. From the Netherlands it is reported that the Labor Inspectorate fulfills the functions proposed in the Recommendation. This Inspectorate supervises factories and workshops and is also charged with safeguarding the workers' health. A medical counselor and three medical men are attached to this service. Sweden stated that the provisions of the Recommendation have been carried out in every essential respect. The other countries where information shows that all or part of the Recommendation is carried out in practice are Australia, Bulgaria, Canada, Denmark, Estonia, Finland, Japan, Norway, Rumania, and South Africa.

THE WEEKLY REST IN COMMERCIAL ESTABLISHMENTS

The Recommendation concerning the Application of the Weekly Rest in Commercial Establishments, adopted at Geneva in 1921, proposes that member nations take measures to provide a weekly rest period of at least twenty-four consecutive hours for the whole of the staff employed in any public or private commercial establishment and any branch thereof. This period of rest should be granted, wherever possible, simultaneously to the whole staff of each establishment and should fall, wherever possible, on the days already established by tradition or custom. Furthermore, it is recommended that each member nation take the necessary steps to secure the application of the Recommendation, to define any exceptions which it may consider necessary, and to draw up a list of such exceptions and send it to the International Labor Office. Any changes made in this list should be communicated to the Office every two years.¹

Action Taken by Member Nations²

The principle of the weekly rest in commerce is almost universally in force either by legislation or custom, except in certain Oriental countries. While most member nations

¹ International Labor Conference, 1921, Third Session, Vol. II, pp. 855-856.

² For references to specific countries see Appendix II of this volume.

had already established the principle of a weekly rest at the time of the adoption of the Recommendation, in a few countries legislation was adopted or drafted subsequently. In Austria the weekly rest period of twenty-four hours, proposed in the Recommendation, was put in force before the adoption of the Recommendation. In Belgium an act which provides Sunday rest for industrial and commercial undertakings is in agreement with the provisions of this Recommendation. Certain paragraphs enumerate the exemptions and exceptions, and this list was communicated to the International Labor Office in accordance with the terms of the Recommendation. In Czechoslovakia legislation provides that every worker must be given a weekly rest period of thirty-two consecutive hours. France pointed out that the Labor Code provides for a weekly rest period of twenty-four consecutive hours. Generally this rest period is granted on Sundays, simultaneously to all workers in an establishment. It may be taken in rotation only in exceptional circumstances under permission granted by the Prefect, except in certain occupations enumerated in the Code, in which the rotation system may be applied without special authorization.

Germany stated that the requirements of the Recommendation were sufficiently applied; that the exemptions in force in Germany were not in conflict with the provisions of the Recommendation; and that they could be amended and supplemented in the future as economic necessity required. In Italy the principles of the Recommendation are stated to be applied. In Sweden an act relating to hours of work in commercial and other undertakings prohibits keeping shops open or otherwise carrying on trade from 7 P. M. on the day before Sunday or a holiday until 8 A. M. of the day following; and the Swedish Government considered that no special action on this Recommendation was required. In Switzerland the weekly rest in commercial establishments is not regulated by federal legislation but by the laws of the cantons or by custom. It was stated by the Swiss Government that no changes could be made in existing conditions until legislation in regard to workshops had been prepared but that in practice the requirements of the Recommendation

are fulfilled. In addition to the countries mentioned, the following are also said to have had laws on the subject in effect prior to the adoption of the Recommendation by the Conference: Bulgaria, Canada, Chile, Estonia, Poland, Spain, South Africa and Uruguay. In Denmark, an act of 1922 is stated to carry out fully the provisions of the Recommendation.

Measures to embody the terms of the Recommendation have been proposed in several countries. Netherlands, in 1923, stated that in applying the Labor Act of 1919 to commercial establishments it was intended to give all possible effect to the provisions of the Recommendation, and that to this end the Government would examine the possibility of legislation for the purpose of according to office employees a greater amount of Sunday rest than that provided for in the Act. In Argentina, Hungary, Norway and Rumania, also, it has been planned to give effect to the Recommendation and in some cases the necessary bills have been prepared.

Only on the part of certain Oriental countries has any reluctance been expressed toward giving effect to the Recommendation. The legislature of British India recommended that no action be taken on this Recommendation beyond forwarding copies of it to the local governments and administrations for any action which they might consider desirable. The Japanese Government pointed out that the weekly rest was not generally adopted in Japan and that the Government therefore deemed it difficult to adopt the Recommendation. The majority of establishments, however, grant one or two rest days a month, and in certain undertakings a weekly rest is in force. Furthermore, there is a general tendency in Japan toward increasing the rest days and therefore appropriate measures will be taken by the Government at "the favorable moment." In Siam, the competent authorities felt that in view of the difficulty of administering such legislation in a country in which there are so many religious elements, the government could not recommend adherence to this Recommendation. All commercial establishments, however, observe the weekly rest.

GENERAL PRINCIPLES FOR THE ORGANIZATION OF SYSTEMS OF INSPECTION FOR PROTECTION OF WORKERS

The Recommendation concerning the General Principles for the Organization of Systems of Inspection to Secure Enforcement of Laws and Regulations for Protection of Workers was adopted at Geneva in 1923. It was felt that in many countries systems of inspection had been in existence for a sufficiently long period to have accumulated valuable information concerning methods which have been found most effective. This Recommendation attempts to unify that experience and make it available to countries which are planning new systems of inspection.

The General Conference recognized that each member is responsible for the execution within its territories of the conventions and recommendations to which it becomes a party, but certain general principles and rules are recommended for consideration by the member nations. They are formulated on the basis of long experience with the systems of factory inspection in the different countries and are calculated to ensure a uniform, thorough and effective enforcement of the laws and regulations. These general principles are analyzed below.

Sphere of Inspection: The principal function of a system of inspection should be to ensure the enforcement of the laws and regulations relating to the conditions of work and the protection of those engaged in work. In so far as it is considered possible and desirable to assign additional duties to inspectors, such duties may be assigned, provided: (a) That they do not interfere with the inspectors' principal duties; (b) that the additional duties assigned are closely related to the primary object of ensuring the protection of the health and safety of the workers; (c) that such duties do not prejudice the authority and impartiality of inspectors.

Functions and Powers of Inspectors: The Recommendation specifies in considerable detail the functions and powers of inspectors. They should have the right (a) to visit and inspect, at any hour of the day or night, any place where they have reasonable cause to believe persons under the protection of the law are employed. Before leaving, inspec-

tors should, if possible, notify the employer of their visit; (b) to question without witness the staff or any other persons whose evidence they may consider necessary, and to require to be shown any registers or documents required by law to be kept.

Inspectors should be bound by oath not to disclose any manufacturing secrets which may come to their knowledge in the course of their duties. They should be empowered to bring breaches of the law directly before the competent judicial authorities. Where immediate action is necessary to bring the plant into conformity with laws and regulations, the inspector should be empowered to issue an order or to apply to the competent authority for an order requiring the necessary alterations to be carried out within a fixed time. The inspector's order should be rendered inoperative only by an appeal to a higher administrative or judicial authority.

Safety Promotion by Inspectors: All accidents should be reported to the competent authorities, and one of the essential duties of an inspector should be to investigate accidents, particularly those of a serious or recurring nature.

Inspectors should inform and advise employers of the best standards of health and safety, and should encourage the collaboration of employers, managing staff and workers for the promotion of personal precaution, safety methods and the perfecting of safety equipment.

Inspectors should study technical methods for the internal equipment of industrial plants and should investigate problems of health and safety.

Organization of Inspection Staff: Where possible inspection should be centralized in the industrial districts. Inspectors in different districts should be under the general supervision of an inspector of high qualifications. In case there is more than one supervising inspector, they should confer from time to time. The inspectorate should be under the exclusive control of a central state authority.

Only experts having adequate medical, engineering, or other scientific training should be employed. The inspectorate should include women as well as men.

Qualifications of Inspectors: Inspectors should in general possess a high standard of technical training and experience.

The inspectorate should be on a permanent basis and independent of changes of government, and should be given such a status and such salary as should free its members from improper external influences. Inspectors should be prohibited from having an interest in any establishment which they inspect.

Inspectors should undergo a period of probation and, particularly in the early part of their service, should be at times transferred from district to district.

Inspection Standards and Methods: Except where the law provides to the contrary, action against employers violating the law may be taken without previous warning. Inspections should generally be made without notice to the employer.

It is recommended that every establishment be inspected at least once a year and that large establishments, those whose management is unsatisfactory from the point of view of the protection of the health and safety of the workers, or those in which dangerous and unhealthy processes are carried on, should be visited more frequently. If a serious irregularity is discovered in an establishment, it should be revisited at an early date.

Cooperation of Employers and Workers: Workers and their representatives should have every opportunity to communicate freely with inspectors, and any complaints which they make should be investigated promptly and kept confidential. It is desirable that the inspectorate confer from time to time with representatives of the employers' and workers' organizations.

Reports and Records: Inspectors should report to their central authority and the central authority should issue an annual report within a year after the end of the year covered. Such general report should include a list of the laws and regulations relating to conditions of work passed during the year, and the statistical data necessary to give complete information regarding the organization and work of the inspectorate and the results obtained. The information should state as far as possible:

- (1) Strength and organization of the staff.
- (2) Number of establishments covered by the laws and regulations, classified by industries, and number of workers employed.

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(3) The number of visits of inspection made for each class of establishment, number of workers employed in each establishment inspected, and number of establishments inspected more than once.

(4) Number and nature of breaches of laws brought to attention of the competent authorities.

(5) Number, nature and cause of accidents and occupational diseases reported, classified as to kind of establishment.¹

Action Taken by Member Nations²

A considerable number of countries reported that they already had in effect a system of factory inspection; in a few cases these systems were entirely in accord with the Recommendation, but in most cases they were simply stated to agree on the whole with its essential provisions. In several countries where divergences existed, steps were taken to make the systems conform to the Recommendation.

Austria stated that it was not necessary to give effect to the Recommendation, since it was already completely covered by existing legislation. The Austrian Government declared, however, that to make the system of inspection more effective, an increase in the number of inspectors would be considered as soon as economic conditions of the country permitted. Czechoslovakia reported that legislation was in accordance with the main principles of the Recommendation and that a further act was under discussion. France informed the Office that labor inspection is organized, as a whole, according to the general principles laid down by the Recommendation.

In Germany, legislation concerning factory inspection was stated to be essentially in harmony with the Recommendation; and it was pointed out that certain differences could be removed by legislation, others by administrative measures. The chief divergences arose from the fact that factory inspection is handled by the states, and the Reich merely coordinates their work. Great Britain reported that no new legislation would be required. In Italy and the Netherlands the factory inspection service was stated to be in complete

¹ International Labor Conference, Fifth Session, 1923, pp. 339-348.

² For references to specific countries see Appendix II of this volume.

conformity with the Recommendation. In Sweden the provisions of the Recommendation were declared to be already carried out in principle. The Swiss inspection system, Switzerland pointed out, conformed to the Recommendation except for the fact that reports were required only biennially instead of annually. It had been decided, however, to have supplementary reports prepared during the alternate years, thus fulfilling the terms of the Recommendation. Other nations which had systems of factory inspection before the Recommendation was adopted by the Conference are Australia, Estonia, India, Irish Free State, Japan, Luxemburg, New Zealand, Poland, Spain, and Uruguay. Poland and Uruguay have drafted bills to supplement their legislation.

Among those countries which have adopted measures subsequent to the decision of their Conference to give effect to the Recommendation, either by amending existing legislation or by enacting new laws, are Belgium, Bulgaria, China, Finland, Jugoslavia and Rumania. In addition to the bills already mentioned which are designed to give further effect to the Recommendation, it should be noted that Argentina and Venezuela have indicated their intentions of applying the Recommendation.

A negative attitude in regard to this Recommendation has been noted in only three countries. Albania and Siam abstained from giving effect to the Recommendation; the former stated that there are no factories employing large numbers of workers, and the latter pointed out that it would be difficult to enforce the Recommendation until Siam had complete jurisdiction over foreigners within its territory. Because of differences in its laws and the provisions of the Recommendation, Norway desired to postpone action until the new Workers' Protection Bill came up for consideration.

DEVELOPMENT OF FACILITIES FOR THE UTILIZATION OF WORKERS' SPARE TIME

The Recommendation concerning the Development of Facilities for the Utilization of Workers' Spare Time, adopted at Geneva in 1924, is divided into several parts each dealing with a special subject:

Preservation of Spare Time: It is recommended that governments should encourage and facilitate the conclusion of collective agreements which will ensure a normal standard of living, and provide measures to prevent recourse to overtime work. The working day should be so arranged as to make spare time as continuous as possible. Transit systems should be developed with a view to reducing the time spent in going to and returning from work.

Spare Time and Social Hygiene: In this section the encouragement of individual hygiene is recommended through such provisions as public baths, swimming pools, etc., as well as legislative or private action against the misuse of alcohol, against tuberculosis, venereal disease and gambling.

Housing Policy: An increase in the number of healthful dwellings at low rentals in garden cities or urban communities is recommended.

Institutions for the Utilization of Spare Time: Among the schemes recommended are those which have for their object the improvement of the worker's domestic economy and family life, the development of physical health through sports and games, and the extension of technical, domestic and general education. These forms of activity should be encouraged by subventions.

Free Use of Institutions and Coordination of Local Action: It is further recommended that the formation of district or local committees composed of representatives of the public authorities, of the employers' and workers' organizations, and of cooperative associations, should be considered as a means of coordinating the activities of various institutions. Furthermore, propaganda should be undertaken to educate opinion in favor of the proper use of spare time.¹

Action Taken by Member Nations²

The proposals made in this Recommendation are of a general nature, and legislative action upon them has been negligible. Nations reporting that measures already applied carry out to a large degree the purpose of the Recommendation are: Austria, Australia, Belgium, Denmark, China,

¹ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 644-649.

² For references to specific countries see Appendix II of this volume.

Finland, France, Germany, Great Britain, Norway, South Africa and Uruguay.

In the case of Italy, the Government stated that a National Institution for Spare Time had been set up by a decree of 1925, and that a special institution for state railway employees had been created in October, 1925. Chile set up, by a decree in 1927, a Committee on Public Culture and Recreation.

In the case of Cuba, Estonia, Luxemburg, Poland and Spain, official statements have been made expressing an intention to adopt new measures relating to the utilization of the spare time of workers. Netherlands is stated to have no objection to the Recommendation. Sweden reported in 1925 that it could not put forward definite proposals for the application of the Recommendation, which was not yet embodied in Swedish legislation, but that it intended to take account of the Recommendation so far as possible in drafting bills or other proposals.

On the other hand, several countries took a negative attitude toward this Recommendation. Although the principles are perhaps already applied in Great Britain, the British Government stated that the Recommendation was of a vague and general character and that it did not find in the Recommendation any new suggestions as to either policy or administrative procedure which it considered desirable to adopt. Austria declared that the Recommendation was of no importance to it since steps had already been taken to ensure the suitable use of workers' spare time. Japan decided that certain suggestions of the Recommendation could be applied under existing legislation, while others could not be accepted. South Africa stated that, although Europeans within its territory were already covered by conditions such as suggested, the Recommendation was considered inapplicable to the native population.

MINIMUM SCALE OF WORKMEN'S COMPENSATION

The Recommendation concerning the Minimum Scale of Workmen's Compensation, adopted at Geneva in 1925, stipulates that national legislation or regulations should pro-

vide for the payment of compensation at rates not lower than the following:

- (1) *Permanent total incapacity*: periodical payment equivalent to two-thirds of the workman's annual earnings.
- (2) *Permanent partial incapacity*: a proportion of the periodical payment due in the event of permanent total incapacity, calculated in reference to the reduction of earning power caused by the injury.
- (3) *Temporary total incapacity*: a daily or weekly payment equivalent to two-thirds of the workman's basic earnings as calculated for purpose of compensation.
- (4) *Temporary partial incapacity*: a proportion of the daily or weekly payment payable in the case of temporary total incapacity, calculated in reference to the reduction of earning power caused by the injury.

If compensation is paid in a lump sum, it should not be less than the capitalized value of the periodical payment which would be payable under the provisions mentioned.

Additional compensation should be paid if the injury is such that the constant help of another person is required. This compensation should not be less than half the amount payable in the case of permanent total incapacity.

In case of death, the following should be regarded as dependents for purposes of compensation:

- (1) Husband or wife.
- (2) Children under eighteen years of age, or above that age if they are incapable of earning because of physical or mental infirmity.
- (3) Parents or grandparents, provided they are without means of subsistence and were dependent on the deceased, or provided the deceased was under an obligation to contribute toward their maintenance.
- (4) Grandchildren and brothers and sisters, if under eighteen years of age, or above that age if they are incapable of earning because of mental or physical infirmity, and if they are orphans, or if their parents are incapable of providing for them.

If compensation is paid in a lump sum, the maximum sum payable to all the dependents should not be less than the

capitalized value of periodical payments equivalent to two-thirds of the annual earnings of the deceased.

Vocational re-education of injured workers should be provided and institutions undertaking such re-education should be encouraged by the governments, the Recommendation suggests.¹

Action Taken by Member Nations²

In three countries, New South Wales, Austria and New Zealand, legislative measures have been enacted subsequent to the adoption of this Recommendation, which are said to carry out its provisions, and Netherlands and Poland were reported as already having in effect legislation agreeing in the main with the Recommendation. To bring its legislation in complete conformity with the Recommendation, Poland has prepared a bill. Furthermore, steps with the same aim in view are said to have been taken by Czechoslovakia and Finland.

On the other hand, Belgium stated that inasmuch as some of the provisions differ appreciably from Belgian legislation, the question of drawing up measures for the application of these principles was to be left to Parliament. Japan pointed out that existing legislation was not in conformity with the Recommendation but that the Government would attempt to give effect to the provision concerning vocational re-education. Great Britain decided not to accept the Recommendation because its adoption would increase the cost of workmen's compensation for accidents. In Switzerland, the Federal Insurance Act is not in agreement with the Recommendation on minor points, and the Federal Council decided that its amendment should be postponed for the time being. Uruguay and Norway, too, rejected the Recommendation.

JURISDICTION IN DISPUTES ON WORKMEN'S COMPENSATION

The Recommendation concerning Jurisdiction in Disputes on Workmen's Compensation, adopted at Geneva in 1925, provides that all disputes relating to workmen's compensa-

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 842-844.

² For references to specific countries see Appendix II of this volume.

tion should preferably be dealt with by a special court or board of arbitration composed, with or without the addition of regular judges, of an equal number of employers' and workers' representatives.

Where disputes in regard to workmen's compensation are dealt with by ordinary law courts, these courts are to be required, on request of either party concerned, to hear employers' and workers' representatives as experts in any dispute which involves a question of an occupational character, and in particular the question of the degree of incapacity for work.¹

Action Taken by Member Nations²

In two countries legislative measures have been taken subsequent to the adoption of the Recommendation; in Finland, acts of July, 1925, embody its proposals, and in New South Wales, Australia, a workmen's compensation act of 1926 is considered to apply it. Belgium and Czechoslovakia are reported as having taken steps toward enacting legislation on the subject. Austria, Great Britain, Norway and Poland have legislation in effect more or less in harmony with the Recommendation. Japan pointed out that application would be difficult because its legislation only partially covers the provisions of the Recommendation. Siam declined to take action for the reason usually given—that it is not an industrial nation. For a number of countries, the records available indicate that the Recommendation has been submitted to the competent authorities, but no further information has been obtained as to what action may be taken.

WORKMEN'S COMPENSATION FOR OCCUPATIONAL DISEASES

The Recommendation concerning Workmen's Compensation for Occupational Diseases, which supplements the convention on the subject, was adopted at Geneva in 1925. Recognizing that each nation is free to establish in its national legislation a more complete list of occupational diseases than that embodied in the schedule of the Convention,

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 845-846.

² For references to specific countries see Appendix II of this volume.

it recommends that member nations should adopt a simple procedure by which the list of diseases considered occupational in its national legislation may be revised.¹

*Action Taken by Member Nations*²

For only a few countries has definite information been found as to their status with respect to this Recommendation. In most instances the data available merely record the fact that it was submitted to the competent authorities, without any further information. Little new legislation appears to have been enacted. Belgium adopted an act in 1927 which has been recorded as an application measure and in Finland acts were passed on this subject in July, 1925. A few countries, however—Tasmania (Australia), Czechoslovakia, Poland and Sweden—reported steps taken toward this end. Three nations, namely Great Britain, Japan, and Switzerland, stated that the provisions of the Recommendation were already more or less embodied in existing legislation or practice. Austria postponed action until passage of the Workers' Insurance Act.

EQUALITY OF TREATMENT FOR NATIONAL AND FOREIGN
WORKERS IN COMPENSATION FOR ACCIDENTS

In order to facilitate the application of the Convention concerning Equality of Treatment for National and Foreign Workers as regards Workmen's Compensation for Accidents, this Recommendation, adopted at Geneva in 1925, proposes that measures be taken to facilitate the payment of compensation and to ensure the observance of the conditions of payment.

In case of dispute concerning non-payment, cessation of payment, or reduction of the compensation due to a person residing elsewhere than in the territory of the member nation where the claim to compensation originated, facilities should be afforded for proceedings in the competent law courts in such territory without requiring the attendance of the person concerned.

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 850-851.

² For references to specific countries see Appendix II of this volume.

Any advantages regarding exemption from duties and taxes, free issue of documents or other privileges granted by the law of any member nation for purposes connected with workmen's compensation, should be extended under the same conditions to the nationals of the other member nations which have ratified the Convention.

In any country in which there is no system of workmen's compensation for industrial accidents by insurance or otherwise, pending the institution of such a system, the government shall afford facilities to alien workers enabling them to benefit by the laws and regulations on the subject in their own countries.¹

Action Taken by Member Nations²

Available records indicate that in only one country has legislation which embodies its provisions been passed since the adoption of this Recommendation, namely, in Finland. Several countries indicated that the principle of the Recommendation was already applied. For example: In Austria, legislation relating to insurance for workers in industry and commerce embodies the principle in question; Great Britain stated that the provisions of the Recommendation accorded with its law and practice; Netherlands pointed out that a decree of 1921 is in conformity with the Recommendation; and Switzerland reported that so far as it does not fall within the competence of the cantons, the Federal Government had already given effect to it.

In some of the Australian states, in Bulgaria, Japan, and Poland, the principle of the Recommendation is said to be adhered to in existing legislation or practice. In Czechoslovakia, legislation is being revised. From most countries, however, the reports available state only that the Recommendation was submitted to the competent authorities and no indication is given of the attitude likely to be taken, except in the case of Hungary, which proposed acceptance with exception of one article.

¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 854-855.

² For references to specific countries see Appendix II of this volume.

GENERAL PRINCIPLES OF SICKNESS INSURANCE

The Recommendation concerning the General Principles of Insurance Sicknes was adopted at Geneva in 1927 for the purpose of assisting the member nations in the institution or completion of their sickness insurance services. The principles which are recommended to be followed are given under several headings.

Scope of Application: Sickness insurance should cover every person who performs work by way of his occupation and under a contract of service or apprenticeship, without discrimination as to age or sex. If it should be considered desirable to fix age limits, outside of which workers are already protected, such limits should not apply to young persons who can not normally be considered as dependent on their families or to workers who have not reached the old-age pension age. Moreover, if exceptions are made for workers whose earnings or incomes exceed a specified amount, such exceptions should apply only to workers whose earnings or incomes are such that they may reasonably be expected to make their own provisions for sickness.

Cash Benefits: The statutory scale of benefits should ordinarily be fixed in relation to the normal wage and should be a substantial proportion of such wage, with due regard to family responsibilities. In countries where the workers have adequate facilities of which they are accustomed to take advantage to procure additional benefit by other means, a uniform scale of benefit may be appropriate.

Statutory benefit should be paid for at least the first twenty-six weeks of incapacity, but the period for which benefit is payable should be increased to one year in case of serious and chronic illness and for insured persons who will not receive any invalidity benefit on the expiration of their right to sickness benefit. Insurance institutions in sound financial condition should be authorized to increase the statutory scale of benefit or prolong the statutory period during which benefit is payable.

In countries where burial expenses are not covered by some other form of insurance, sickness insurance institutions

should pay a benefit for the cost of decent burial on the death of an insured person or his dependents.

Benefits in Kind: Treatment by a fully qualified doctor and the supply of proper and sufficient medicines and appliances should be granted free of charge from the beginning of the illness and for so long as the state of the insured person's health requires. These benefits are to be given at least until the expiration of the period prescribed for the grant of sickness benefit. Furthermore, there should be available, as far as local and financial conditions permit, facilities for services of specialists as well as dental treatment and hospital treatment when necessary. While an insured person is maintained in a hospital, the insurance institution should pay to his dependents the whole or part of the sickness benefit which would have been payable if he were not in the hospital. Medical benefit should also be extended to members of the insured person's family living in his home and dependent on him, whenever possible and practicable. Insurance institutions should be empowered to avail themselves of such doctors as they need. In urban centers and within specified geographical limits, an insured person should be entitled to choose a doctor from among those at the disposal of the insurance institution unless this involves too great an expense to the latter.

Sickness Prevention: This section recommends a policy of prevention. Sickness insurance should assist in inculcating the practice of the rules of hygiene among the workers. It should give preventive treatments as soon as symptoms of disease appear.

Organization of Insurance: Insurance institutions should be administered, under the supervision of the competent public authority, in accordance with the principles of self-government. They are not to be carried on for profit. Insured persons should have an important part in their management through elected representatives. Concerted action on a territorial basis is suggested.

Financial Resources: Financial resources should be provided by contributions from the insured persons and employers, which can be supplemented by contributions from public funds. Reserve funds should be constituted.

Settlement of Disputes: Disputes should be referred to special tribunals, the members of which should include judges or "assessors" who are especially cognizant of the purposes of insurance and the needs of insured persons.

Exception for Sparsely Populated Territories: Countries with sparsely populated territories or where means of communication are inadequate and which, therefore, cannot organize sickness insurance in certain parts of their territory, should establish in such parts of their territory a "sanitary service" adequate to the local conditions, and investigate periodically whether the conditions required for the introduction of compulsory sickness insurance in the parts of their territory, previously excepted, are fulfilled.

Seamen and Sea Fishermen: This Recommendation is not to apply to seamen and sea fishermen.¹

Action Taken by Member Nations²

Little action on part of the member nations has been recorded so far, beyond submission to the competent authorities by several countries.³ Sweden decided to postpone action.⁴

¹ International Labor Conference, Tenth Session, 1927, Vol. I, pp. 697-702.

² For references to specific countries see Appendix II of this volume.

³ Argentina, Cuba, Denmark, Great Britain, New Zealand, Norway, Salvador and South Africa. International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 153.

⁴ Industrial and Labor Information, 1928, Vol. XXV, p. 407.

CHAPTER III

MARITIME AND MIGRATION PROBLEMS

WHILE the most important conventions and recommendations of the International Labor Organization deal with labor problems in industry and commerce, the Organization has devoted considerable attention to questions affecting the welfare of seamen and emigrants. It has made definite proposals for the protection of seamen against unemployment caused by the loss or foundering of the ship, for the regulation of child labor on board of ship, for medical examinations of children and young persons employed at sea, for the limitation of hours of work in the fishing industry and in inland navigation, and similar matters. The purpose of this chapter is to examine the character of these proposals and the action of member nations in complying with the terms of draft conventions and recommendations adopted by the International Labor Conferences dealing with maritime and emigration problems.

UNEMPLOYMENT INDEMNITY IN CASE OF LOSS OR FOUNDING OF THE SHIP

The Draft Convention concerning Unemployment Indemnity in Case of Loss or Foundering of the Ship, adopted in Genoa in 1920, provides that in case of loss or foundering of any vessel,¹ the owner or person with whom the seaman has contracted for service is to pay to each seaman an indemnity against any unemployment caused. This indemnity is to be paid for the days during which the seaman is unemployed, at the same rate as the wages payable under the contract; the total indemnity, however, to any one seaman is to be limited to two months' wages. The Convention further stipulates that seamen are to have the same means of

¹ This includes all vessels, publicly or privately owned, except warships.

recovering such indemnities as they have for recovering arrears of wages earned during service.¹

*Action Taken by Member Nations*²

Only eleven nations have ratified this Convention, and one of these, Latvia, has done so on condition that it will be effective only when ratified by the principal maritime nations. Of the countries whose merchant marines are of substantial importance, only Great Britain, Italy and Spain have registered ratification and France and the Netherlands have authorized it. In regard to the other important maritime nations it may be noted that Germany has recommended ratification, Norway postponed it, while Denmark, Japan and Sweden have not defined their positions. Certain nations, such as Austria, Czechoslovakia, India, Siam and Switzerland, which have no merchant marine or one of very small size, have definitely declined to take any action. In addition to Germany, four Latin-American countries have recommended ratification. These recommendations, however, were made several years ago and nothing has been done since then.

Legislation embodying the provisions of the Convention, already in effect when the Convention was adopted by the Conference or adopted subsequently, either as entirely new acts or by bringing existing legislation in harmony with the terms of the Convention, has been passed in about eleven countries. This list includes most of the countries which have ratified the Convention.³ Belgium has not yet passed legislation but is said to have signified its intention to apply the provisions of the Convention. Bills for the same purpose have been, or are being, prepared in France, Germany and the Netherlands, making a total of nine countries which have legislation in progress or preparation.

Moreover, in several countries which have not ratified the Convention, legislation is in effect wholly or partially applying its provisions. In Germany, for example, the spirit of

¹ International Labor Conference, Second Session, 1920, pp. 579-582.

² For references to specific countries see footnotes to Table 14, Appendix I.

³ For two countries no information was given.

the Convention is partially carried out by legislation which stipulates that in case of shipwreck, seamen are entitled to free passage home and to half the wages due for the duration of the voyage. Upon arrival home, they are granted benefits during the actual time of unemployment. The Seamen's Code is being redrafted and full account is taken of the provisions of this Convention. Norway, which has postponed ratification, enacted a law in 1923 which gives partial effect to the Convention. This act provides for free passage home in case of shipwreck, as well as for wages and a subsistence allowance during the period of the journey to the seaman's home. The act also stipulates that seamen of foreign nationality shall receive the same treatment, provided that their native countries do likewise in the case of Norwegian seamen. Australia has an act providing that in case of shipwreck seamen shall be entitled to passage at the owner's cost, either to the port of engagement or, at the master's option, to the port of discharge, and to wages for a period not exceeding three months.

FACILITIES FOR FINDING EMPLOYMENT FOR SEAMEN

The Draft Convention for Establishing Facilities for Finding Employment for Seamen, adopted in Genoa in 1920, stipulates that the finding of employment for seamen (including all persons, except officers, employed as members of the crew of vessels engaged in maritime navigation) is not to be carried on by any person or agency as a commercial enterprise for pecuniary gain, and prohibits the charging of any fees for finding employment. Punishment for violation of these provisions is to be provided by the law of each country. Existing commercial agencies engaged in finding employment for seamen may, however, be allowed to continue temporarily under license, inspection and supervision of the Government, but they are to be abolished as soon as possible.

Each member ratifying the Convention agrees to organize and maintain an efficient and adequate system of public employment offices for finding employment for seamen without charge, either by representative associations of ship-owners and seamen under control of a central authority, or

by the Government itself. The work of such offices is to be administered by persons with practical maritime experience. Where offices of different types exist, they are to be coordinated on a national basis.

Committees, representing shipowners and seamen equally, are to be established to advise on the work of these offices.

Freedom of choice of ship is to be assured to seamen, and freedom of choice of crew to shipowners.

Guarantees for the protection of all parties concerned are to be included in the contract of engagement or articles of agreement, and proper facilities for examining such contracts or articles before and after signing are to be assured to seamen.

Each member country is to see that such facilities for employment of seamen are available for seamen of all countries ratifying the Convention, by means of public offices if necessary, provided industrial conditions are generally the same.

Information concerning unemployment among seamen and the work of its seamen's employment agencies is to be communicated to the International Labor Organization by each member nation ratifying the Convention. The International Labor Organization is to take steps to secure the coordination of the various employment agencies in agreement with the governments or organizations concerned in each country.¹

Action Taken by Member Nations²

Fifteen nations have registered ratification and among these are all the principal maritime countries except Great Britain and the Netherlands. The latter has authorized ratification by reserving to the crown the right to ratify. Great Britain decided in 1921 to postpone ratification until it should be ascertained whether the existing system of employment exchanges, established jointly by representative associations of shipowners and seamen, could be developed in such a way as to conform with the Convention. Ratification has been recommended by five nations, four of which

¹ International Labor Conference, Second Session, 1920, pp. 582-584.

² For references to specific countries see footnotes to Table 15, Appendix I.

are Latin-American countries. Again, as in the case of the convention for establishing facilities for finding employment for seamen, Austria, Czechoslovakia, India, Siam and Switzerland have stated that they will not ratify because they are not maritime countries.

As regards application of the Convention provisions, it may be noted that all of the countries which have ratified have legislation on the subject which was either already enacted at the time of the adoption of the Convention or has been passed subsequently.¹

In some instances this action merely entailed amendments to existing laws. Measures to apply the Convention are stated to be in progress or in preparation in a few countries.

MINIMUM AGE FOR ADMISSION OF CHILDREN TO EMPLOYMENT AT SEA

The Draft Convention Fixing the Minimum Age for Admission of Children to Employment at Sea, adopted at Genoa in 1920, stipulates that children under the age of fourteen are not to be employed or to work on vessels except when members of the same family only are employed. This provision does not apply to school or training ships approved and supervised by public authority. For the purpose of enforcement of this Convention, it is provided that every shipmaster shall keep a register of all persons under the age of sixteen years employed on board his vessels, and of the dates of their births. As used in this Convention, the term vessel includes all boats and ships engaged in maritime navigation, but excludes ships of war.²

Action Taken by Member Nations³

Twenty nations have registered their ratification of this Convention with the League of Nations. While of the important industrial nations only Great Britain, Belgium, Netherlands and Sweden are in this group, the fact must not be overlooked that such industrial countries as Austria,

¹ For Luxemburg no information was recorded.

² International Labor Conference, Second Session, 1920, pp. 576-578.

³ For references to specific countries see footnotes to Table 16, Appendix I.

Czechoslovakia and Switzerland are non-maritime and not concerned with this Convention. Japan, Norway and Spain have ratified, leaving only France, Germany and Italy of the principal maritime nations which have not done so. Italy has authorized ratification and Germany recommended it. France is waiting on action in regard to a bill amending French legislation relating to the period of compulsory education. One ratification has been authorized and five have been recommended.

In this connection it is interesting to note the different attitude taken by non-maritime nations. Austria, Czechoslovakia and Switzerland, because of the general inapplicability of the Convention to their respective countries, have deemed it inadvisable to adhere; while Luxemburg, although the maritime conventions do not directly affect it, has ratified them as a sign of solidarity and cooperation.

Application of the Convention by legislation has been reported by seventeen of the nations which have ratified. Belgium and Latvia have prepared bills to carry out the provisions of the Convention, and no report has as yet been made for Luxemburg. In a few cases legislation partially or wholly meeting the terms of the Convention was already existent when the Convention was adopted and, where it did not fully carry out the provisions, was later amended accordingly. Chile, which has not yet ratified, applies the Convention by legislation. Although Italy has authorized ratification of the Convention no steps have been taken to apply it. Legislation in preparation has been noted in the case of seven countries including Belgium, France and Germany.

MINIMUM AGE FOR THE ADMISSION OF YOUNG PERSONS TO EMPLOYMENT AS TRIMMERS OR STOKERS

The Draft Convention Fixing the Minimum Age for the Admission of Young Persons to Employment as Trimmers or Stokers, adopted at Geneva in 1921, prescribes that young persons under the age of eighteen years are not to be employed or to work on vessels¹ as trimmers or stokers.

¹ Definition of "vessel" is the same as that provided in the Convention concerning Unemployment Indemnity in Case of Loss or Foundering of the Ship. See footnote, p. 81 of this volume.

Exceptions are provided, however, for: (a) work done by young persons on school ships or on training ships, providing that such work is approved and supervised by public authority; (b) the employment of young persons on vessels propelled by other means than steam; (c) young persons of not less than sixteen years of age, found physically fit after medical examination, who may be employed as trimmers or stokers on vessels engaged exclusively in the coastal trade of India and of Japan, subject to regulations made after consultation with the most representative organizations of employers and workers in those countries. Furthermore, when a trimmer or stoker is required and the vessel is in a port where the only persons available are young persons under eighteen years of age, two young persons at least sixteen years of age may be employed in place of the one trimmer or stoker required.

In order to facilitate the enforcement of this Convention, each shipmaster is to be required to keep a register of all persons under eighteen years of age employed on board his vessel, and of the dates of their births.¹

Action Taken by Member Nations²

Nineteen nations have registered ratification and one has authorized it. This number includes practically all of the important maritime nations except Germany and Japan. The former country is, however, one of the four which have recommended ratification. Other countries declined to take any action toward ratifying this Convention because of the absence of any important merchant marine.

Two of the countries which have ratified the Convention, Belgium and Latvia, have not yet applied its provisions by legislation, but bills for the purpose are in preparation. Japan, although it has not ratified the Convention, has put its provisions into effect. Germany and Netherlands have also taken preliminary steps toward incorporating the terms of the Convention into legislation.

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 856-859.

² For references to specific countries see footnotes to Table 17, Appendix I.

**COMPULSORY MEDICAL EXAMINATION OF CHILDREN AND
YOUNG PERSONS EMPLOYED AT SEA**

The Draft Convention concerning Compulsory Medical Examination of Children and Young Persons Employed at Sea, adopted at Geneva in 1921, stipulates that before any child or young person under eighteen years of age may be employed on any vessel, other than those on which members of the same family only are employed, a medical certificate must be produced attesting fitness for such work and signed by a doctor approved by the competent authority.

A medical examination at intervals of not more than one year is required in the case of the continued employment at sea of any child or young person under eighteen years of age, and after each examination a medical certificate is necessary if such child or young person is to remain in employment. In case a medical certificate expires during a voyage, it is to remain in force until the trip is ended.

The competent authority may, in urgent cases, allow a young person below the age of eighteen years to embark without having undergone the medical examination required in this Convention, provided that such an examination is made at the first port at which the vessel calls.

The term "vessel" is defined as including all ships and boats, of any nature whatsoever, engaged in maritime navigation, whether publicly or privately owned, but it does not include ships of war.¹

***Action Taken by Member Nations*²**

Ratification of this Convention has been registered by nineteen nations including most of those which have an important merchant marine, namely, Belgium, France, Great Britain, Italy, Japan, Netherlands, Spain and Sweden. Germany and four Latin-American countries have recommended ratification. Because of the insignificance of their merchant marines, Austria and Czechoslovakia declined to ratify, as did Switzerland. Norway postponed ratification

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 860-862.

² For references to specific countries see footnotes to Table 18, Appendix I.

indefinitely because existing legislation falls far short of the requirements of the Convention.

All nations, except Belgium, which have ratified and for which data were recorded,¹ are stated to have its provisions in application. Belgium has taken steps to comply with the obligations. Denmark, which has not ratified, is stated to have passed legislation applying the Convention. In Germany account of the terms of this Convention has been taken in preparing legislation.

SIMPLIFICATION OF THE INSPECTION OF EMIGRANTS ON BOARD SHIPS

The Draft Convention concerning the Simplification of the Inspection of Emigrants on Board Ships, adopted at Geneva in 1926, first specifies that for the purposes of its application, the terms "emigrant vessels" and "emigrant" are to be defined for each country by the competent authorities in that country. Official inspection conducted on board emigrant vessels for the protection of emigrants is to be undertaken by not more than one government. This provision is not to prevent another government, however, from placing on board, occasionally and at its own expense, a representative to accompany its emigrants in the capacity of observer, on condition that he is not to encroach on the duties of the official inspector.

Such an official inspector is to be appointed, as a general rule, by the government of the country whose flag the vessel flies, but may be appointed by another government if an agreement is reached between the governments of the country whose flag the vessel flies and one or more of those whose nationals are carried as emigrants.

In regard to the qualifications of such an inspector the Convention states that the practical experience and the necessary professional and moral qualifications required are to be determined by the government which is responsible for his appointment. An official inspector is not to be, directly or indirectly, connected with or dependent upon the shipowner or the shipping company. An exception, however, in case of

¹ For Jugoslavia and Luxemburg no data were as yet given.

absolute necessity, may be made in regard to the ship's doctor.

The function of the official inspector is to ensure the observance of the rights of emigrants under the laws of the country whose flag the vessel flies, under any other laws applicable, under international agreements, or under the terms of their contracts of transportation. The text of any laws or regulation which may be in force affecting the conditions of emigrants and of any international agreements or contracts relating to the question, are to be transmitted to the official inspector, irrespective of his nationality, by the government of the country whose flag the vessel flies.

The power of the official is confined solely to ensuring the enforcement of the laws, regulations, agreements or contracts directly concerning the protection and welfare of emigrants on board. He is in no way to encroach on the authority of the master on board.

Within eight days after the arrival of the vessel at its port of destination, the official inspector is to make a report to the government of the country whose flag the vessel flies. A copy of this report is to be transmitted by that government to the other governments concerned, if the latter have previously made requests to that effect. A copy of the report is to be transmitted by the official inspector to the master of the vessel.¹

*Action Taken by Member Nations**

Six countries, Austria, Belgium, Great Britain, India, Luxemburg and the Netherlands, have registered ratification; Czechoslovakia has authorized it; and four nations have recommended it. Great Britain's ratification, however, is conditional on ratification by France, Germany, Netherlands, Italy, Norway and Spain. Norway stated that no need was felt for new regulations in this connection and therefore it did not recommend ratification. Sweden decided not to ratify for the present, stating that there appeared to be no need for an official inspection service; and Switzerland stated that it preferred to wait on action taken by the maritime nations.

¹ International Labor Conference, Eighth Session, 1926, Vol. I, pp. 435-439.

² For references to specific countries see Table 19, Appendix I.

Siam and South Africa, too, declared that they did not contemplate taking any action. Measures of application were reported for Belgium, Czechoslovakia, Finland, Great Britain, India and Netherlands, most of which were already in existence when the Convention was adopted.

SEAMEN'S ARTICLES OF AGREEMENT

The Draft Convention concerning Seamen's Articles of Agreement, adopted at Geneva in 1926, states that such articles are to be signed by both the ship-owner or his representative and by the seaman, after a reasonable opportunity for examination of the agreement has been given to the seaman and to his adviser.

This Convention is to apply to all seagoing vessels registered in the country of any member nation which ratifies it, as well as to the owners, masters and seamen of such vessels. It is not to apply, however, to warships, government vessels not engaged in trade, vessels engaged in coast trades, pleasure yachts, "Indian country craft," fishing vessels of less than 100 tons gross registered tonnage or 300 cubic meters, nor to vessels engaged in the home trade below the tonnage limit prescribed by national law for the special regulations of this trade at the date when the Convention is passed.

The terms "vessel," "seaman," "master," and "home trade vessel" are defined as follows: The term "vessel" includes any ship or boat of any nature whatsoever, publicly or privately owned, ordinarily engaged in maritime navigation. The term "seaman" includes every person employed or engaged in any capacity on board any vessel and entered on the ship's articles, but it does not include masters, pilots, cadets and pupils on training ships and duly indentured apprentices, naval ratings, and other persons in the permanent service of a government. The term "master" includes every person except pilots having command and charge of a vessel. The term "home trade vessel" specifies any vessel engaged in trade between a country and the parts of a neighboring country within geographical limits determined by national law.

The seaman is to sign the agreement under conditions to be

prescribed by national law in order to secure adequate supervision by the competent public authority. These provisions are to be deemed fulfilled if the competent authority certifies that the provisions of the agreement have been laid before him in writing, and have been confirmed by both the shipowner or his representative, and by the seaman. Adequate provision is to be made to ensure that the seaman has understood the agreement, which must contain nothing contrary to the provisions of national law or of this Convention.

Measures are to be taken in accordance with national law to ensure that no stipulation be included in the articles by which the parties contract in advance to depart from the ordinary rules of jurisdiction over the agreement. This provision, however, is not to be interpreted as excluding a reference to arbitration.

A document containing a record of his employment on board the vessel is to be given to each seaman. The form of the document, the particulars to be recorded, and the manner in which they are to be entered, are to be determined by national law. No statement is to be contained in the document as to the quality of the seaman's work.

The agreement may be made either for a definite time period, for the duration of a voyage, or, if permitted by national law, for an indefinite period. The respective rights and obligations of each party are to be clearly stated and the following particulars must be contained in the agreement:

- (a) Surname and other names of the seaman, date of birth or age, and birthplace.
- (b) Place and date on which agreement was completed.
- (c) Name of vessel or vessels on board which the seaman undertakes to serve.
- (d) Number of crew of vessel, if required by national law.
- (e) Voyage or voyages to be undertaken, if this can be determined at the time of making the agreement.
- (f) Capacity in which the seaman is to be employed.
- (g) If possible, the place and date at which seaman is required to report on board for service.
- (h) Scale of provisions to be supplied to the seaman, unless some alternative system is provided for by national law.

- (i) Amount of seaman's wages.
- (j) Termination of agreement, and conditions.
- (k) Annual leave with pay granted to the seaman after one year's service with the same shipping company, if such leave is provided for by national law.
- (l) Any other particulars that national law may require.

If the national law provides that a list of crew members is to be carried on board, it should also specify that the agreement is to be recorded in, or annexed to that list.

In order that the seaman may satisfy himself as to the nature and extent of his rights and obligations, national law is to specify the measures to be taken in order that information may be obtained on board as to the conditions of employment. This may be done by posting the conditions of the agreement in a place easily accessible from the crew's quarters, or by some other appropriate means.

An agreement for an indefinite period may be terminated by either party in any port where the vessel loads or unloads, provided that the notice specified in the agreement has been given. Such notice is to be not less than twenty-four hours and must be given in writing. National law is to provide such manner of notice as may be best to preclude any subsequent dispute between the parties. The exceptional circumstances in which proper notice is not to terminate the agreement are to be determined by national law.

An agreement entered into for a voyage, for either a definite or an indefinite period, is to be duly terminated by:

- (a) Mutual consent of the parties.
- (b) Death of the seaman.
- (c) Loss or total unseaworthiness of the vessel.
- (d) Any other cause that may be provided for in national law or in this Convention.

The circumstances under which the owner or master may immediately discharge a seaman and, vice versa, the circumstances under which the seaman may demand his immediate discharge, are to be determined by national law.

A seaman may claim his discharge if he shows, to the satisfaction of the shipowner or his agent, that he can obtain

command of a vessel, an appointment as mate or engineer, or any other post of a higher grade than he actually holds, or that other circumstances have arisen since his engagement which render it essential to his interests that he be permitted his discharge—provided that, without increased expense to the shipowner, and to the satisfaction of the shipowner or his agent, he furnishes a competent and reliable man to fill his place. In such a case the seaman is to be entitled to his wages up to the time of leaving his employment.

Whatever may be the reason for the termination or rescission of the agreement, an entry indicating the discharge is to be made in the document issued to the seaman and in the list of crew. At the request of either party such entry is to be endorsed by the competent public authority. In addition to this document, the seaman is to have the right at all times to obtain from the master a separate certificate testifying to the quality of his work, or a certificate indicating whether or not he has fully discharged his obligations under the agreement.

Measures to ensure compliance with the terms of the present Convention are to be provided by national law.¹

Action Taken by Member Nations²

Only three ratifications have been registered, those of Belgium, France and Luxemburg. Six countries have recommended ratification, including Japan and the Netherlands. The Convention was considered of no importance to non-maritime Austria and Switzerland and the former country stated that it preferred to wait for action on part of the maritime nations. The Norway government postponed action on ratification because it was unwilling to revise recent legislation which is in harmony with that of the other Scandinavian countries. Similar arguments were advanced by Sweden.

Ecuador and France are the only countries which are recorded as having adopted legislation since the Ninth Conference. Great Britain pointed out that its legislation agrees

¹ International Labor Conference, Ninth Session, 1926, pp. 613-620.

² For references to specific countries see footnotes to Table 20, Appendix I.

in all but two points. The Imperial Merchant Service Guild, to which the Convention was submitted for opinion, felt that seamen would gain little by a change since the present system is satisfactory. Legislation is said to be in preparation in Belgium, Finland, the Netherlands and South Africa.

REPATRIATION OF SEAMEN

The Draft Convention concerning the Repatriation of Seamen, adopted at Geneva in 1920, applies to the same type of vessels enumerated in the convention relating to seamen's articles of agreement, and the definitions of the terms "vessels," "seamen," "masters" and "home trade vessels" are the same as those in that Convention.

It provides that any seaman who is landed during the term of his engagement or at its expiration, is entitled to be taken back to his own country, to the port at which he was engaged, or to the port at which the voyage was commenced, as determined by national law. Such law is to contain the provisions necessary for dealing with the matter, including those to determine who is to bear the cost of repatriation. A seaman is to be considered duly repatriated if he has been provided with suitable employment on board a vessel proceeding to one of the destinations prescribed. Repatriation is deemed to have been accomplished if the seaman is landed in the country to which he belongs, at the port where he was engaged; at a neighboring port, or at the port at which the voyage commenced. The conditions under which a foreign seaman engaged in a country other than his own has the right to be repatriated are to be those provided by national law, or, in the absence of such legal provision, those provided in the articles of agreement. The provisions first mentioned are to apply, however, to a seaman engaged in a port of his own country.

The expenses of repatriation are not to be borne by the seaman if he has been left because of injury sustained in the service of the vessel, shipwreck, illness not due to his own wilful act or default, or discharge for any cause for which he cannot be held responsible.

Transportation charges, accommodation and food during

the voyage, as well as maintenance of the seaman up to the time fixed for his departure, are to be included in the expenses of repatriation. Where a seaman is repatriated as a member of a crew, he is to be entitled to remuneration for work done during the voyage.

Supervision of repatriation of any member of the crew in cases to which this Convention applies is to be carried on by the public authority of the country in which the vessel is registered, irrespective of the nationality of the seaman. Such public authority is to be responsible also for giving the seaman his expenses in advance wherever necessary.¹

*Action Taken by Member Nations*²

The action recorded in regard to this Convention is practically the same as that on the convention concerning seamen's articles of agreement,³ with the following exceptions: France has ratified; legislation has been recorded for Ecuador; and Italy, by a decree of November, 1926, is stated to have provided for indemnities and repatriation. In Great Britain, legislation is not altogether in harmony with this Convention. The Imperial Merchant Service Guild expressed approval of the Convention.

LIMITATION OF HOURS OF WORK IN THE FISHING INDUSTRY

The Recommendation concerning the Limitation of Hours of Work in the Fishing Industry, adopted at Geneva in 1920, suggests that each member nation enact legislation limiting the hours of work of all those employed in the fishing industry to eight a day or to forty-eight a week, with such special provisions as may be necessary to meet the conditions peculiar to the fishing industry in each country. It is further suggested that in framing such legislation each government consult the organizations of employers and workers concerned.⁴

¹ International Labor Conference, Ninth Session, 1926, pp. 621-625.

² For references to specific countries see footnotes to Table 21, Appendix I.

³ See p. 91.

⁴ International Labor Conference, Second Session, 1920, pp. 572-573.

*Action Taken by Member Nations*¹

There appears to be no record of any measures taken in consequence of this Recommendation, except a draft labor code submitted to the Congress of Chile in 1921 which is stated to embody these provisions. Measures which carry out the proposals of the Recommendation had already been enacted in Bulgaria, Czechoslovakia, France and Uruguay. These measures, however, were either part of the laws relating to hours in general, or part of acts referring to seamen; they were not passed solely for the purpose of limiting hours of work in the fishing industry.

By far the great majority of the countries which have defined their attitude in regard to this Recommendation have declined to give effect to its provisions. In some cases no reasons for rejection were given, as in those of Great Britain, India, South Africa, and Sweden. Austria, Luxemburg, and Siam stated that the Recommendation was of no interest to them. Czechoslovakia likewise pointed out that it has no maritime fishing industry and that hours of work in inland navigation are regulated by the eight-hour day act. Australia, Estonia and Finland stated that few wage earners are employed in fishing, that in most cases fishermen own and operate their own vessels, and that, therefore, there is no need for regulation. In other instances it was considered inadvisable to take action in regard to this Recommendation before hours of work in industry and commerce, or those of seamen in general had been regulated. Arguments to this effect were advanced by Canada, Germany, Norway, Japan, and Spain. The Netherlands stated that, although no new legislation would be necessary since the Labor Act of 1919 gives sufficient power to the Superior Council of Labor to issue regulations, it had decided upon adjournment of action because of unfavorable economic conditions, and the impossibility of providing funds to increase the number of inspectors.

LIMITATION OF HOURS OF WORK IN INLAND NAVIGATION

The Recommendation concerning the Limitation of Hours of Work in Inland Navigation, adopted at Geneva in

¹ For references to specific countries see Appendix II.

1920, proposes that each member nation shall, after consultation with the organizations of employers and workers concerned, enact legislation limiting the hours of work of persons employed in inland navigation to eight a day or forty-eight a week, with such special provisions as may be necessary to meet the climatic and industrial conditions peculiar to inland navigation in each country. It is further recommended that nations whose territories are adjacent to waterways which are used in common, should enter into agreements for limiting the hours of work of persons employed in inland navigation on such waterways, after due consultation with employers' and workers' organizations concerned.

Such national legislation and such agreements between riparian countries should follow, as far as possible, the general lines of the draft convention concerning hours of work adopted at Washington, with such exceptions as may be necessary for meeting the climatic or special conditions of the country concerned. It is also suggested that, in the application of this Recommendation, each member nation should determine for itself, after consultation with the organizations of employers and workers concerned, what is to be considered inland navigation as distinguished from maritime navigation, and should communicate its definition to the International Labor Organization.¹

Action Taken by Member Nations²

No evidence is available to show that this Recommendation has resulted in the adoption of any definite legislation, although at least two preparatory measures, those of Chile and of Estonia, have been attributed to its influence. A few countries have reported that the conditions called for in the Recommendation are already in existence—Austria, Bulgaria, France, Switzerland and Uruguay. On the other hand, a number of countries took a decidedly negative or reserved stand. Germany, Japan, and Spain preferred to wait for definite action on the general regulation of hours in industry or at sea. Germany now regulates hours of work in inland

¹ International Labor Conference, Second Session, 1920, pp. 573-575.

² For references to specific countries see Appendix II.

navigation by collective agreements. Unsatisfactory economic conditions were reasons given by Great Britain and the Netherlands for not giving effect to the Recommendation. The latter country again referred to the power already given to the Superior Council of Labor under the Labor Act of 1919, which was mentioned in the case of the convention referring to hours of work in the fishing industry. General inapplicability of the terms of the Recommendation was claimed by South Africa because of the absence of inland waterways, and by Australia, because inland traffic is conducted on only one river, by very few employees. Italy decided to defer action because of "the necessity for thoroughgoing regulation of all matters concerning inland navigation." Czechoslovakia stated that it intended to wait until the measures provided for in the Treaty of Versailles were taken by the International River Commission, inasmuch as its inland navigation is mostly on rivers which are international. Sweden declared that the provisions of the Recommendation are already covered or have no application. Norway considered this Recommendation supplementary to the draft convention relating to hours of work of seamen, which failed to get the necessary majority vote at the Conference, and therefore decided not to give effect to the Recommendation. India determined not to take action without specifying any reason, and Siam stated that the Recommendation was inapplicable in its country since it requires consultation with employers' and workers' organizations and no such organizations exist in Siam. Moreover, it was pointed out, the greatest part of inland navigation is carried on by owners of the boats and their families.

UNEMPLOYMENT INSURANCE FOR SEAMEN

The Recommendation concerning Unemployment Insurance for Seamen, adopted at Geneva in 1920, proposes that, in order to secure the application to seamen of Part III of the recommendation concerning unemployment adopted at Washington, 1919, each member nation should establish for seamen an effective system of insurance against unemployment arising out of shipwreck or any other cause. This

may be done by means of government insurance or by government subventions to industrial organizations whose rules provide for the payment of benefits to their unemployed members.¹

Action Taken by Member Nations²

Two countries, Bulgaria and Germany, are reported to have given effect to this Recommendation. In Germany it is provisionally applied by an order of 1924, concerning relief for seamen. Full application would be secured, it was stated, by adoption of the unemployment insurance bill. Chile, in drafting a new labor code, is said to have taken this Recommendation into consideration. In Denmark, Finland, Great Britain, Netherlands and Norway, the Recommendation, it has been reported, is carried out by existing legislation. On the other hand, several non-maritime countries, Austria, Czechoslovakia, Siam and Switzerland, declined to give effect to the Recommendation, as did Australia, Estonia and India. Australia pointed out that there is no need for insurance there, inasmuch as unemployment among seamen is rare, and Estonia stated that it did not consider unemployment insurance essential. Japan wished to deal with this Recommendation in connection with unemployment insurance in general.

ESTABLISHMENT OF NATIONAL SEAMEN'S CODES

The Recommendation concerning the Establishment of National Seamen's Codes, adopted at Genoa in 1920, suggests that each member nation undertake to embody in a code all of its laws and regulations relating to seamen. It was felt that with such national codes stating clearly and systematically the laws in each country, the seamen of the world, whether engaged on ships of their own or of foreign countries, would have a better comprehension of their rights and obligations, and that the task of establishing an international seamen's code would be advanced and facilitated.³

¹ International Labor Conference, Second Session, 1920, pp. 578-579.

² For references to specific countries see Appendix II.

³ International Labor Conference, Second Session, 1920, p. 575.

*Action Taken by Member Nations*¹

Five countries have been credited with having codified their seamen's laws and regulations since this Recommendation was adopted. These are Denmark, Finland, France, Norway and Sweden. Draft seamen's codes are also in preparation in Argentina, Belgium, Estonia, Germany, Italy, Latvia, Poland, and South Africa. Among the countries which reported measures in effect prior to the adoption of the Recommendation are Denmark, Germany, and Japan. The first two mentioned countries, it will be noted, have also taken steps subsequently. Great Britain has on two occasions codified her maritime law, the last codification being contained in the Consolidation Act of 1894, but many additions and amendments have subsequently been made. Further codification will take place at some future date, it was stated, but the Government was not able to say when the work would be undertaken. Austria, Czechoslovakia, Siam and Switzerland declined to act on the Recommendation because conditions did not require any action. Australia and India, too, decided not to take any measures, the former because there appeared to be no need for codification, and the latter because it felt that codification of laws regarding merchant shipping should precede that relating to seamen.

COMMUNICATION TO THE INTERNATIONAL LABOR OFFICE OF
 STATISTICAL AND OTHER INFORMATION REGARDING
 EMIGRATION, IMMIGRATION AND THE REPATRIATION
 AND TRANSIT OF EMIGRANTS

The Recommendation concerning Communication to the International Labor Office, of Statistical and Other Information Regarding Emigration, Immigration and the Repatriation and Transit of Emigrants, adopted at Geneva in 1922, includes three paragraphs which will be given here in the same order since the action taken by the member nations often refers by number to one or more of these paragraphs.

Paragraph I recommends that each member nation communicate to the International Labor Office, every three

¹ For references to specific countries see Appendix II.

months, so far as possible, and not more than three months later than the period covered, all the information available concerning emigration, immigration, repatriation and transit of emigrants, and the measures taken or contemplated in connection with these matters.

Paragraph II recommends that each member nation communicate to the International Labor Office an annual report showing the totals of emigrants and immigrants, nationals and aliens separately, details for nationals and, as far as possible, for aliens, of the sex, age, occupation, nationality, country of last residence and country of proposed residence of the persons considered.

Paragraph III recommends that member nations make agreements with each other providing for the adoption of a uniform definition of the term "emigrant," the determination of uniform particulars to be entered on the identity papers issued to emigrants, and the use of a uniform method of recording statistical information regarding emigration and immigration.¹

Action Taken by Member Nations²

Austria informed the Office that it undertook to forward all available statistical data concerning emigration, and that it would welcome any opportunity of concluding agreements with other members as suggested in paragraph III. Belgium has been forwarding emigration statistics since March, 1923. Czechoslovakia, too, communicates such statistics. France in 1924 stated that official publications which were being sent to the Office contained the material called for, and that instructions would be given to supplement this information. Germany declared that it had taken the necessary steps to secure the communication to the Office of annual emigration and immigration statistics. Great Britain proposed to apply the provisions of paragraphs I and III. Italy has taken steps to effect the periodical forwarding of statistical data relating to emigration, repatriation and transit.

In the Netherlands, the Recommendation was submitted to the States-General with a note stating that there was no

¹ International Labor Conference, Fourth Session, 1922, Vol. II, pp. 604-606.

² For references to specific countries see Appendix II.

objection to complying with paragraphs I and II, since that information could be readily supplied, but that the Government was not able at the time to apply paragraph III. No data were recorded of the action taken in consequence of this proposal. Sweden reported in 1924 that statistical information in accordance with paragraph I was forwarded to the Office.

Several other nations have taken action to comply in part with the terms of the Recommendation but in some instances the records include only the statements that the countries would comply, and no evidence was found in print that they actually are doing so. Nations which recorded such intentions to comply are Australia, Bulgaria, Canada, Cuba, Estonia, Finland, India, Japan, Luxemburg, Norway, Poland, South Africa, Spain and Uruguay. Two countries, Siam and Switzerland, reported that for the time being they were unable to give effect to the Recommendation.

PROTECTION OF EMIGRANT WOMEN AND GIRLS ON BOARD SHIP

The Recommendation concerning the Protection of Emigrant Women and Girls on Board Ship, adopted at Geneva in 1926, provides that where fifteen or more women or girls unaccompanied by a responsible person are carried as emigrants on board an emigrant vessel, a properly qualified woman who has no other duty to fulfill on board is to be appointed to give such emigrants any material or moral assistance they may need. This woman is in no way to encroach upon the authority of the master of the vessel but is to report to the authority by whom she is appointed. This report is to be available for the use of the governments which may be concerned.¹

Action Taken by Member Nations²

In view of the comparatively short time which has elapsed since the Recommendation was adopted, little action may be expected to have been taken by the member nations. Meas-

¹ International Labor Conference, Eighth Session, 1926, Vol. I, p. 439.

² For references to specific countries see Appendix II.

ures have been adopted by India and by Belgium, where a decree of December, 1927, amended, in the light of the Recommendation, the regulation relating to the transport of emigrants. The Governor-General in Council of India has been empowered by law to make the necessary appointment suggested in the Recommendation should circumstances require such action. In Great Britain the Recommendation is applied by existing legislation. Japan, in accepting the Recommendation, stated that emigrant women and girls were usually accompanied by a responsible person and that, therefore, it was not considered necessary to appoint a special woman inspector, although such an appointment would be made if required later. Sweden stated that no need had arisen on board ships carrying Swedish emigrants for an official to carry out the duties suggested by the Recommendation, but that if changes in present conditions should occur such a service might be desirable. Moreover, in the revision of emigration legislation now in progress, the Swedish Government agreed that attention should be paid to the provisions of the Recommendation. Czechoslovakia and Norway stated that no new legislation was required to apply the terms. The Netherlands reported that legislation concerning the transport of emigrants is in preparation, and that in the amendment of the Navigation Act it will be considered to what extent it will be possible to take account of the Recommendation. Switzerland suggested that this Recommendation should first be acted upon by the maritime nations, and Finland, Siam and South Africa declined to take action because the Recommendation did not concern them.

REPATRIATION OF MASTERS AND APPRENTICES

The Recommendation concerning the Repatriation of Masters and Apprentices, adopted at Geneva in 1926, proposes that the national governments take steps to provide for the repatriation of masters and duly indentured apprentices, who are not covered by the terms of the draft convention on the repatriation of seamen.¹

¹ International Labor Conference, Ninth Session, 1926, pp. 625-626.

*Action Taken by Member Nations*¹

Only a few countries have so far defined their attitude in regard to this Recommendation although a number have submitted the Recommendation to the competent authorities. No legislation appears to have been adopted in consequence of it. France and Sweden reported that existing regulations already embodied the principles of the Recommendation while Finland and South Africa stated that legislation was in preparation. Earlier reports from Finland indicated that its legislation was in general accord with the Recommendation. Japan pointed out that no legal distinction was made between apprentices and ordinary seamen, but that it was considered difficult to treat masters and seamen alike. Therefore, this Recommendation is only partially applied. The Netherlands proposed to consider this Recommendation at the same time as the convention concerning the repatriation of seamen. Austria and Switzerland felt that this Recommendation was of no interest to them.

**GENERAL PRINCIPLES FOR THE INSPECTION OF THE
CONDITIONS OF WORK OF SEAMEN**

The Recommendation concerning the General Principles for the Inspection of the Conditions of Work of Seamen was adopted at Geneva in 1926. Inasmuch as the recommendation adopted in 1923 in regard to the organization of systems of inspection to secure the enforcement of protective labor laws and regulations was based essentially on the experience gained in the inspection of industrial establishments, and might be difficult to apply to the work of seamen, this supplementary Recommendation was adopted in 1926, suggesting certain principles to be taken into consideration in making such inspections.

Scope of Inspection: The principal duty of the authority, or authorities, responsible in each country for the inspection of seamen's working conditions, should be to secure the enforcement of all laws and regulations dealing with such conditions, and the protection of seamen in the exercise of their profession.

¹ For references to specific countries see Appendix II.

In so far as it may be considered desirable and possible, because of the experience gained by the inspecting authorities in carrying out their principal duties, they may be entrusted with secondary duties of a social nature which may vary according to the conceptions, customs or traditions prevailing in the different countries—provided that they do not in any way interfere with the performance of the inspector's principal duties, and that they do not in any way prejudice the authority and impartiality which are necessary in his relations with shipowners and seamen.

Organization of Inspection: The different services or bodies responsible for supervising the enforcement of laws and regulations relating to working conditions of seamen should be centralized under a single authority, wherever compatible with administrative practice.

If practice does not permit centralization of supervision of such bodies they should be enabled to benefit by one another's experience, and to regulate their methods of work according to such common principles as may be considered most effective. For this purpose, close liaison and constant collaboration should be established between them, by the means considered most suitable in each country (exchange of reports and information, periodicals or conferences).

The different services should keep in touch with those authorities responsible for factory inspection in regard to matters of mutual concern.

Reports of Inspection Authorities: An annual general report on the supervision of seamen's working conditions should be published by the central authority, or by the collaboration of the different authorities.

This report should contain a list of the national laws and regulations affecting seamen's working conditions and their supervision, together with any amendments which have come into operation during the year.

It should also contain statistical tables with the necessary comments on the organization and work of inspection, and should give information, as far as compatible with national administrative practice, concerning the following matters:

- (a) The number of vessels subject to the various forms of inspection, classified according to type and use.

- (b) The number of seamen actually engaged on board the vessels of each class.
- (c) The number of vessels visited by the inspectors, with an indication of the strength of the crew.
- (d) The number and nature of breaches of the law or regulations ascertained by the inspectors, and the penalties imposed.
- (e) The number, nature and causes of accidents occurring to seamen during their work.
- (f) The means adopted for the enforcement of the provisions of international labor conventions relating to working conditions of seamen, and the extent to which such provisions are followed.

Rights, Powers and Duties of Inspectors: Inspection authorities, on proof of their identity, should be empowered by national law to visit at any time without previous notice, ships flying the national flag, in national or foreign territorial waters, and, in exceptional cases fixed by national law and by authorization of the maritime authority, at sea, provided that such visits avoid as far as possible any serious inconvenience to the working of the vessel.

Inspectors should be permitted to question without witnesses the crew and any other persons whose evidence may be considered desirable, and to inspect any of the ship's papers or documents which the laws or regulations require to be kept on matters subject to inspection. National law should provide that the inspectors be bound under penalty not to disclose commercial secrets which may come to their knowledge in the course of their duties.

The inspection authorities should be empowered, in cases where the health or safety of the crew is endangered, to prohibit, by proper authorization of the maritime authority, any vessel from leaving port until the necessary measures have been taken to comply with the law, this prohibition to be subject to appeal to higher administrative authority or to the court of competent jurisdiction according to the law in the different countries. This method should be employed only as a last resort when the other legal means at the disposal of the inspection authority to ensure respect for the law have been used without effect.

Inspection authorities should be empowered, in special cases, to issue orders subject to appeal for securing observance of the laws and regulations governing seamen's working conditions. The central authority should be allowed to grant exemption from any specified requirement of any law or regulation governing seamen's working conditions, if satisfied that the requirement has been substantially complied with or that compliance is unnecessary in the circumstances of the case.

The master of a vessel should be entitled to call for an inspection in all cases where he considers one necessary. Likewise, members of the crew should be entitled, subject to such conditions as may be prescribed, to call for an inspection on any matters relating to health, safety of the vessel, or rules affecting their working conditions.

Shipowners and seamen should be called upon to cooperate in the supervision of the enforcement of the laws and regulations concerning seamen's working conditions. Methods of cooperation suggested are that facilities be afforded by which seamen may confidentially report infringements of the law to inspectors, that inspection authorities should from time to time consult the representatives of shipowners' and seamen's organizations as to the best means of attaining complete cooperation of shipowners and seamen and their respective organizations, and that joint committees of shipowners and seamen should be set up which may cooperate with the different services.

Requirements for Inspectors: Only such persons should be appointed inspectors as have the full confidence of both shipowners and seamen, and have qualities necessary to ensure impartiality in performance of their duties, and technical qualifications necessary for performing their duties. It is desirable that the inspection service include men who have served at sea, whose appointment, whether permanent or temporary, should be at the discretion of the administrative authority. When necessary, inspectors should be assisted by competent experts who command the full confidence of shipowners and seamen. The inspectors should be public servants whose status renders them independent of changes of government. They should be prohibited from

having any financial interest whatsoever in the undertakings subject to their inspection.

Other Duties: Inasmuch as inspectors have opportunities to observe the practical results of the operation of the laws and regulations regarding seamen, they should be called upon, as far as compatible with administrative methods in each country, to assist in improving legislation for the protection of seamen, to help in promoting the prevention of accidents, to take part in inquiries into shipwrecks and accidents on board, to submit reports on the results of such inquiries where necessary, and to collaborate in supplying information preparatory to the drafting of laws and regulations for the protection of seamen.¹

Action Taken by Member Nations²

No new measures appear to have been taken to carry out this Recommendation except by France, which reported that the principles were already incorporated in French maritime regulations, but that, in order to secure enforcement of that part of the Recommendation which relates to the reports of the inspection authorities, instructions had been given to the services concerned to collect the necessary information. Finland reported conditions in general as called for, but stated that improvements were under consideration. Japan found the provisions of the Recommendation acceptable and for the most part actually applied, but stated that, where necessary, inspection would be organized to make it more completely in accord with the Recommendation. The Netherlands found some of the provisions already carried out and others difficult or impossible to apply at present. The Swedish government stated that this Recommendation was partly applied, and that if it should appear desirable in the future to revise the existing regulations it would not fail to take account of the Recommendation. Austria and Switzerland felt it of no importance to them and India and South Africa preferred to postpone action until the necessary amendments in existing legislation were made. The latter country has a merchant shipping bill under preparation.

¹ International Labor Conference, Ninth Session, 1926, pp. 626-633.

² For references to specific countries see Appendix II.

CHAPTER IV

LABOR PROBLEMS IN AGRICULTURE

THE work of the International Labor Conference in regard to the regulation of labor conditions in agriculture has been chiefly concerned with measures designed to secure for agricultural laborers the same rights and protections that have been accorded to workers in other industries. The essentially non-competitive character of agricultural enterprises has served, for the most part, to protect the workers from those undesirable conditions resulting from unfair competition between employers, and has, as a result, caused regulation to seem less imperative in this field. This explains, perhaps, why several of the measures which were adopted as draft conventions in the case of other industries appear only as recommendations for agriculture, as well as the slowness of member nations in ratifying the four conventions adopted. This slowness was, indeed, due partly to the difficulty of applying the provisions, and to the existence of protective legislation which includes agricultural with industrial workers.

EMPLOYMENT OF CHILDREN IN AGRICULTURE

The Draft Convention concerning the Age for Admission of Children to Employment in Agriculture, adopted at Geneva in 1921, provides that children under the age of fourteen years may not be employed on work in any public or private agricultural undertaking, or in any branch thereof, save outside the hours fixed for school attendance, when the employment is not to be such as may prejudice their attendance at school. This provision is not to apply to work done by children in technical schools supported and supervised by public authority. The hours of school attendance may be so arranged for purposes of practical vocational instruction as to permit the employment of children in light agricultural work, particularly during the harvest

season, provided that such employment does not reduce the total annual period of school attendance to less than eight months.¹

Action Taken by Member Nations²

This Convention has been less favorably received by member nations than the conventions relating to the minimum age for admission of children to employment in industry, at sea, or as trimmers and stokers. Only eleven ratifications have been registered with the League of Nations, including only four of the principal industrial nations, namely, Austria, Czechoslovakia, Italy and Sweden. None of the South American countries which are predominantly agricultural have ratified it. Nine nations have recommended ratification. In the latter group are Belgium, Germany, the Netherlands, and three South American nations. The British Government in 1925 declared itself in agreement with the Convention in general, but it declined to ratify it, pointing out that the laws in England and Wales put the provisions of the Convention into effect, while in Scotland the local educational authorities have discretion to grant exceptions from school attendance to children under fourteen years of age. Moreover, in Northern Ireland an act of 1923 contains a provision, which was to be put into operation at the earliest opportunity, conferring similar powers of exemption upon the local authorities there. In France, there is no legal minimum age for admission of children to employment in agriculture. Education ceases to be compulsory at thirteen or, in certain cases, at twelve. The French Government, therefore, wished to await action on a bill dealing with compulsory education before considering acceptance of the Convention. Germany recommended ratification in 1923. Since that time, however, the German Government has decided to treat this Convention as a recommendation, on the ground that educational matters are within the jurisdiction of the states which compose the German Republic. There is a possibility that Germany will ratify the Convention in

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 835-838.

² For references to specific countries see footnotes to Table 22, Appendix I.

connection with the general regulation of work of young persons in agriculture.

The provisions of the Convention are carried out in all the countries which have ratified it. In most cases this legislation was in effect before the Convention was adopted by the Conference. Moreover, in Germany, Belgium and several other countries which have not yet ratified it, employment of children in agriculture is regulated in accordance with the principles of the Convention.

RIGHTS OF ASSOCIATION AND COMBINATION OF AGRICULTURAL WORKERS

The Draft Convention concerning the Rights of Association and Combination of Agricultural workers, adopted at Geneva in 1921, provides that member nations shall undertake to secure to their agricultural workers the same rights of association and combination as belong to industrial workers, and to repeal any statutory or other provisions restricting such rights in the case of those engaged in agriculture.¹

Action Taken by Member Nations²

Seventeen nations have registered ratification of this Convention, including Austria, Belgium, Czechoslovakia, Germany, Great Britain, Italy, the Netherlands, and Sweden. Ratification has been recommended by six countries, including France. Hungary, Norway and Rumania decided to postpone ratification. Japan, Siam, South Africa and Switzerland declined to ratify, the latter stating that the right of association is guaranteed to all Swiss citizens by the federal constitution, but that, since agricultural workers are not organized in trade unions, the Government preferred not to ratify.

All the nations which have ratified the Convention are also credited with having applied its terms by means of appropriate legislation. In practically all of these countries such legislation was in effect before the Convention was

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 841-843.

² For references to specific countries see footnotes to Table 23, Appendix I.

adopted and, as a rule, consisted of a clause in the Constitution guaranteeing the right of association to all workers. No new legislation specifically embodying the provisions of this Convention appears to have been adopted, except in India and Latvia.

WORKMEN'S COMPENSATION IN AGRICULTURE

The Draft Convention concerning Workmen's Compensation in Agriculture, adopted at Geneva in 1921, provides that member nations undertake to extend to all agricultural wage earners their laws and regulations which provide compensation for workers for personal injury by accident arising out of or in the course of employment.¹

*Action Taken by Member Nations*²

Twelve ratifications of this Convention have been registered, among which are those of France, Germany, Great Britain, the Netherlands and Sweden. One ratification has been authorized and seven have been recommended. In the latter group, Italy and Argentina may be noted.

A number of countries have informed the International Labor Office that they are unable to ratify or that they had decided to postpone ratification. Among the reasons for the negative attitude may be mentioned the fear that compliance with the Convention would involve too heavy a burden on small farmers, and the fact that the use of machinery and animals in agriculture was limited and that therefore accidents were rare.

Austria stated that the government felt ratification was inopportune and must be postponed "until a system of sickness insurance has been sufficiently widely applied in agriculture and forestry, and the necessary conditions for applying a general system of accident insurance in this domain consequently exist." Austrian legislation provides compulsory accident insurance for agricultural and forest workers only when they are employed in connection with

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 843-845.

² For references to specific countries see footnotes to Table 24, Appendix I.

certain mechanical installations. Czechoslovakia declared that it could not recommend immediate ratification of the Convention because its provisions are not carried out fully by existing legislation, which provides compulsory insurance against industrial accidents in the case of agricultural, rural and forest workers only when power-driven machinery is permanently used. Similar arguments were advanced by other countries. Switzerland pointed out that adherence to this Convention would call for revision of the legislation concerning accident and sickness insurance, which revision would have little chance of success. For that reason, it was not proposed to ratify this Convention.

The terms of the Convention are said to be carried out in all the countries which have ratified it. In Italy, although the Convention has not been ratified by that country, the conditions called for are stated to exist. In several countries, including Austria and Belgium, steps have been taken toward measures which will conform with the Convention.

SICKNESS INSURANCE FOR AGRICULTURAL WORKERS'

The Draft Convention concerning Sickness Insurance for Agricultural Workers, adopted at Geneva in 1927, provides for the establishment of a system of compulsory sickness insurance for agricultural manual and non-manual workers, including apprentices. The terms of this Convention are exactly like those of the convention concerning sickness insurance for workers in industry and commerce and for domestic servants.¹

*Action Taken by Member Nations*²

The only ratifications which have been registered are those of Germany and Luxemburg. No further ratification has been authorized. Latvia has recommended ratification. Legislation carrying out the terms of the Convention has been reported only for Germany and France. The reasons advanced against this Convention are similar to those made

¹ See International Labor Conference, Tenth Session, 1927, Vol. I, pp. 692-697.

² For references to specific countries see footnotes to Table 25, Appendix I.

in connection with the convention concerning workmen's compensation in agriculture.¹

PREVENTION OF UNEMPLOYMENT IN AGRICULTURE

The Recommendation concerning the Prevention of Unemployment in Agriculture, adopted at Geneva in 1921, suggests that member nations should consider measures for the prevention of, or provision against, unemployment among agricultural workers. These measures should be suitable to the economic and agricultural conditions of the country. With this in view, member nations are urged to consider the advisability of: (1) adopting modern technical methods to cultivate land, at present not worked or only partially developed, so as to obtain adequate return from it; (2) encouraging the adoption of improved systems of cultivation and more intensive use of the land; (3) providing facilities for settlement on the land; (4) rendering temporary work accessible to unemployed agricultural workers by means of transportation facilities; (5) developing industries and supplementary forms of employment which would provide occupation for agricultural workers suffering from seasonal unemployment; (6) encouraging the organization of agricultural workers' cooperative societies for the purpose of working and purchasing or renting land and increasing agricultural credit. Moreover, it is recommended that member nations furnish the International Labor Office with periodical reports concerning the measures taken to give effect to the Recommendation.²

Action Taken by Member Nations³

The terms of this Recommendation are rather vague and therefore it is somewhat difficult to measure its results. Most of the proposals do not call for definite legislation; in some cases they involve perhaps merely an extension of the powers of existing governmental departments; in others they entail educational programs. The countries which are re-

¹ See pp. 113-114 of this volume.

² International Labor Conference, Third Session, 1921, Vol. II, pp. 832, 833.

³ For references to specific countries see Appendix II.

ported as having taken measures to apply some or all of the provisions of the Recommendation are Australia,¹ Bulgaria, Hungary and Uruguay. Czechoslovakia, Norway and Sweden stated that steps toward this end had been taken. That some of the proposals had already been given consideration before the adoption of the Recommendation was indicated by Canada, Czechoslovakia, Estonia, Finland, France, Germany, Italy, Japan, Netherlands, Poland and Switzerland. A few countries stated that unemployment in agriculture was unknown except, in some cases, seasonal unemployment.

PROTECTION OF WOMEN WAGE EARNERS IN AGRICULTURE BEFORE AND AFTER CHILDBIRTH

The Recommendation concerning the Protection of Women Wage Earners in Agriculture before and after Childbirth, adopted at Geneva in 1921, aims to apply to agriculture the general provisions of the convention adopted at Washington in 1919 concerning the protection of women in industry before and after childbirth, and recommends that such measures include the right to a period of absence from work before and after childbirth, and to a grant of benefit during such a period, either out of public funds or by means of a system of insurance.²

Action Taken by Member Nations³

Bulgaria and Czechoslovakia are the only two countries which have enacted legislative measures embodying the provisions of the Recommendation. Estonia, Finland and Uruguay are reported as having initiated legislation for this purpose. In Austria and Poland, maternity benefits to women in agriculture are extended through the sickness insurance legislation. The Austrian act, however, by judgment of the Constitutional Committee, in 1925 ceased to apply to agricultural workers, but a federal act to assimilate the sickness insurance regulations in agriculture and

¹ Some of the states.

² International Labor Conference, Third Session, 1921, Vol. II, p. 834.

³ For references to specific countries see Appendix II.

silviculture is in preparation. At present, such protection is extended to women only in some provinces. France pointed out that no distinction is made between agricultural and industrial workers as regards the protection of women before and after childbirth and that no special legislation was contemplated. Italy stated that the provisions of the Recommendation would be considered in connection with the ratification of the Washington Convention on this subject. The Netherlands postponed action on the Recommendation until settlement of the question concerning application of the convention relating to childbirth. A similar attitude was taken by Norway. Finland, India, Japan and South Africa reported that they could not accept the Recommendation because of the difficulty of applying its provisions. Canada, China and Hungary also decided not to give effect to it.

NIGHT WORK OF WOMEN IN AGRICULTURE

The Recommendation concerning Night Work of Women in Agriculture, adopted at Geneva in 1921, applies to agriculture the general principles of the draft convention adopted at the 1919 session of the Conference concerning the night work of women in industry. It recommends that each member nation take steps to regulate the employment during the night of women wage earners in agricultural undertakings so as to provide sufficient rest, consisting of not less than nine hours, which shall be consecutive whenever possible.¹

*Action Taken by Member Nations*²

Night work of women in agriculture in most countries is not considered a proper field for regulatory legislation. Since the adoption of this Recommendation by the Conference, however, several countries have taken steps to give effect to its provisions. Among the predominantly agricultural countries, Bulgaria, Hungary, Finland, Estonia and Uruguay have introduced legislative measures for the protection of women employed in agriculture. The only two

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 834-835.

² For references to specific countries see Appendix II.

countries which had such legislation in effect before the Recommendation was adopted are Czechoslovakia and Italy. In the former country, night work of women in agriculture is regulated by the Eight-Hour Act of 1918. Austria reported that a measure of protection was afforded to women, partly in the agricultural labor codes issued by the provinces and partly in the federal act of 1918.

Sweden decided to take no action in regard to this Recommendation, inasmuch as night work in agriculture is rare. The French Government declared that night work of women in agriculture, in its opinion, did not give rise to any abuses. It felt that this question should be taken up at the same time as that of hours of work in agriculture but considered that the latter was a difficult matter. Switzerland decided that this Recommendation was within the competence of the cantons. Victoria, Australia, reported that women are not employed in manual agricultural work. Other countries which either did not wish to enact legislation, or were willing to do so only with certain exceptions, were India, Japan, Norway and Spain.

NIGHT WORK OF CHILDREN AND YOUNG PERSONS IN AGRICULTURE

The Recommendation concerning the Night Work of Children and Young Persons in Agriculture, adopted at Geneva in 1921, extends in general to agriculture the provisions of the convention adopted in 1919 concerning the night work of young persons in industry. It states that each member nation should take steps to regulate the employment of children under fourteen years of age in agricultural undertakings during the night, in such a way as to ensure them sufficient rest, which should consist of not less than ten consecutive hours, and to regulate the night employment of young persons between the ages of fourteen and eighteen years in such a way as to ensure them rest of not less than nine consecutive hours.¹

¹ International Labor Conference, Third Session, 1921 Vol. II, pp. 838-839.

Action Taken by Member Nations¹

Measures concerning the night work of young persons and children in agriculture have been enacted, since the adoption of this Recommendation, in Argentina, Chile, Estonia, Hungary and Latvia. Steps toward this end have also been taken by Finland and Uruguay. It is not quite clear from the records, however, whether these acts and the contemplated legislation carry out the proposals of the Recommendation in their entirety or merely embody the general principle of prohibiting such night work.

Several countries, for example some of the Australian states, Austria and Czechoslovakia, had enacted legislative measures regulating night work of children and young persons in agriculture even before the Recommendation was adopted. In Hungary and Poland night work of children and young persons in agriculture was said to be non-existent; in Sweden, rare; and in South Africa and Spain, children under fourteen are not employed at night. France stated that it could not consider this Recommendation apart from the question of hours of work in agriculture. Great Britain approved acceptance of the Recommendation in so far as it applied to male children under fourteen and to female children and young persons, but not as it referred to male young persons between fourteen and eighteen years of age. Norway, too, objected to the Recommendation as it applied to young persons between the ages of fourteen and eighteen years, and furthermore did not recommend its adoption because climatic conditions might make night work necessary during certain parts of the year. Japan approved the Recommendation in principle, but stated it could not apply its provisions without exceptions. Canada stated that the Recommendation did not apply to conditions in Canada. Switzerland declared the Recommendation to be within the jurisdiction of the cantons.

DEVELOPMENT OF TECHNICAL AGRICULTURAL EDUCATION

The Recommendation concerning the Development of Technical Agricultural Education was adopted in 1921 at

¹ For references to specific countries see Appendix II.

Geneva. It urges each member nation to develop technical agricultural education and to make such education available to agricultural wage earners on the same conditions as to other persons engaged in agriculture. The Recommendation further asks that each member should report regularly to the International Labor Office concerning measures taken to develop vocational agricultural education, the sums expended, and the administration of the laws concerning such education.¹

*Action Taken by Member Nations*²

While only a few cases have been reported where measures have been taken since the adoption of the Recommendation, namely in Australia, Austria, Bulgaria and Hungary, in a considerable number of countries some form of such education was in existence before the Recommendation was adopted. It was reported that Austria had agricultural winter schools, primary agricultural schools, forestry training establishments and a forestry academy, and that much attention was paid to agricultural apprenticeship with a view to the training of agricultural workers. In Czechoslovakia, legislation passed before the adoption of the Recommendation is reported to comply with the provisions of the Recommendation. Belgium pointed out that technical agricultural education had been considerably developed since the Armistice. France stated that a system of technical rural education, organized under successive acts since 1848, provides technical instruction for all young persons in rural districts. The instruction given is available to all agricultural wage earners on the same conditions as to all other persons. The French Government agreed to send the suggested reports to the International Labor Office.

Germany called attention to its highly developed institutions for agricultural vocational training stating that they carry out the terms of the Recommendation, and said that there would be no difficulty in making the reports called for. Great Britain reported that the provisions of the Recommendation were applied in existing legislation. In Sweden,

¹ International Labor Conference, Third Session, 1921, Vol. II, p. 840.

² For references to specific countries see Appendix II.

state schools for practical and theoretical instruction in agriculture are said to satisfy the provisions of the Recommendation. Vocational agricultural education in Switzerland is reported to be a matter for the cantons to provide. The federal government, however, aids by grants. It is considered that the principles of the Recommendation are in effect.

The Canadian Government stated that the general subject of education, including vocational education for agricultural workers, comes under the jurisdiction of the provinces. The Agricultural Instruction Act of 1914 provides for an annual grant of a substantial sum of money for the purpose of aiding and advancing the farming industry by instruction in agriculture. The sum is apportioned among the schools in the various provinces. The government of Netherlands reported that the Recommendation is largely satisfied by existing legislation, but since it is unlikely that any important changes in the status of agricultural education will be made in the near future, it considered that no sufficient reason existed for sending periodical reports to the International Labor Office. In Denmark, Finland, Japan, Norway, Poland, and Uruguay the principles of the Recommendation are said to be more or less fully applied. Estonia, Siam and South Africa were unable for the time being to act upon the Recommendation.

LIVING-IN CONDITIONS OF AGRICULTURAL WORKERS

The Recommendation concerning the Living-In Conditions of Agricultural Workers was adopted in 1921. It stipulates that each member nation which approves it shall, if it has not already done so, take steps to regulate the living-in conditions of agricultural workers. In formulating the necessary measures, the government should take into account climatic conditions, and should consult with the employers' and workers' organizations concerned, if such organizations exist. Such regulations are to apply to all accommodations provided by employers for housing agricultural workers, whether individually or in groups or with their families, and whether in the homes of employers or in

buildings placed at their disposal. Accommodations provided for workers are to contain rooms which can be heated unless the climate is such that heat is unnecessary. A separate bed for each worker is to be furnished; adequate provision is to be made for the separation of the sexes; and facilities for personal cleanliness are to be provided. Such regulations are also to specify that stables, cowhouses and open sheds shall not be used for sleeping quarters.¹

Action Taken by Member Nations²

In several countries, measures have been taken to carry out part or all of the suggestions contained in this Recommendation. In France, the Chamber of Deputies adopted a bill in 1924 forbidding the provision of straw as sleeping quarters for agricultural workers. In the Netherlands measures were taken regulating the heating, ventilating and sleeping accommodations of agricultural workers. Other nations which are said to have given partial or complete effect to the Recommendation are Hungary, Poland and Uruguay. Legislation relating to the housing of agricultural workers has been proposed in Bulgaria, Cuba and Sweden. Various countries reported measures already in effect, partially or fully carrying out the recommended proposals, namely, Austria, Australia, Belgium, Estonia, Germany and Norway.

Czechoslovakia declared that because of the economic crisis and the great housing shortage it would be impossible, for the time being, to apply the provisions of the Recommendation. Great Britain considered that there was no demand for legislation on living-in conditions of agricultural workers and that it could not accept the Recommendation because it might lead to a considerable infringement of personal liberty. India, Japan, Siam and South Africa rejected the Recommendation because of its general inapplicability in their respective countries. Switzerland decided that this Recommendation belongs within the jurisdiction of the cantons, but no data have been recorded as to whether or not the latter have acted upon it.

¹ International Labor Conference, Third Session, 1921, Vol. II, pp. 840-841.

² For references to specific countries see Appendix II.

SOCIAL INSURANCE IN AGRICULTURE

The Recommendation concerning Social Insurance in Agriculture, adopted at Geneva in 1921, proposes that member nations extend their laws and regulations establishing systems of insurance against sickness, invalidity, old age and similar social risks, to agricultural wage earners on conditions similar to those prevailing in the case of industrial and commercial workers.¹

Action Taken by Member Nations²

While only one act, that of Chile, appears to have been passed in consequence of this Recommendation, in a considerable number of countries social insurance applied to agricultural workers before the Recommendation was adopted. In Czechoslovakia, sickness insurance covers agricultural workers; old age insurance is provided for "higher grade" agricultural workers; and accident insurance is applied to agricultural and forest workers employed in undertakings in which mechanical appliances are used and where the workers are directly exposed to danger. In Germany, agricultural workers are insured against sickness, disability and old age. The Netherlands reported that the Recommendation was already in application.

The Italian Government stated that the principle of the Recommendation was carried out by legislation. Sweden pointed out that existing forms of social insurance made no distinction between agricultural and other workers. In Switzerland, sickness insurance is optional but the cantons may make it compulsory for certain classes of persons. A general revision of this legislation was decided upon in 1920. In Australia, Bulgaria, Denmark, Norway and Spain agricultural workers enjoy the same privileges of social insurance as other workers. One country, Estonia, has signified its intention of applying the spirit of the Recommendation by the introduction in 1924 of a bill to extend sickness insurance to all wage earners, including agricultural workers.

A definite negative attitude in regard to this Recommendation

¹ International Labor Conference, Third Session, 1921, Vol. II, p. 846.

² For references to specific countries see Appendix II.

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tion was taken by China, Hungary, India and Siam. The Austrian Government pointed out that accident insurance is provided for agricultural workers only when they are employed in connection with certain mechanical installations. A special federal act regulating sickness, accident and invalidity insurance for workers in agriculture and silvicultures is stated to be in preparation. In Canada it was decided to defer action until the provisions called for were made applicable to workers in industry and commerce.

CHAPTER V

GENERAL SUMMARY AND CONCLUSIONS

IN evaluating the work of the International Labor Organization, it is essential that the difficulties encountered in any attempt at international cooperation should be taken into account. Whenever nations get together for the purpose of formulating some common plan of action, differences in race, language and customs present themselves as obstacles to successful cooperation. Moreover, minor details of organization are given an exaggerated importance because of the insistence of small nations that recognition commensurate with their national dignity be accorded them in the election of officers and in the organization of committees. If a permanent form of cooperation is contemplated, provision must be made for rotation in office in order to prevent domination by any single power or group of powers. No mechanism for international action has as yet been perfected which can be trusted to work smoothly and efficiently under such conditions. The tendency of large deliberative bodies to be both cumbersome in structure and prolix in operation is nowhere better illustrated than in the case of international organizations.

Additional difficulties arise in attempting to deal internationally with the problems associated with industrial and employment matters. Labor legislation is primarily a domestic problem. Despite the advisability of remedying the competitive inequalities resulting from the differences in the living standards and conditions of employment of various countries, the fact remains that improvement in the status of the worker in any country can be brought about only when public opinion supports, and the domestic economic situation permits, such improvement. A shorter working day and better employment conditions are the results of productive efficiency as well as of legislative decrees. The existing differences in economic development among the nations of the

world, therefore, in addition to the linguistic, racial and political obstacles, make international action difficult.

An examination of the structure and operation of the International Labor Organization shows that it has all the weaknesses inherent in international cooperation. The complaints of small nations and of non-European countries against the existing constitution of the Governing Body have been recurrent. The equitable representation of all the member states on the staff of the International Labor Office has constituted a complicated and delicate problem. The lack of a single universal language has necessitated the translation of documents and reports and of the speeches at the annual conferences. Differences in political systems and social structures of the member nations have given rise to controversies which at times have threatened the existence of the Organization. In fact, all the disturbing factors associated with internationalism have played their part in impeding the work of the International Labor Organization.

But, in addition to those obstacles common to all forms of international cooperation, the International Labor Organization has encountered other difficulties arising out of the nature of the problems with which it has dealt. The primary objective of the Organization has been the improvement throughout the world of the working conditions of wage earners. To achieve this purpose, it was considered necessary at the outset to secure the combined support of the employers, the workers and the governmental authorities of the various nations. This inclusion of the employers' and workers' groups has introduced a number of problems. No method appears to have been devised for securing the satisfactory representation of these groups, particularly that of the workers. The worker delegates at the sessions of the Conference have been almost uniformly selected by the labor organizations in their respective countries. Attempts, as in the case of Japan, where a relatively small proportion of the wage earners are trade union members, to introduce representation of the unorganized employees have encountered opposition. The existence of rival unions in a number of countries has also produced conflicts which have made it difficult for the International Labor Organization to secure

the support of all the labor groups in the countries represented. The necessity of maintaining a balance between the employers' and workers' groups in the appointment of committees and commissions has served further to complicate the procedure. This policy has also tended to emphasize the group system with the effect of stifling independent action or expression of opinion by individual members and of crystallizing differences between the employer and worker groups.

The influence of these various disorganizing factors upon the International Labor Organization has been unfortunate. In the endeavor to harmonize conflicting interests and to avoid charges of partiality, elaborate forms of procedure have been adopted. The term "documentation," which is applied by the Office to the collection of data concerning a particular subject, is descriptive of the detailed method employed in dealing with every issue. The use of questionnaires, a mechanical procedure and one ill adapted to the formulation of legislative measures, is resorted to on every possible occasion. The activities of the Organization, whether in the Office, the Governing Body or the Conference, have been characterized by an elaborate formal and legalistic attitude and procedure.

But despite the obstacles confronting it and the resulting complexity of its procedure, the International Labor Organization has proven itself an interesting and valuable experiment in the field of international labor affairs. Whether it has completely fulfilled the expectations of those who were responsible for its creation is open to question. Whether the record of accomplishment furnishes adequate ground for action by the United States in the direction of joining in the work of the Organization is likewise debatable. But there can be no dispute concerning the sincerity and earnestness with which the International Labor Organization has sought to promote the cause of social progress in the interest of the wage earners of the world.

The concrete results of the earnest endeavors of the International Labor Organization to establish a recognized body of international labor legislation are difficult to ascertain. In the first place, the information presented in the reports of

the Director and in other publications of the International Labor Office is often vague and incomplete. So far as the official ratification of conventions is concerned, the facts are easily ascertainable. But with respect to the legislative measures adopted to enforce the provisions of those conventions or to comply with the provisions of recommendations, the data given are inadequate. Moreover, lack of information concerning the details of parliamentary procedure in each of the respective countries renders it impossible to determine the present status of either ratification or enforcement measures which have been introduced or recommended, but which have not been finally acted upon.

In the second place, it is impossible to determine the results of the ratification or legislative enforcement of the measures adopted by the International Labor Conference in the absence of information concerning the conditions of employment that existed prior to such ratification or legislation. When a country which already has legislation conforming with the provisions of a convention, or in which conditions of employment render such legislation unnecessary, ratifies a convention, no tangible benefit to the worker results. Likewise, ratification on the part of countries which have little industrial, agricultural or maritime importance is of minor significance. Any complete analysis of the accomplishments of the International Labor Organization would, therefore, require an exhaustive examination of the conditions under which wage earners have been employed and have worked in each of the member countries during the past decade.

Finally, it must be recognized that the improvement of labor conditions throughout the world is being brought about by a combination of forces and not solely by the legislative activity of the International Labor Organization. Voluntary action on the part of employers, as well as legislation enacted without regard to the particular provisions of the international conventions, is shortening the hours of labor, limiting the work of women in hazardous employments, raising the age at which young persons may enter industry, and in other ways producing the results sought by international legislation. Moreover, even if the ratification of conventions is taken as a measure of the accomplishments of the Inter-

national Labor Organization, it is obvious that in each country such ratification, and more particularly the subsequent legislative enforcement, is brought about largely by domestic organizations. In the development of public opinion favorable to labor legislation in each member country, the International Labor Organization has played only a minor part. In short, it might be argued that the movement for improving labor conditions would have proceeded, though perhaps less rapidly, in the absence of any international agency.

However, acceptance of its conventions, although it does not prove the influence of the Organization in bringing about improved working conditions, does show to what extent the International Labor Conference has formulated practical measures and has overcome or avoided the obstacles to uniform legislation which arise out of differences in political, economic and social systems. It is frequently contended that the adoption of a convention by the International Labor Conference imposes a moral duty upon each member state to ratify that convention. Such a contention must recognize a corresponding obligation on the part of the International Labor Organization to devise measures suited to the industrial and economic conditions of all the countries of the world. In so far as conventions, other than those dealing with maritime matters, have been rejected by individual nations because of their inapplicability to domestic conditions, the responsibility must rest upon the International Labor Organization. A summary examination of the action taken by the nations upon the formal proposals adopted should, therefore, not only indicate in some measure the relation between the work of the International Labor Organization and improved conditions of employment but also show to what extent this complicated international mechanism has operated successfully.

The record of the action taken upon the twenty-five conventions thus far adopted by the International Labor Conference shows that only 300 ratifications out of a possible total of 1,375,¹ have been officially registered, and of these,

¹ In addition to these ratifications, it should be noted that the Berne Convention dealing with the use of white phosphorus, which was the basis of a recommendation adopted at the first session of the Conference in 1919, has been subsequently ratified by fourteen members of the International Labor Organization.

seven are conditional and will become operative only when similar ratifications are made by certain specified nations. Since, however, several of the conventions, particularly those dealing with maritime matters, do not call for universal ratification, the total number of possible ratifications should be somewhat reduced. Allowance should also be made in the case of the more recent conventions for the inevitable slowness of ratification procedure. Nevertheless, the fact that the first sixteen conventions, all of which were adopted prior to 1922, have secured only 247 ratifications, indicates that there has been considerable reluctance on the part of the nations associated with the International Labor Organization to accept its legislative proposals.¹

To judge properly the influence of this body of international legislation upon the status of wage earners, it is necessary to direct special attention to the action taken, first by the leading industrial states, and second, by those states in which the standards of industrial employment have been in greatest need of improvement. All of the politically or industrially important nations belonging to the International Labor Organization have ratified at least five of the twenty-five conventions. Belgium, however, with a record of eighteen ratifications, is the only important country which has unconditionally accepted a large majority of the proposals. Great Britain has ratified thirteen conventions; France, Italy and Sweden, eleven; Netherlands, nine; and Germany and Austria, seven and eight respectively. With respect to those states which in 1919 were lacking in social legislation, the work of the International Labor Organization has unquestionably brought about some improvement in the status of the workers. The disturbed political condition of China has prevented the ratification of any of the conventions by that country. India has ratified eleven conventions and Japan six, but it should be noted that several of these conventions contain provisions limiting or modifying the restrictions in the case of those two countries.

¹ The following countries have neither ratified any of the conventions nor passed legislation carrying out their provisions, although preliminary steps toward these ends have been taken: Argentina, Bolivia, Brazil, Cuba, Paraguay, Portugal and Uruguay. Seventeen other member nations have failed to supply any official information to the International Labor Organization.

From the point of view of their effect upon international competitive relationships, three of the conventions thus far adopted are of special significance, and the action taken upon them is evidence of the extent to which the International Labor Organization has succeeded in removing the competition resulting from inequalities in social standards. These three conventions are: (1) the Convention Regulating the Hours of Work in Industrial Employment, sometimes referred to as the Eight-Hour Day Convention; (2) the Convention Restricting the Night Work of Women; and (3) the Convention Fixing the Minimum Age of Employment in Industry. These conventions were adopted at the first conference in 1919, so that sufficient time has elapsed to render it unnecessary to make any allowance for the inherent slowness of ratification procedure.

Eight countries have registered unconditional ratification of the Eight-Hour Day Convention. Four nations have ratified it on condition that their ratification shall take effect only after certain other specified countries have also ratified. Belgium is the only important industrial country which has accepted this Convention without qualification. Austria, France, Italy and Latvia have made conditional ratifications. This Convention, which is regarded by the International Labor Organization as the most important of all the measures which have been adopted, has been one of the least acceptable. The present attitude of the British Government¹ seems to preclude ratification by Great Britain, at least until some amendments to the Convention have been adopted. As long as that country withholds its approval the progress toward more general ratification will probably be slow. The small number of unconditional ratifications thus far registered, particularly in view of the fact that existing legislation in several of the countries which have failed to ratify is in partial conformity with the provisions of the Convention, evidences only a small measure of accomplishment. In at least two countries ratification of this

¹ At a meeting of the Governing Body on February 2, 1928, the representative of the British Government explained the failure of Great Britain to ratify the Eight-Hour Convention and expressed the hope that the question of revising that Convention would be placed on the agenda of the 1929 Conference. See *The Ministry of Labour Gazette*, February, 1928, p. 42.

Convention has produced no appreciable benefits for the workers. In Czechoslovakia, the provisions of the Convention were already applied by legislation enacted in 1919, and the ratification of Rumania in 1921 was not until recently followed by the necessary legislation.

The Convention Restricting the Night Work of Women has been ratified by eighteen countries, including Austria, Belgium, Czechoslovakia, France, Great Britain, Italy and Switzerland, but the chief provisions of this Convention were already applied by legislation in a majority of the ratifying countries. In practically all of the important industrial countries of Europe, legislation had already been enacted prior to 1912 carrying out the similar provisions of the Berne Convention of 1906.¹ The significance of the large number of ratifications of the subsequent Convention adopted by the International Labor Conference is, therefore, materially lessened. It should also be noted that several countries, including Denmark, Germany, Spain, Sweden and Portugal, which adhered to the Berne Convention, have not yet signified their acceptance of the later Convention.

The third important convention, that of fixing the minimum age for industrial employment at fourteen years, has been ratified by sixteen countries, but the only nations of industrial importance in the group are Belgium, Great Britain and Switzerland. In these three countries, moreover, the provisions of the Convention were substantially applied by legislation antedating its adoption. In Belgium, the Child Labor Law of 1889 prohibited the employment in industry of children under twelve years of age and regulated the employment of persons between twelve and sixteen years.² An act passed by the British Parliament in 1901 fixed the minimum age of employment at twelve and specified the hours and conditions under which persons between the ages of twelve and fourteen might be employed.³ In Switzerland, the factory law of 1877 provided that children who had not

¹ John R. Commons and John B. Andrews, "Principles of Labor Legislation," revised edition, New York, 1927, p. 289.

² C. W. A. Viditz, "Child Labor Legislation in Europe," U. S. Bureau of Labor, Bulletin No. 89, Washington, D. C., 1910, p. 94.

³ Victor S. Clark, "Women and Child Wage Earners in Great Britain," U. S. Bureau of Labor, Bulletin No. 80, Washington, D. C., 1909, p. 5.

completed their fourteenth year should not be employed in factories.¹ Although the effect of the international convention has, therefore, not been particularly significant in the case of the leading industrial nations, it is undoubtedly true that ratification by the less important industrial countries, as for example Japan, has brought about noteworthy reforms. The International Labor Organization has also been given credit for the improvement of conditions in the carpet industry of Persia.²

Some measure of accomplishment is indicated in the action taken upon the maritime conventions by the leading maritime countries. Exclusive of the three conventions passed by the International Labor Conference in 1926, dealing respectively with the inspection of emigrants on board ship, seamen's articles of agreement, and the repatriation of seamen, which, as in the case of other recent proposals, have thus far obtained few ratifications, five conventions dealing with maritime matters have been adopted. Great Britain, Italy, Spain and Sweden have each ratified four of these five conventions; France, Japan and Norway, three; Netherlands and Denmark, two; and Germany, one. The convention fixing at fourteen years the minimum age of employment on vessels engaged in maritime navigation has proved to be the most acceptable of these maritime conventions, twenty ratifications having been registered, but it has not yet been ratified by France, Germany and Italy.

The three agricultural conventions adopted at the third session of the International Labor Conference in 1921, have been approved by relatively few agricultural countries.³ The convention treating of the rights of association and combination of agricultural workers has been ratified by seventeen countries. The other two conventions, one of which deals with the minimum age of employment and the other with workmen's compensation, have received the approval of eleven and twelve countries respectively. Im-

¹ Viditz, *op. cit.*, p. 342.

² George N. Barnes, "History of the International Labor Office," London, Eng., 1924, p. 69; E. M. Oliver, "The World's Industrial Parliament," London, Eng., 1925, p. 44.

³ A fourth convention dealing with agriculture was adopted in 1927 and has been ratified by Germany and Luxemburg.

portant agricultural countries, including Australia, Argentina, Canada, and Rumania, have failed to ratify any of these conventions. All three of the conventions have, however, been ratified by five states which might be regarded as agricultural countries, namely, Bulgaria, Estonia, Irish Free State, Poland and Sweden. Great Britain, Germany, Italy and Netherlands have each ratified two of the three conventions. It should be noted that Australia and Canada as federated states are permitted to treat conventions as recommendations whenever the subject matter of a convention is outside the scope of the federal legislative authority.

This review of the status of the ratification of some of the more significant conventions adopted by the International Labor Conference indicates that the accomplishments of that agency in the field of international labor legislation have been relatively small. No convention has been ratified by a majority of the countries belonging to the International Labor Organization. The only measure approaching that degree of success is the Convention providing for the establishment of free public employment agencies, which was adopted at the first session. This Convention has been ratified by twenty-three countries. On the other hand, six of the sixteen conventions adopted prior to 1922 have been ratified unconditionally by less than fifteen countries out of a total of fifty-five member nations.

Three obstacles appear to have stood in the way of the more general ratification of conventions. In the first place, certain federated countries, such as Switzerland, Australia and Canada, are prevented by their constitutions from adopting some or all of the conventions in the form of national legislation. These countries are permitted under the provisions of the Treaty of Peace to treat the conventions as recommendations. In the second place, ratification has been impeded by the absence of any method of amending or modifying the conventions to facilitate their adoption in cases where objections have been raised on minor points. Proposals for the creation of a special amending procedure were considered at the fourth and sixth sessions but were discarded in favor of the double reading method which was

intended to obviate in the future the need of amendment.¹ In the third place, many countries have been hesitant about adopting conventions until their industrial competitors have taken similar action. This has been particularly true in the case of the Washington Convention concerning the eight-hour day and forty-eight-hour week.

The basic cause, however, of the failure of those various proposals to secure more widespread acceptance is the fact that in the adoption of various measures the Conference has proceeded without attempting to define the limits of its legislative activities. As already pointed out, conditions and customs in individual countries vary to an extent which makes absolute uniformity in legislative regulations highly impractical. In such subjects as social insurance and workmen's compensation it would seem inadvisable to attempt anything more than the laying down of certain general principles, leaving the details to be worked out by the individual countries. Whether it is expedient to resort to the method of international legislation for the mere statement of such general principles may be questioned.

In any case, the Conference is open to criticism for its failure to distinguish at the outset between those fields in which uniform legislative measures seemed desirable and those in which the adoption of legislation might be encouraged without, however, attempting to secure uniformity. There seems to be a tendency at the present time for the Conference to adopt a more practical and opportunistic policy than was shown in the early meetings. The first three sessions of the Conference produced sixteen of the twenty-five conventions and eighteen of the twenty-nine recommendations. But if a more cautious policy is now indicated, it is also true that the Conference is still far from delimiting its sphere of action. The adoption at the Conference in 1925 of the Convention concerning night work in bakeries, an industry in which there is little if any international competition, is particularly illustrative. This Convention has been ratified by only one country.

In fields other than that of legislation, the contributions of

¹ Record of the Fourth Session, *op. cit.*, pp. 26-28, 373-375, 582-586; Record of the Sixth Session, *op. cit.*, Vol. II, pp. 544-546.

the Organization to social progress have been more significant. The International Labor Office has provided an agency for the centralization of information concerning all phases of the labor problem. Prior to its organization, there was no medium through which interested persons and organizations could keep in close touch with the developments in labor legislation and the changes in the broader field of employment relationships. The special investigations of the Office have assembled information which would not otherwise be available. The service performed in the collection of material for the use of the International Economic Conference of 1927 was invaluable. Although criticisms have been made of the Office on account of its activities, which have been directed primarily toward bringing about the ratification of conventions, it should be recognized that, as a fact-finding and research agency, the International Labor Office has functioned as satisfactorily as the breadth of its field of investigation in comparison with its resources permits.

Regarding the advisability of the formal participation of the United States in the work of the International Labor Organization, the National Industrial Conference Board stands substantially behind the conclusions reached in its previous study published in 1922. It is apparent that the difficulties which have heretofore been regarded as an obstacle to membership of the United States in the Organization still exist. The Constitution of the United States would prove a bar to the ratification of the majority, if not all, of the conventions. The submission of these conventions to the forty-eight states of the Union would be a cumbersome and impractical procedure. Moreover, the lack of organization on the part of American wage earners as compared with that in European nations and the philosophy of individualism which prevails in the United States are further reasons why the United States should at present not participate officially in the work of an organization which is based upon a different conception of industrial relationships. As the Conference Board stated in 1922:

“The difference in industrial philosophy of the United States and that of other countries is of vital significance. To this philosophy

may be ascribed, in large measure, the development of our industries to a position of commanding importance and social service, the better general economic status of the wage earner and the generally higher standard of living in the United States. It has its roots in the social structure of the United States, as based on the fundamental concepts of our Constitution, and in our conception of the place and function of the individual and his opportunity for self-advancement. Individual rather than group or class consciousness may be said to be the distinct heritage of the United States."¹

Finally, progress in the improvement of labor conditions in the United States has not lagged behind that of the rest of the world. For example, it is stated that this country "is fast approaching the basic standard of a draft convention adopted by the first International Labor Conference in October, 1919, prohibiting the employment of children under fourteen years of age in industrial undertakings."² There is little danger that the prevailing standards in the United States can now or ever will be regarded as a source of "unfair competition" in international trade. Moreover, so far as the American wage earner himself is concerned, his economic and social status is so notably superior to that of wage earners in other countries that he cannot plausibly appeal for improvement on the basis of comparison with standards in other countries. This relatively high status was brought about primarily without governmental compulsion and was made possible because American employers have realized the economic and social value of a high standard of living among wage earners. Generally, hours have been shortened and wages materially increased without legislative compulsion. It would be unwise to substitute for this spontaneous and voluntary mode of achievement any system of compulsion, especially from a remote international source. *For these reasons, affiliation of this country with the International Labor Organization does not at present seem necessary or desirable, but cooperation in the research activities of the International Labor Office and in an exchange of information and views is not only practicable but also desirable and should be encouraged.*

¹ National Industrial Conference Board, *op. cit.*, p. 158.

² Commons and Andrews, "Principles of Labor Legislation," *op. cit.*, p. 372.

APPENDIX I
TABLES

TABLE 1: DRAFT CONVENTION LIMITING THE HOURS OF WORK IN INDUSTRIAL UNDERTAKINGS TO EIGHT IN THE DAY AND FORTY-EIGHT IN THE WEEK

Ratification			Application ^a (Legislation and Other Measures)				
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Action
					Passed	In Progress or in Preparation	
Greece—Nov. 19, 1920 ¹ Rumania—June 13, 1921 ¹ India—July 14, 1921 ¹ Czechoslovakia—Aug. 24, 1921 ¹ Bulgaria (delayed)—Feb. 14, 1922 ¹ Austria (conditional)—June 12, 1924 ² Italy (conditional)—Oct. 6, 1924 ⁴ Latvia (conditional)—Aug. 15, 1925 ⁵ Chile—Sept. 15, 1925 ¹ Belgium—Sept. 6, 1926 ² France (conditional)—June 2, 1927 ⁶ Luxemburg—Apr. 16, 1928 ⁷		Argentina—Sept., 1920 ⁸ Brazil—1920 ⁹ Estonia (conditional)—Sept. 26, 1924 ¹⁰ Germany ¹¹ Paraguay—May 24, 1926 ¹² Spain—July 9, 1923 ¹³ Uruguay—Sept. 11, 1925 ¹⁴	Australia ¹⁵ Canada ¹⁶ Cuba ¹⁷ Denmark ¹⁸ Finland ¹⁹ Great Britain ²⁰ Hungary ²¹ Lithuania ²² Netherlands ²³ Norway ²⁴ Poland ²⁵ Portugal ²⁶ South Africa ²⁷ Sweden ²⁸ Switzerland ²⁹ Venezuela ³⁰	Bulgaria ³¹ Czechoslovakia ³² France ³³	Austria ³⁴ Belgium ³⁵ Chile ³⁶ China ³⁷ Greece ³⁸ India ³⁹ Italy ⁴⁰ Jugoslavia ⁴¹ Latvia ⁴² Poland ⁴³ Rumania ⁴⁴ Spain ⁴⁵ Sweden ⁴⁶	Argentina ⁴⁷ Bolivia ⁴⁸ Brazil ⁴⁹ Estonia ⁵⁰ Finland ⁵¹ Germany ⁵² Luxemburg ⁵³	Albania ⁵⁴ Australia ⁵⁵ Canada ⁵⁶ Costa Rica ⁵⁷ Denmark ⁵⁸ Finland ⁵⁹ Great Britain ⁶⁰ Guatemala ⁶¹ Japan ⁶² Lithuania ⁶³ Netherlands ⁶⁴ New Zealand ⁶⁵ Norway ⁶⁶ Panama ⁶⁷ Peru ⁶⁸ Portugal ⁶⁹ South Africa ⁷⁰

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 87.

² Official Bulletin, 1922, Vol. V, pp. 169-173.

³ *Ibid.*, Vol. VI, pp. 143-144.

⁴ *Ibid.*, 1925, Vol. X, p. 11.

⁵ *Ibid.*, 1926, Vol. XI, pp. 21-22.

⁶ *Ibid.*, 1927, Vol. XII, p. 121.

⁷ Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

⁸ International Labor Conference, Fourth Session, 1922, Vol. II, p. 973. *Ibid.*, Eighth Session, 1926, Vol. II, p. 228.

⁹ *Ibid.*, Fourth Session, 1922, Vol. II, p. 987.

¹⁰ Industrial and Labor Information, 1924, Vol. XII, p. 76.

¹¹ International Labor Conference, Third Session, 1921, Vol. II, p. 977. *Ibid.*, Fourth Session, 1922, Vol. II, pp. 753-755. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 788-792. Official Bulletin,

¹² *Ibid.*, Sixth Session, 1924, Vol. II, pp. 1044-1050.

¹³ *Ibid.*, Third Session, 1921, Vol. II, pp. 964-966.

¹⁴ Industrial and Labor Information, 1925, Vol. XIV, p. 17.

¹⁵ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 793-795.

¹⁶ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1067. Industrial and Labor Information, 1925, Vol. XIV, p. 5.

¹⁷ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1067-1068.

¹⁸ *Ibid.*, Third Session, 1921, Vol. II, p. 957.

¹⁹ *Ibid.*, pp. 958-960. *Ibid.*, Fourth Session, 1922, Vol. II, p. 760. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 787-788.

²⁰ Official Bulletin, 1923, Vol. VII, pp. 134-136. *Ibid.*, Vol. VIII, pp. 66-72. Industrial and Labor Information, 1926, Vol. XIX, p. 2. *Ibid.*, 1927, Vol. XXI, pp. 68-70.

²¹ International Labor Conference, Fourth Session, 1922, Vol. II, pp. 764, 1011-1013. *Ibid.*, Sixth Session, 1924, Vol. II, p. 804.

- 1921, Vol. IV, p. 407. *Ibid.*, 1923, Vol. VII, p. 126. *Industrial and Labor Information, 1925, Vol. XIII*, p. 139. *Ibid.*, 1927, Vol. XXI, pp. 231-234.
- ¹² International Labor Conference, Tenth Session, 1927, Vol. II, p. 108.
- ¹³ *Ibid.*, Fourth Session, 1922, Vol. II, pp. 990-991. *Official Bulletin, 1923, Vol. VIII*, pp. 52-53.
- ¹⁴ *Industrial and Labor Information, 1925, Vol. XVI*, pp. 263-264.
- ¹⁵ International Labor Conference, Fourth Session, 1922, Vol. II, pp. 977-978. *Ibid.*, Eighth Session, 1926, Vol. II, pp. 228-229.
- ¹⁶ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1067. *Industrial and Labor Information, 1925, Vol. XVI*, pp. 307-309.
- ¹⁷ *Official Bulletin, 1923, Vol. VIII*, p. 177. *International Labor Conference, Sixth Session, 1924, Vol. II*, p. 796.
- ¹⁸ *Ibid.*, Fourth Session, 1922, Vol. II, pp. 989-990. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 796-797. *Ibid.*, Eighth Session, 1926, Vol. II, p. 231.
- ¹⁹ *Ibid.*, Fourth Session, 1922, Vol. II, pp. 757-993-995.
- ²⁰ *Ibid.*, Third Session, 1921, Vol. II, pp. 978-985. *Ibid.*, Fourth Session, 1922, Vol. II, pp. 751-753. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 800-801, 807-823. *Ibid.*, Seventh Session, 1925, Vol. II, p. 1070. *Ibid.*, Eighth Session, 1926, Vol. II, pp. 215, 216, 218-227. *Ibid.*, Tenth Session, 1927, Vol. II, pp. 101-107. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, pp. 124-128. *Industrial and Labor Information, 1927, Vol. XXI*, pp. 43, 103, 350, 443. *Ibid.*, Vol. XXII, pp. 275-277, 442-443. *Ibid.*, Vol. XXIII, pp. 27-29, 377. *Ibid.*, 1928, Vol. XXV, pp. 212, 317-319, 408-412. *Ibid.*, Vol. XXVI, pp. 3-4.
- ²¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1070-1071.
- ²² *Ibid.*, Sixth Session, 1924, Vol. II, p. 802.
- ²³ *Official Bulletin, 1921, Vol. IV*, pp. 152-156. *Ibid.*, 1922, Vol. V, pp. 153-159, 226-227. *International Labor Conference, Fourth Session, 1922, Vol. II*, pp. 762-763. *Ibid.*, Tenth Session, 1927, Vol. II, pp. 107-108. *Industrial and Labor Information, 1927, Vol. XXI*, pp. 235-240. *Ibid.*, 1928, Vol. XXV, p. 4.
- ²⁴ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1071. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 122.
- ²⁵ *Ibid.*, Fourth Session, 1922, Vol. II, pp. 763-764. *Official Bulletin, 1923, Vol. VIII*, pp. 186-187.
- ²⁶ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, pp. 116-117.
- ²⁷ *Official Bulletin, 1920, Vol. II, No. 17*, p. 19. *Ibid.*, Vol. III, p. 469. *International Labor Conference, Sixth Session, 1924, Vol. II*, p. 788.
- ²⁸ *Ibid.*, Third Session, Vol. II, pp. 969-971.
- ²⁹ *Ibid.*, Fourth Session, 1922, Vol. II, pp. 1016-1019.
- ³⁰ *Ibid.*, Eighth Session, 1926, Vol. II, p. 247.
- ³¹ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 263, 264, 266, 269, 271.

- ³² *Ibid.*, Fourth Session, 1922, Vol. II, p. 761.
- ³³ *Ibid.*, pp. 763-764. *Ibid.*, Seventh Session, 1925, Vol. II, pp. 1071-1072.
- ³⁴ Given in recent monthly chart entitled, "The Progress of Ratification," as legislation passed, but no other references found. For earlier information see *International Labor Conference Eighth Session, 1926, Vol. II*, p. 507.
- ³⁵ *Official Bulletin, 1922, Vol. V*, pp. 28-31, 118. *International Labor Conference, Fourth Session, 1922, Vol. II*, pp. 990-991.
- ³⁶ *Ibid.*, Third Session, 1921, Vol. II, pp. 969-971. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 804-805. *Ibid.*, Eighth Session, 1926, Vol. II, p. 236.
- ³⁷ *Official Bulletin, 1921, Vol. IV*, pp. 108-111. *Ibid.*, 1922, Vol. V, p. 119. *International Labor Conference, Fourth Session, 1922, Vol. II*, p. 228. *Ibid.*, Eighth Session, 1926, Vol. II, pp. 973-975.
- ³⁸ *Ibid.*, Fourth Session, 1922, Vol. II, p. 965. *Ibid.*, Sixth Session, 1924, Vol. II, p. 795.
- ³⁹ *Idem.*
- ⁴⁰ *Ibid.*, Fourth Session, 1922, Vol. II, pp. 991-993.
- ⁴¹ Given in monthly chart entitled, "The Progress of Ratification," but no other reference found.
- ⁴² *International Labor Conference, Third Session, 1921, Vol. II*, pp. 975-978. *Ibid.*, Fourth Session, 1922, Vol. II, pp. 753-755. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 788-792. *Ibid.*, Eighth Session, 1926, Vol. II, p. 217. *Ibid.*, Tenth Session, 1927, Vol. II, pp. 106-107. *Official Bulletin, 1921, Vol. IV*, pp. 344-354, 370-374. *Industrial and Labor Information, 1927, Vol. XXI*, pp. 231-234.
- ⁴³ *International Labor Conference, Fourth Session, 1922, Vol. II*, pp. 1003-1004.
- ⁴⁴ *Ibid.*, p. 978.
- ⁴⁵ *Ibid.*, pp. 987-988. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 795-796.
- ⁴⁶ *Ibid.*, Fourth Session, 1922, Vol. II, p. 966.
- ⁴⁷ *Official Bulletin, 1921, Vol. III*, pp. 201-208, 458. *Ibid.*, 1922, Vol. V, pp. 64, 119-120.
- ⁴⁸ *International Labor Conference, Fourth Session, 1922, Vol. II*, pp. 993-995.
- ⁴⁹ *Ibid.*, p. 968.
- ⁵⁰ *Ibid.*, pp. 1001-1003. *Ibid.*, Eighth Session, 1926, Vol. II, p. 233.
- ⁵¹ *Ibid.*, Fourth Session, 1922, Vol. II, p. 969.
- ⁵² *Ibid.*, Third Session, 1921, Vol. II, pp. 966-969. *Ibid.*, Fourth Session, 1922, Vol. II, pp. 1007-1010. *Ibid.*, Sixth Session, 1924, Vol. II, pp. 803-804.
- ⁵³ *Ibid.*, Fourth Session, 1922, Vol. II, p. 970.
- ⁵⁴ *Ibid.*, pp. 1004-1007. *Ibid.*, Sixth Session, 1924, Vol. II, p. 803.
- ⁵⁵ *Ibid.*, Fourth Session, 1922, Vol. II, p. 970.
- ⁵⁶ *Ibid.*, p. 971.
- ⁵⁷ *Official Bulletin, 1921, Vol. III*, p. 78.

TABLE 2: DRAFT CONVENTION CONCERNING THE APPLICATION OF THE WEEKLY REST IN INDUSTRIAL UNDERTAKINGS

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Action
					Passed	In Progress or in Preparation	
India—May 11, 1923 ¹ Finland—June 19, 1923 ¹ Rumania—Aug. 18, 1923 ¹ Czechoslovakia—Aug. 31, 1923 ¹ Estonia—Nov. 29, 1923 ¹ Spain—June 20, 1924 ¹ Poland—June 21, 1924 ¹ Italy—Sept. 8, 1924 ¹ Latvia—Sept. 9, 1924 ¹ Bulgaria—Mar. 6, 1925 ¹ Chile—Sept. 15, 1925 ¹ Belgium—July 19, 1926 ¹ France—Sept. 3, 1926 ¹ Jugoslavia—Apr. 1, 1927 ¹ Luxemburg—Apr. 16, 1928 ¹	Greece—Sept. 3, 1922 ² Hungary—Mar. 4, 1925 ⁴ Netherlands—June 10, 1926 ⁴	Argentina—May 18, 1925 ⁴ Germany—May 18, 1923 ⁷ Uruguay—Sept. 11, 1925 ⁸	Austria ⁹ Brazil ¹⁰ Canada ¹¹ China ¹² Cuba ¹³ Great Britain ¹⁴ Irish Free State ¹⁵ Japan ¹⁶ New Zealand ¹⁷ Norway ¹⁷ Siam ¹⁸ South Africa ¹⁸ Sweden ¹⁷ Switzerland ⁷ Venezuela ²⁰	Australia ²¹ Austria ²² Bulgaria ²³ Canada ²⁴ Chile ²⁵ Czechoslovakia ²⁶ Denmark ²⁷ Finland ²⁸ France ²⁹ Germany ³⁰ Luxemburg ³¹ Norway ³² Poland ³³ South Africa ³⁴ Switzerland ³⁵	Colombia ³⁶ Estonia ³⁷ India ³⁸ Italy ³⁹ Jugoslavia ⁴⁰ Latvia ⁴¹ Lithuania ⁴² Rumania ⁴³ Spain ⁴⁴	Hungary, 1925 ⁴⁵	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 92.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ Official Bulletin, 1922, Vol. V, p. 389.

⁴ Industrial and Labor Information, 1925, Vol. XIV, p. 7.

⁵ Official Bulletin, 1924, Vol. VII, p. 217. International Labor Conference, Tenth Session, 1927, Vol. II, p. 114.

⁶ *Ibid.*, Eighth Session, 1926, Vol. II, p. 244.

⁷ *Ibid.*, Sixth Session, 1924, Vol. II, p. 846.

⁸ Industrial and Labor Information, 1925, Vol. XVI, p. 263.

⁹ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 839-840.

¹⁰ *Ibid.*, p. 840. *Ibid.*, Tenth Session, 1927, Vol. II, p. 83.

¹¹ *Ibid.*, Eighth Session, 1926, Vol. II, p. 245.

¹² *Ibid.*, Sixth Session, 1924, Vol. II, p. 841.

¹³ Official Bulletin, 1923, Vol. VIII, pp. 181-182.

¹⁴ International Labor Conference, Sixth Session, 1924, Vol. II, p. 842.

¹⁵ *Ibid.*, Eighth Session, 1926, Vol. II, p. 246.

¹⁶ Official Bulletin, 1923, Vol. VIII, pp. 93-95.

¹⁷ International Labor Conference, Sixth Session, 1924, Vol. II, p. 844.

¹⁸ *Ibid.*, p. 845.

¹⁹ Official Bulletin, 1923, Vol. VII, pp. 99, 103-104.

²⁰ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

²¹ Industrial and Labor Information, 1925, Vol. XV, pp. 318-319. International Labor Conference, Eighth Session, 1926, Vol. II, pp. 244-245.

²² Official Bulletin, 1923, Vol. VIII, pp. 118-119.

²³ International Labor Conference, Tenth Session, 1927, Vol. II, p. 375.

²⁴ Official Bulletin, 1923, Vol. VIII, p. 258. Canada, Department of Labor, "Labor Legislation in Canada as Existing Dec. 31, 1920," Ottawa, 1921, pp. 94-96.

²⁵ Industrial and Labor Information, 1925, Vol. XIV, p. 7. International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 128.

²⁶ Official Bulletin, 1923, Vol. VIII, p. 105. *Ibid.*, Vol. VII, pp. 119-120. International Labor Conference, Seventh Session, 1925, Vol. II, p. 1343.

²⁷ Only partial effect. Official Bulletin, 1922, Vol. VI, pp. 4, 8. Industrial and Labor Information, 1924, Vol. XII, p. 465.

²⁸ Official Bulletin, 1923, Vol. VII, p. 76.

²⁹ International Labor Conference, Eighth Session, 1926, Vol. II, p. 245.

³⁰ Industrial and Labor Information, 1925, Vol. XIII, p. 379.

³¹ *Ibid.*, 1928, Vol. XXV, p. 26.

³² Only partial effect. Official Bulletin, 1923, Vol. VII, pp. 278-279.

³³ *Ibid.*, Vol. VIII, p. 37.

³⁴ International Labor Conference, Sixth Session, 1924, Vol. II, p. 837.

³⁵ *Ibid.*, p. 846. *Ibid.*, Eighth Session, 1926, Vol. II, pp. 116-120.

³⁶ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 128.

³⁷ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1093. *Ibid.*, Tenth Session, 1927, Vol. II, p. 114.

³⁸ *Ibid.*, Sixth Session, 1924, Vol. II, p. 843.

³⁹ Official Bulletin, 1923, Vol. VIII, pp. 29, 31. *Ibid.*, 1924, Vol. IX, pp. 176-177. International Labor Conference, Seventh Session, 1925, Vol. II, p. 342. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 129.

⁴⁰ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1343.

⁴¹ *Ibid.*, Tenth Session, 1927, Vol. II, p. 377. Information supplied by International Labor Office.

⁴² *Ibid.*, Sixth Session, 1924, Vol. II, p. 842. *Ibid.*, Seventh Session, 1925, Vol. II, p. 1374. *Ibid.*, Tenth Session, 1927, Vol. II, p. 114.

Ratification

(Legislation and Other Measures)

Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Action
					Paused	In Progress or in Preparation	
Greece—Nov. 19, 1920 ¹ Rumania—June 13, 1921 ¹ India—July 14, 1921 ¹ Great Britain—July 14, 1921 ¹ Sweden—Sept. 27, 1921 ¹ Denmark—Oct. 13, 1921 ¹ Finland—Oct. 19, 1921 ¹ Norway—Nov. 23, 1921 ¹ Bulgaria—Feb. 14, 1922 ¹ Switzerland—Oct. 9, 1922 ¹ Japan—Nov. 23, 1922 ¹ Estonia—Dec. 20, 1922 ¹ Italy—Apr. 10, 1923 ¹ Spain—July 4, 1923 ¹ South Africa—Feb. 20, 1924 ¹ Austria—June 12, 1924 ¹ Poland—June 21, 1924 ¹ Germany—June 6, 1925 ¹ France—Aug. 25, 1925 ¹ Irish Free State—Sept. 4, 1925 ¹ Jugoslavia—Apr. 1, 1927 ¹ Hungary—Mar. 1, 1928 ¹ Luxemburg—Apr. 16, 1928 ²	Netherlands—Apr. 30, 1927 ³	Argentina—Sept. 17, 1920 ⁴ Brazil, 1920 ⁵ Chile—Aug. 7, 1924 ⁶ Czechoslovakia ⁷ Latvia—Apr. 26, 1923 ⁸ Paraguay—May 24, 1926 ⁹ Uruguay—Sept. 11, 1925 ¹⁰	Cuba ¹¹ Lithuania ¹² Siam ¹³ Venezuela ¹⁴	Australia ¹⁵ Canada ¹⁶ Chile ¹⁷ Estonia ¹⁸ Great Britain ¹⁹ India ²⁰ Irish Free State ²¹ Italy ²² Luxemburg ²³ South Africa ²⁴ Sweden ²⁵	Austria ²⁶ Bulgaria ²⁷ Canada ²⁸ Denmark ²⁹ Finland ³⁰ France ³¹ Germany ³² Greece ³³ Hungary ³⁴ Irish Free State ³⁵ Japan ³⁶ Jugoslavia ³⁷ Norway ³⁸ Poland ³⁹ Rumania ⁴⁰ Spain ⁴¹ Switzerland ⁴²	Argentina ⁴³ Czechoslovakia ⁴⁴ Netherlands ⁴⁵ Uruguay ⁴⁶	

¹ In some instances these application measures only partially carry out the provisions of the Convention.

² International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 87.

³ Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

⁴ *Ibid.*, 1927, Vol. XXIII, p. 105.

⁵ Official Bulletin, 1922, Vol. V, p. 116. *Ibid.*, 1923, Vol. VIII, p. 196.

⁶ *Ibid.*, 1922, Vol. V, p. 116.

⁷ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1107.

⁸ Official Bulletin, 1921, Vol. III, pp. 69, 201.

⁹ *Ibid.*, 1923, Vol. VII, p. 172. *Ibid.*, Vol. VIII, p. 78.

¹⁰ International Labor Conference, Tenth Session, 1927, Vol. II, p. 129.

¹¹ Industrial and Labor Information, 1925, Vol. XVI, p. 263.

¹² Official Bulletin, 1923, Vol. VIII, p. 177.

¹³ *Ibid.*, 1922, Vol. VI, p. 613.

¹⁴ *Ibid.*, Vol. V, pp. 454, 459.

¹⁵ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

¹⁶ Industrial and Labor Information, 1925, Vol. XV, pp. 250, 420.

¹⁷ Official Bulletin, 1923, Vol. VIII, pp. 245-246.

¹⁸ According to information supplied directly by the International Labor Office, an employment agency service under the charge of the General Directorate of Labor has been established.

¹⁹ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 1055-1056.

²⁰ *Ibid.*, Eighth Session, 1926, Vol. II, pp. 528, 535-536, 544, 547.

²¹ *Ibid.*, pp. 529, 537, 545, 547-548.

²² *Ibid.*, Tenth Session, 1927, Vol. II, pp. 274, 279, 284, 285.

²³ *Ibid.*, Eighth Session, 1926, Vol. II, pp. 529, 537, 545, 548. See also footnote 47.

²⁴ Industrial and Labor Information, 1928, Vol. XXV, p. 26.

²⁵ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1244.

²⁶ *Ibid.*, Eighth Session, 1926, Vol. II, pp. 530, 540-541, 545, 548-549.

²⁷ *Ibid.*, pp. 528, 532-533, 543, 546.

²⁸ Industrial and Labor Information, 1925, Vol. XV, p. 387.

²⁹ Official Bulletin, 1921, Vol. III, p. 641.

³⁰ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 1054, 1056, 1057. *Ibid.*, Seventh Session, 1925, Vol. II, p. 1245. See also footnote 46.

³¹ *Ibid.*, Sixth Session, 1924, Vol. II, pp. 1054, 1056-1058. *Ibid.*, Tenth Session, 1927, Vol. II, p. 129.

³² *Ibid.*, pp. 274, 277-278, 283, 285.

³³ *Ibid.*, pp. 274, 278, 283, 285. See also footnote 46.

³⁴ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1245. See also footnote 47.

³⁵ *Ibid.*, Sixth Session, 1924, Vol. II, p. 859.

³⁶ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 129, 131.

³⁷ Official Bulletin, 1921, Vol. III, p. 549. *Ibid.*, Vol. IV, p. 375. *Ibid.*, 1922, Vol. V, pp. 118, 180.

³⁸ The Worker's Protection Act of Feb. 28, 1922, is regarded as giving effect to the Convention. Information obtained through direct correspondence with the International Labor Office. See also footnote 47.

³⁹ Official Bulletin, 1921, Vol. IV, p. 26. *Ibid.*, 1922, Vol. V, p. 118.

⁴⁰ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1246, 1251. *Ibid.*, Tenth Session, 1927, Vol. II, pp. 131-132, 133, 136. See also footnotes 46 and 47.

⁴¹ Official Bulletin, 1921, Vol. IV, pp. 205-211, 535-536.

⁴² *Ibid.*, pp. 74, 75. International Labor Conference, Seventh Session, 1925, Vol. II, p. 1369.

⁴³ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 275, 282, 284, 286. See also footnote 46.

⁴⁴ Given in monthly chart entitled, "The Progress of Ratification," as legislation in progress, but no other reference found.

⁴⁵ International Labor Conference, Tenth Session, 1927, Vol. II, p. 129. See also footnote 47.

⁴⁶ Official Bulletin, 1921, Vol. III, pp. 609-610. Industrial and Labor Information, 1925, Vol. XV, pp. 177-178.

⁴⁷ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 181.

⁴⁸ *Ibid.*, p. 182.

TABLE 4: DRAFT CONVENTION CONCERNING THE EMPLOYMENT OF WOMEN BEFORE AND AFTER CHILDBIRTH

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Action
					Passed	In Progress or in Preparation	
Greece—Nov. 19, 1920 ¹ Rumania—June 13, 1921 ² Spain—July 4, 1923 ³ Bulgaria—Mar. 14, 1925 ⁴ Chile—Sept. 15, 1925 ⁵ Latvia—June 3, 1926 ⁶ Yugoslavia—Apr. 1, 1927 ⁷ Germany—Oct. 31, 1927 ⁸ Luxemburg—Apr. 16, 1928 ⁹ Hungary—Apr. 19, 1928 ¹⁰	Italy—Apr. 18, 1922 ¹¹	Argentina ⁴ Brazil—1920 ¹² Cuba—June 11, 1923 ¹³ Czechoslovakia—Dec. 22, 1920 ¹⁴ France ¹⁵ Paraguay—May 24, 1926 ¹⁶ Poland ¹⁷ Uruguay—Sept. 11, 1923 ¹⁸	Austria ¹⁹ Canada ²⁰ India ²¹ Irish Free State ²² Netherlands ²³ Norway ²⁴ Siam ²⁵ Sweden ²⁶ Venezuela ²⁷		Bulgaria ²⁸ Chile ²⁹ China ³⁰ France ³¹ Germany ³² Greece ³³ Hungary ³⁴ Japan ³⁵ Yugoslavia ³⁶ Poland ³⁷ Rumania ³⁸ Spain ³⁹	Argentina ⁴⁰ Brazil ⁴¹ Czechoslovakia ⁴² Finland ⁴³ Latvia ⁴⁴ Sweden ⁴⁵	Austria ⁴⁶ Portugal ⁴⁷ Salvador ⁴⁸

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 87.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ Official Bulletin, 1922, Vol. V, pp. 305, 306-307.

⁴ *Ibid.*, 1923, Vol. VIII, p. 196.

⁵ *Ibid.*, 1922, Vol. V, p. 116.

⁶ *Ibid.*, 1923, Vol. VIII, pp. 177, 178.

⁷ International Labor Conference, Sixth Session, 1924, Vol. II, p. 892.

⁸ Official Bulletin, 1921, Vol. III, p. 449.

⁹ International Labor Conference, Tenth Session, 1927, Vol. II, p. 182.

¹⁰ *Ibid.*, Fourth Session, 1922, Vol. II, p. 796.

¹¹ *Ibid.*, Eighth Session, 1926, Vol. II, p. 385.

¹² *Ibid.*, Sixth Session, 1924, Vol. II, p. 893. Industrial and Labor Information, 1927, Vol. XXIII, p. 321.

¹³ Official Bulletin, 1923, Vol. VIII, p. 185.

¹⁴ International Labor Conference, Third Session, 1921, Vol. II, p. 1037.

¹⁵ *Ibid.*, Eighth Session, 1926, Vol. II, p. 387.

¹⁶ Official Bulletin, 1922, Vol. V, p. 153.

¹⁷ Industrial and Labor Information, 1925, Vol. XV, p. 133. *Ibid.*, 1927, Vol. XXIII, p. 262.

International Labor Conference, Eighth Session, 1926, Vol. II, pp. 387-388.

¹⁸ Official Bulletin, 1922, Vol. V, pp. 460-461.

¹⁹ *Ibid.*, 1923, Vol. VIII, p. 197.

²⁰ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

²¹ Industrial and Labor Information, 1925, Vol. XV, p. 387.

²² International Labor Conference, Tenth Session, 1927, Vol. II, pp. 287, 288, 289-290.

²³ Official Bulletin, 1923, Vol. VIII, p. 47.

²⁴ International Labor Conference, Eleventh Session, 1928, Report of the Director, First 1 p. 147.

²⁵ Industrial and Labor Information, 1927, Vol. XXIII, pp. 161-162. *Ibid.*, Vol. XXIV, p.

²⁶ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1255.

²⁷ Official Bulletin, 1923, Vol. VII, p. 198.

²⁸ *Ibid.*, Vol. VIII, p. 146.

²⁹ International Labor Conference, Eighth Session, 1926, Vol. II, p. 387. *Ibid.*, Elev Session, 1928, Report of the Director, First Part, p. 147.

³⁰ Given in monthly chart entitled, "The Progress of Ratification," but no other refer found except legislation in preparation. See International Labor Conference, Sixth Session, 1 Vol. II, p. 892.

³¹ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1371.

³² Industrial and Labor Information, 1924, Vol. XII, pp. 554-555.

³³ *Ibid.*, Vol. IX, p. 232.

³⁴ Official Bulletin, 1921, Vol. III, pp. 454-455.

³⁵ Given in recent monthly chart entitled, "The Progress of Ratification," but no other re ence found. The information is undoubtedly contained in the annual report sent to the In national Labor Office, which has not yet appeared in print.

Ratification				Application* (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other A
					Passed	In Progress or in Preparation	
Greece—Nov. 19, 1920 ¹ Rumania—June 13, 1921 ¹ Great Britain—July 14, 1921 ¹ Czechoslovakia—Aug. 24, 1921 ¹ Bulgaria—Feb. 14, 1922 ¹ Switzerland Oct. 9, 1922 ¹ Estonia—Dec. 20, 1922 ¹ Denmark—Jan. 4, 1923 ¹ Poland—June 21, 1924 ¹ Belgium—July 12, 1924 ¹ Irish Free State—Sept. 4, 1925 ¹ Chile—Sept. 15, 1925 ¹ Latvia—June 3, 1926 ¹ Japan—Aug. 7, 1926 ¹ Yugoslavia—Apr. 1, 1927 ¹ Luxemburg—Apr. 16, 1928 ¹	Finland ² Italy—Mar. 20, 1924 ³ Netherlands—May 20, 1924 ⁴	Argentina—Sept. 17, 1920 ⁵ Brazil, 1920 ⁶ Cuba—June 11, 1923 ⁷ Germany—Mar. 16, 1923 ⁸ Paraguay—May 24, 1926 ⁹ Spain—July 9, 1923 ¹⁰ Uruguay—Sept. 11, 1925 ¹¹	Australia ¹² Austria ¹³ Canada ¹⁴ France ¹⁵ Hungary ¹⁶ India ¹⁷ Norway ¹⁸ Siam ¹⁹ South Africa ²⁰ Venezuela ²¹	Canada ²² Czechoslovakia ²³	Belgium ²⁴ Brazil ²⁵ Bulgaria ²⁶ Chile ²⁷ China ²⁸ Denmark ²⁹ Estonia ³⁰ Great Britain ³¹ Ceylon ³² Malta ³³ Greece ³⁴ Guatemala ³⁵ India ³⁶ Irish Free State ³⁷ Japan ³⁸ Yugoslavia ³⁹ Dutch East India ⁴⁰ Poland ⁴¹ Rumania ⁴² Switzerland ⁴³	Argentina ⁴⁴ Finland ⁴⁵ Germany ⁴⁶ Sweden ⁴⁷ Uruguay ⁴⁸	

* In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 88.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129. *Ibid.*, Vol. XXV, p. 255.

³ International Labor Conference, Sixth Session, 1924, Vol. II, p. 769.

⁴ Industrial and Labor Information, 1924, Vol. X, p. 9. *Ibid.*, 1927, Vol. XXI, pp. 240, 455-456.

⁵ Official Bulletin, 1923, Vol. VIII, p. 196. International Labor Conference, Tenth Session, 1927, Vol. II, p. 79.

⁶ *Ibid.*, Fourth Session, 1922, Vol. II, p. 727.

⁷ *Ibid.*, Eighth Session, 1926, Vol. II, p. 391. Official Bulletin, 1923, Vol. VIII, p. 178.

⁸ International Labor Conference, Fourth Session, 1922, Vol. II, p. 799.

⁹ *Ibid.*, Tenth Session, 1927, Vol. II, p. 184.

¹⁰ *Ibid.*, Sixth Session, 1924, Vol. II, p. 768.

¹¹ Industrial and Labor Information, 1925, Vol. XVI, p. 263.

¹² International Labor Conference, Eighth Session, 1926, Vol. II, p. 392.

¹³ Official Bulletin, 1924, Vol. IX, p. 97.

¹⁴ International Labor Conference, Sixth Session, 1924, Vol. II, p. 897. Official Bulletin, 1923, Vol. VIII, p. 249.

¹⁵ *Ibid.*, 1928, Vol. XXV, pp. 25, 26.

¹⁶ *Ibid.*, 1924, Vol. IX, p. 427.

¹⁷ International Labor Conference, Third Session, 1921, Vol. II, p. 1043.

¹⁸ Industrial and Labor Information, 1925, Vol. XV, p. 133. *Ibid.*, 1927, Vol. XXIII, p. 262.

¹⁹ Official Bulletin, 1922, Vol. V, pp. 454-459, 461.

²⁰ International Labor Conference, Fourth Session, 1922, Vol. II, pp. 799, 800. *Ibid.*, Eighth Session, 1926, Vol. II, p. 391.

²¹ *Ibid.*, p. 247.

²² *Ibid.*, Fifth Session, 1923, pp. 428-429.

²³ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1274.

²⁴ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 308, 310, 311, 312.

²⁵ Industrial and Labor Information, 1925, Vol. XIV, p. 6.

²⁶ Official Bulletin, 1923, Vol. VIII, p. 144.

²⁷ International Labor Conference, Sixth Session, 1924, Vol. II, p. 1075.

²⁸ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1271.

²⁹ *Ibid.*, Sixth Session, 1924, Vol. II, p. 1075.

³⁰ Official Bulletin, 1924, Vol. IX, pp. 98-99.

³¹ International Labor Conference, Tenth Session, 1927, Vol. II, p. 185.

³² *Ibid.*, Seventh Session, 1925, Vol. II, p. 1272.

³³ *Ibid.*, Sixth Session, 1924, Vol. II, p. 897.

³⁴ Industrial and Labor Information, 1925, Vol. XIV, p. 564.

³⁵ Official Bulletin, 1923, Vol. VIII, p. 146.

³⁶ Industrial and Labor Information, 1924, Vol. XI, p. 415.

³⁷ Given in recent monthly chart entitled, "The Progress of Ratification," as legislation but no other reference found. Earlier references indicate only legislation in progress. S note 40.

³⁸ International Labor Conference, Fifth Session, 1923, pp. 426, 427.

³⁹ *Ibid.*, Sixth Session, 1924, Vol. II, p. 897.

⁴⁰ Industrial and Labor Information, 1928, Vol. XXV, p. 321.

⁴¹ International Labor Conference, Tenth Session, 1927, Vol. II, p. 184.

TABLE 6: DRAFT CONVENTION REGULATING THE EMPLOYMENT OF WOMEN DURING THE NIGHT

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Greece—Nov. 19, 1920 ¹ Rumania—June 13, 1921 ¹ Great Britain—July, 14 1921 ¹ India—July 14, 1921 ¹ Czechoslovakia—Aug. 24, 1921 ¹ South Africa—Nov. 1, 1921 ¹ Bulgaria—Feb. 14, 1922 ¹ Netherlands—Sept. 4, 1922 ¹ Switzerland—Oct. 9, 1922 ¹ Estonia—Dec. 20, 1922 ¹ Italy—Apr. 10, 1923 ¹ Austria—June 12, 1924 ¹ Belgium—July 12, 1924 ¹ France—May 14, 1925 ¹ Irish Free State—Sept. 4, 1925 ¹ Jugoslavia—Apr. 1, 1927 ¹ Luxemburg—Apr. 16, 1928 ¹ Hungary—Apr. 19, 1928 ¹		Argentina ² Brazil ³ Chile ⁴ Finland ⁵ Germany ⁷ Latvia ⁸ Paraguay—May 24, 1926 ⁹ Spain—July 9, 1923 ¹⁰ Uruguay—Sept. 11, 1925 ¹¹	Canada ¹² Cuba ¹³ Norway ¹⁴ Siam ¹⁵ Sweden ¹⁶ Venezuela ¹⁷	Australia ¹⁸ Bulgaria ¹⁹ Czechoslovakia ²⁰ South Africa ²¹	Austria ²² Belgium ²³ Ceylon ²⁴ Canada (B. C.) ²⁵ Estonia ²⁶ France ²⁷ Morocco ²⁸ Great Britain ²⁹ Malta ³⁰ Greece ³¹ Hungary ³² India ³³ Irish Free State ³⁴ Italy ³⁵ Japan ³⁶ Jugoslavia ³⁷ Luxemburg ³⁷ Netherlands ³⁸ Poland ³⁹ Rumania ⁴⁰ Switzerland ⁴¹	Argentina ⁴² Bolivia ⁴³ Brazil ⁴⁴ Chile ⁴⁵ Finland ⁴⁶ Germany ⁴⁷ Uruguay ⁴⁸	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 88.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ Official Bulletin, 1923, Vol. VIII, p. 196.

⁴ *Ibid.*, 1922, Vol. V, p. 116.

⁵ *Ibid.*, p. 235.

⁶ Given in recent monthly chart entitled, "The Progress of Ratification," but no other reference found. For early attitude see Official Bulletin 1921, Vol. IV, p. 551.

⁷ *Ibid.*, 1923, Vol. VII, p. 126.

⁸ International Labor Conference, Sixth Session, 1924, Vol. II, p. 888.

⁹ *Ibid.*, Tenth Session, 1926, Vol. II, p. 182.

¹⁰ Official Bulletin, 1923, Vol. VIII, p. 52.

¹¹ Industrial and Labor Information, 1925, Vol. XVI, p. 263.

¹² Official Bulletin, 1923, Vol. VIII, p. 185.

¹³ *Ibid.*, pp. 177, 178.

¹⁴ Industrial and Labor Information, 1925, Vol. XV, p. 133. *Ibid.*, 1927, Vol. XXIII, p. 262.

¹⁵ Official Bulletin, 1922, Vol. V, pp. 459-460.

¹⁶ *Ibid.*, 1923, Vol. VIII, p. 198.

¹⁷ International Labor Conference, Eighth Session, 1926, Vol. II, p. 385.

¹⁸ Industrial and Labor Information, 1925, Vol. XVI, p. 265. *Ibid.*, Vol. XV, pp. 251, 420.

¹⁹ Official Bulletin, 1922, Vol. V, p. 170.

²⁰ International Labor Conference, Fifth Session, 1923, p. 418.

²¹ Official Bulletin, 1921, Vol. IV, p. 257.

²² International Labor Conference, Tenth Session, 1927, Vol. II, pp. 291, 294, 297-298, 299, 301, 302.

²³ *Ibid.*, Seventh Session, 1925, Vol. II, pp. 1156, 1262.

²⁴ Official Bulletin, 1924, Vol. IX, p. 98.

²⁵ *Ibid.*, 1921, Vol. III, pp. 503, 641.

²⁶ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1260, 1263.

²⁷ *Ibid.*, p. 1157.

²⁸ *Ibid.*, Tenth Session, 1927, Vol. II, p. 183.

²⁹ *Ibid.*, Sixth Session, 1924, Vol. II, p. 1065.

³⁰ *Ibid.*, Tenth Session, 1927, Vol. II, p. 183.

³¹ *Ibid.*, Eighth Session, 1926, Vol. II, pp. 126, 384. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 146.

³² Industrial and Labor Information, 1925, Vol. XIII, p. 375.

³³ *Ibid.*, Vol. XIV, p. 564.

³⁴ Official Bulletin, 1923, Vol. VII, p. 196.

³⁵ Industrial and Labor Information, 1927, Vol. XXI, p. 20. *Ibid.*, Vol. XXII, p. 227.

³⁶ Official Bulletin, 1923, Vol. VIII, p. 146.

³⁷ Industrial and Labor Information, 1928, Vol. XXV, p. 26.

³⁸ International Labor Conference, Sixth Session, 1924, Vol. II, p. 1066.

³⁹ Industrial and Labor Information, 1924, Vol. XI, pp. 415-416.

⁴⁰ International Labor Conference, Sixth Session, 1924, Vol. II, p. 886. *Ibid.*, Tenth Session, 1927, Vol. II, p. 183.

⁴¹ *Ibid.*, pp. 295, 297-298-299, 300, 301, 305.

⁴² Industrial and Labor Information, 1924, Vol. XII, p. 554.

⁴³ International Labor Conference, Sixth Session, 1924, Vol. II, p. 888.

⁴⁴ Industrial and Labor Information, 1924, Vol. IX, p. 231.

⁴⁵ Official Bulletin, 1921, Vol. IV, p. 403.

⁴⁶ International Labor Conference, Eleventh Session, 1928, Report of the Director, First p. 146.

⁴⁷ Given in recent monthly chart entitled, "The Progress of Ratification," as legislation in progress. Earlier references give it only as legislation in progress. See Industrial and Labor Information, 1925, Vol. XIII, p. 223. International Labor Conference, Tenth Session, 1927, Vol. II, p. 182.

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Ac
					Passed	In Progress or in Preparation	
Greece—Nov. 19, 1920 ¹ Rumania—June 13, 1921 ¹ India—July 14, 1921 ¹ Great Britain—July 14, 1921 ¹ Bulgaria—Feb. 14, 1922 ¹ Switzerland—Oct. 9, 1922 ¹ Estonia—Dec. 20, 1922 ¹ Denmark—Jan. 4, 1923 ¹ Italy—Apr. 10, 1923 ¹ Netherlands—Mar. 17, 1924 ¹ Austria—June 12, 1924 ¹ Poland—June 21, 1924 ¹ Belgium—July 12, 1924 ¹ France—Aug. 25, 1925 ¹ Irish Free State—Sept. 4, 1925 ¹ Chile—Sept. 15, 1925 ¹ Latvia—June 3, 1926 ¹ Jugoslavia—Apr. 1, 1927 ¹ Luxemburg—Apr. 16, 1928 ¹ Hungary—Apr. 19, 1928 ¹	Finland ⁴	Argentina ⁴ Brazil, 1920 ⁴ Cuba—June 11, 1923 ⁶ Czechoslovakia ⁷ Germany ⁸ Paraguay—May 24, 1926 ⁹ Spain—July 9, 1923 ¹⁰ Uruguay—Sept. 11, 1925 ¹¹	Canada ¹² Norway ¹³ Siam ¹⁴ South Africa ¹⁵ Sweden ¹⁶	Australia ¹⁷ Bulgaria ¹⁸ India ¹⁹	Austria ²⁰ Belgium ²¹ Brazil ²² Chile ²³ China ²⁴ Denmark ²⁵ Estonia ²⁶ France ²⁷ Morocco ²⁷ Great Britain ²⁸ Greece ²⁹ Hungary ³⁰ Irish Free State ³¹ Italy ³² Japan ³³ Jugoslavia ³⁴ Latvia ³⁵ Netherlands ³⁶ Poland ³⁷ Rumania ³⁸ Switzerland ³⁹	Argentina ⁴⁰ Bolivia ⁴¹ Czechoslovakia ⁴² Finland ⁴³ Germany ⁴⁴ Uruguay ⁴⁴	

^a In some instances these application measures only partially carry out the provisions of the Convention.

- 1¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 88.
¹ Industrial and Labor Information, 1928, Vol. XXVI, p. 129.
¹ *Ibid.*, Vol. XXV, p. 255.
⁴ Official Bulletin, 1923, Vol. VIII, p. 196.
⁶ *Ibid.*, 1922, Vol. V, p. 116.
⁷ *Ibid.*, 1923, Vol. VIII, pp. 177, 178.
⁷ International Labor Conference, Sixth Session, 1924, Vol. II, p. 769.
⁸ Official Bulletin, 1923, Vol. VII, p. 126.
⁸ International Labor Conference, Tenth Session, 1927, Vol. II, p. 184.
¹⁰ Official Bulletin, 1923, Vol. VIII, p. 52.
¹¹ Industrial and Labor Information, 1925, Vol. XVI, p. 263.
¹¹ Official Bulletin, 1923, Vol. VIII, pp. 185, 186.
¹² Industrial and Labor Information, 1925, Vol. XV, p. 133. *Ibid.*, 1927, Vol. XXIII, p. 262.
¹³ International Labor Conference, Fourth Session, 1922, Vol. II, p. 805.
¹³ Official Bulletin, 1921, Vol. IV, p. 257.
¹³ *Ibid.*, 1923, Vol. VIII, p. 198.
¹⁴ Industrial and Labor Information, 1925, Vol. XVI, pp. 264–265. *Ibid.*, Vol. XV, pp. 251, 420.
¹⁵ Official Bulletin, 1922, Vol. V, pp. 170, 171.
¹⁶ International Labor Conference, Sixth Session, 1924, Vol. II, p. 1082.
¹⁷ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 315, 318, 321, 323, 325, 326.
¹⁷ *Ibid.*, pp. 184, 185.
¹⁸ Industrial and Labor Information, 1925, Vol. XIV, p. 6.
¹⁸ Official Bulletin, 1923, Vol. VIII, pp. 47, 48.
¹⁸ *Ibid.*, 1922, Vol. VI, p. 336.

- ¹² International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1278–1279, 1281, 1282.
¹³ *Ibid.*, p. 1173. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 1.
¹⁷ Official Bulletin, 1923, Vol. VIII, p. 146.
¹⁸ *Ibid.*, 1921, Vol. IV, p. 49.
¹⁹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1279, 1282, 1284.
²⁰ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 150.
²¹ Industrial and Labor Information, 1925, Vol. XIV, pp. 563–564.
²² Official Bulletin, 1923, Vol. VII, pp. 196, 197.
²³ International Labor Conference, Sixth Session, 1924, Vol. II, p. 904.
²⁴ Industrial and Labor Information, 1925, Vol. XIII, p. 110.
²⁵ Given in recent charts entitled, "The Progress of Ratification," but no other reference. Information was undoubtedly contained in annual reports sent by Latvia to International Office which are not yet available in print.
²⁶ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1280, 1282, 1284.
²⁷ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, pp. 318, 321, 323, 32.
²⁸ Given in recent monthly charts entitled, "The Progress of Ratification," as legislation; but other references show only legislation in progress. See International Labor Conference, Session, 1927, Vol. II, p. 184.
²⁹ *Ibid.*, Fifth Session, 1923, pp. 437–438.
³⁰ Industrial and Labor Information, 1924, Vol. XII, p. 554.
³¹ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 770, 904.
³² Official Bulletin, 1923, Vol. VII, p. 171.
³³ Industrial and Labor Information, 1925, Vol. XIII, p. 223.
³⁴ *Ibid.*, Vol. XV, p. 178.

TABLE 8: DRAFT CONVENTION CONCERNING NIGHT WORK IN BAKERIES

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Luxemburg—Apr. 16, 1928 ¹		Austria—Nov. 22, 1926 ² Estonia—Nov. 4, 1925 ³ France—Nov. 29, 1927 ⁴ Greece—May 20, 1927 ⁵ Latvia—May 24, 1927 ⁶	Australia ⁷ Belgium ⁸ Brazil ⁹ Czechoslovakia ¹⁰ Denmark ¹¹ Finland ¹² Germany ¹³ Great Britain ¹⁴ India ¹⁵ Irish Free State ¹⁶ Italy ¹⁷ Japan ¹⁸ Netherlands ¹⁹ New Zealand ²⁰ Poland ²¹ Portugal ²² Sweden ²³ Switzerland ²⁴ Venezuela ²⁵		Finland ¹¹ Germany ¹³ Greece ¹⁵ Italy ¹⁷ Latvia ¹⁸ Lithuania ¹⁹	Austria ¹² France ¹⁴ Netherlands ⁸	Argentina ²⁶ Czechoslovakia ²⁷ Poland ²⁸ Switzerland

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

² International Labor Conference, Tenth Session, 1927, Vol. II, p. 118.

³ *Ibid.*, Eighth Session, 1926, Vol. II, p. 250.

⁴ Industrial and Labor Information, 1927, Vol. XXIV, p. 361.

⁵ *Ibid.*, 1928, Vol. XXV, p. 351.

⁶ *Ibid.*, 1927, Vol. XXII, p. 422.

⁷ International Labor Conference, Tenth Session, 1927, Vol. II, p. 118. Industrial and Labor Information, 1927, Vol. XXI, p. 183.

⁸ *Ibid.*, Vol. XXIII, pp. 105-106.

⁹ *Ibid.*, Vol. XXI, pp. 3-4.

¹⁰ International Labor Conference, Tenth Session, 1927, Vol. II, p. 118. Industrial and Information, 1927, Vol. XXII, p. 51. *Ibid.*, Vol. XXIII, p. 29. *Ibid.*, Vol. XXIV, p. 42.

¹¹ *Ibid.*, 1928, Vol. XXV, p. 384.

¹² Given in monthly chart entitled, "The Progress of Ratification," as legislation passed no other references found. Earlier references only denote legislation in progress. See footnote

¹³ International Labor Conference, Eleventh Session 1928, Report of the Director, First p. 133.

¹⁴ *Ibid.*, pp. 134-135.

TABLE 9: DRAFT CONVENTION CONCERNING WORKMEN'S COMPENSATION FOR ACCIDENTS

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Action
					Passed	In Progress or in Preparation	
Sweden—Sept. 8, 1926 ¹ Yugoslavia—Apr. 1, 1927 ¹ Netherlands—Sept. 13, 1927 ¹ Belgium—Oct. 3, 1927 ¹ Luxemburg—Apr. 16, 1928 ² Hungary—Apr. 19, 1928 ²	Latvia—Mar. 13, 1928 ³	Estonia—Nov. 4, 1925 ⁴ Finland—Oct. 28, 1927 ⁵ France—Feb. 3, 1928 ⁶ Greece—May 9, 1927 ⁷ Portugal ⁸	Australia ⁹ Austria ⁹ Canada ¹⁰ Czechoslovakia ¹¹ Germany ⁹ Great Britain ⁹ India ⁹ Irish Free State ⁹ Italy ¹² Japan ⁹ Norway ⁹ Poland ¹³ Rumania ¹⁰ Siam ¹⁰ Switzerland ⁹ Venezuela ⁹	Luxemburg ¹⁴ Netherlands ⁹	Australia ⁹ Austria ⁹ Hungary ¹⁵ Jugoslavia ¹⁵ Latvia ¹⁰ Sweden ⁹	Belgium ¹⁰ Czechoslovakia ⁹ Finland ⁹ France ¹⁰ Germany ⁹ Greece ¹⁰ Italy ⁹	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 93.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ *Ibid.*, p. 3.

⁴ *Ibid.*, 1925, Vol. XVI, p. 437.

⁵ *Ibid.*, 1928, Vol. XXV, p. 255.

⁶ *Ibid.*, p. 289.

⁷ *Ibid.*, p. 351.

⁸ International Labor Conference, Tenth Session, 1927, Vol. II, p. 166.

⁹ *Ibid.*, p. 165.

¹⁰ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 152.

¹¹ *Ibid.*, Tenth Session, 1927, Vol. II, p. 166. Industrial and Labor Information, 1927, XXI, p. 288.

¹² *Ibid.*, pp. 181-182. International Labor Conference, Tenth Session, 1927, Vol. II, p. 16.

¹³ Industrial and Labor Information, 1927, Vol. XXII, p. 167. *Ibid.*, 1928, Vol. XXVI, p.

¹⁴ *Ibid.*, Vol. XXV, p. 26.

¹⁵ Given in monthly chart entitled, "The Progress of Ratification," but no other reference found.

¹⁶ International Labor Conference, Tenth Session, 1927, Vol. II, p. 166. Industrial and Labor Information, 1928, Vol. XXV, p. 26.

TABLE 10: DRAFT CONVENTION CONCERNING WORKMEN'S COMPENSATION FOR OCCUPATIONAL DISEASES

Ratification				Application* (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Great Britain—Oct. 6, 1926 ¹ Yugoslavia—Apr. 1, 1927 ¹ Finland—Sept. 17, 1927 ¹ India—Sept. 30, 1927 ¹ Belgium—Oct. 3, 1927 ¹ Switzerland—Nov. 16, 1927 ¹ Irish Free State—Nov. 25, 1927 ¹ Luxemburg—Apr. 16, 1928 ² Hungary—Apr. 19, 1928 ³	Netherlands ⁴	Estonia ⁵ France—Feb. 3, 1928 ⁶ Germany ⁷ Greece ⁷ Japan—Dec. 6, 1926 ⁷ Latvia—May 24, 1927 ⁸ Portugal ⁹	Australia ⁷ Austria ⁷ Brazil ⁷ Czechoslovakia ¹⁰ Denmark ⁷ Italy ¹¹ New Zealand ⁷ Poland ¹² Sweden ⁹ Venezuela ⁹	Finland ⁴	Austria ¹³ Belgium ¹⁴ Great Britain ¹⁵ Hungary ¹⁵ India ¹¹ Irish Free State ¹⁶ Yugoslavia ¹⁶ Switzerland ¹⁶	Australia ¹⁰ Czechoslovakia ⁸ France ⁸ Germany ⁷ Greece ¹⁰ Italy ¹¹ Netherlands ⁸ Norway ⁸ Poland ⁸ Sweden ⁸	

* In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 94.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ *Ibid.*, 1927, Vol. XXIII, p. 261.

⁴ International Labor Conference, Eighth Session, 1926, Vol. II, p. 346.

⁵ Industrial and Labor Information, 1928, Vol. XXV, p. 289.

⁶ *Ibid.*, Vol. XXVI, p. 129. International Labor Conference, Tenth Session, 1927, Vol. II, p. 158.

⁷ *Idem.*

⁸ Industrial and Labor Information, 1927, Vol. XXII, p. 422.

⁹ International Labor Conference, Tenth Session, 1927, Vol. II, p. 159.

¹⁰ *Ibid.*, p. 158. Industrial and Labor Information, 1927, Vol. XXI, p. 288.

¹¹ International Labor Conference, Tenth Session, 1927, Vol. II, p. 158. Industrial and Labor Information, 1927, Vol. XXI, pp. 181, 182.

¹² *Ibid.*, 1928, Vol. XXVI, p. 213.

¹³ *Ibid.*, 1927, Vol. XXIII, p. 323. International Labor Conference, Tenth Session, 1927, II, p. 158.

¹⁴ Industrial and Labor Information, 1927, Vol. XXII, p. 381.

¹⁵ *Ibid.*, 1926, Vol. XVIII, p. 436.

¹⁶ Given in monthly chart entitled, "The Progress of Ratification," but no other reference.

¹⁷ Industrial and Labor Information, 1927, Vol. XXIV, p. 287.

¹⁸ *Ibid.*, pp. 359-360.

¹⁹ International Labor Conference, Tenth Session, 1927, Vol. II, p. 159. Industrial and Labor Information, 1927, Vol. XXI, p. 288.

²⁰ International Labor Conference, Eleventh Session, 1928, Report of the Director, First p. 140.

²¹ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 158, 159.

TABLE 11: DRAFT CONVENTION CONCERNING EQUALITY OF TREATMENT FOR NATIONAL AND FOREIGN WORKERS
REGARDS WORKMEN'S COMPENSATION FOR ACCIDENTS

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Actio
					Passed	In Progress or in Preparation	
South Africa—Mar. 30, 1926 ¹ Sweden—Sept. 8, 1926 ¹ Great Britain—Oct. 6, 1926 ² Czechoslovakia—Feb. 8, 1927 ³ Yugoslavia—Apr. 1, 1927 ⁴ Netherlands—Sept. 13, 1927 ⁵ Finland—Sept. 17, 1927 ⁶ India—Sept. 30, 1927 ⁷ Belgium—Oct. 3, 1927 ⁸ Poland—Feb. 28, 1928 ⁹ Italy—Mar. 15, 1928 ¹⁰ Denmark—Mar. 31, 1928 ¹¹ France—Apr. 4, 1928 ¹² Luxemburg—Apr. 16, 1928 ¹³ Hungary—Apr. 19, 1928 ¹⁴	Latvia—Mar. 13, 1928 ¹⁵ Switzerland—June, 1927 ¹⁶	Austria—Dec., 1926 ¹⁷ Estonia ¹⁸ Germany, 1928 ¹⁹ Greece—May 20, 1927 ²⁰ Japan—Nov. 2, 1926 ²¹ Portugal ²²	Australia ²³ Canada ²⁴ Germany ²⁵ Irish Free State ²⁶ Norway ²⁷ Rumania ²⁸ Siam ²⁹ Uruguay ³⁰ Venezuela ³¹	Austria ³² Belgium ³³ Czechoslovakia ³⁴ Denmark ³⁵ Finland ³⁶ Great Britain ³⁷ Italy ³⁸ Luxemburg ³⁹ Netherlands ⁴⁰ South Africa ⁴¹ Sweden ⁴²	France ⁴³ Greece ⁴⁴ Hungary ⁴⁵ India ⁴⁶ Jugoslavia ⁴⁷ Poland ⁴⁸	Norway ⁴⁹	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 94.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 35.

³ *Ibid.*, p. 63.

⁴ *Ibid.*, p. 129.

⁵ *Ibid.*, p. 3.

⁶ International Labor Conference, Tenth Session, 1927, Vol. II, p. 140.

⁷ *Ibid.*, Eighth Session, 1926, Vol. II, pp. 302-303.

⁸ Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

⁹ *Ibid.*, Vol. XXV, p. 351.

¹⁰ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 192.

¹¹ *Ibid.*, Eighth Session, 1926, Vol. II, p. 303.

¹² Industrial and Labor Information, 1927, Vol. XXI, p. 40.

¹³ International Labor Conference, Eighth Session, 1926, Vol. II, p. 302.

¹⁴ Industrial and Labor Information, 1927, Vol. XXI, p. 288.

¹⁵ International Labor Conference, Tenth Session, 1927, Vol. II, p. 141. Industrial and L Information, 1927, Vol. XXIV, p. 131.

¹⁶ *Ibid.*, Vol. XXI, p. 40.

¹⁷ *Ibid.*, 1928, Vol. XXV, p. 26.

¹⁸ International Labor Conference, Tenth Session, 1927, Vol. II, p. 166.

¹⁹ Given in monthly chart entitled, "The Progress of Ratification," but no other refer found. Information is undoubtedly given in annual report sent to International Labor O which is not yet available in print.

²⁰ Given in monthly chart entitled, "The Progress of Ratification," but no other refer found.

TABLE 12: DRAFT CONVENTION CONCERNING SICKNESS INSURANCE FOR WORKERS IN INDUSTRY AND COMMERCE A FOR DOMESTIC SERVANTS

Ratification				Application* (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Acti
					Passed	In Progress or in Preparation	
Germany—Jan. 23, 1928 ¹ Luxemburg—Apr. 16, 1928 ² Hungary—Apr. 19, 1928 ³		Latvia—Oct. 27, 1927 ⁴	Argentina ⁴ Cuba ⁴ Denmark ⁴ France ⁴ New Zealand ⁴ Norway ⁴ Salvador ⁴ South Africa ⁴ Sweden ⁴	Germany ⁴	France ⁴ Hungary ⁴	Finland ⁴	

* In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 96.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ *Ibid.*, 1927, Vol. XXIV, p. 223.

⁴ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 133.

⁵ Industrial and Labor Information, 1928, Vol. XXV, p. 26. See also footnote 4.

⁶ *Ibid.*, p. 407.

⁷ International Labor Conference, Tenth Session, 1927, Vol. II, pp. 173-174.

⁸ Given in monthly chart, "The Progress of Ratification," but no other references found.

TABLE 13: DRAFT CONVENTION CONCERNING THE USE OF WHITE LEAD IN PAINTING

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Estonia—Sept. 8, 1922 ¹ Czechoslovakia—Aug. 31, 1923 ¹ Sweden—Nov. 27, 1923 Austria—June 12, 1924 ¹ Spain—June 20, 1924 ¹ Poland—June 21, 1924 ¹ Latvia—Sept. 9, 1924 ¹ Bulgaria—Mar. 6, 1925 ¹ Chile—Sept. 15, 1925 ¹ Rumania—Dec. 4, 1925 ¹ France—Feb. 19, 1926 ¹ Belgium—July 19, 1926 ¹ Greece—Dec. 22, 1926 ¹ Hungary (conditional)—Jan. 4, 1928 ² Luxemburg—Apr. 16, 1928 ²	Italy—Mar. 20, 1924 ¹ Netherlands—June 10, 1926 ³	Argentina—May 18, 1925 ⁴ Cuba—June 11, 1923 ⁴ Finland—Nov. 11, 1927 ⁷ Germany—1923 ⁸ Uruguay—Sept. 11, 1925 ⁹	Canada ¹⁰ Irish Free State ⁶ Japan ¹¹ Norway ¹² Siam ¹³ South Africa ¹⁴ Switzerland ¹⁴ Venezuela ¹⁵		Austria ¹⁶ Belgium ¹⁶ Czechoslovakia ¹⁷ France ¹⁶ Great Britain ⁶ Italy ¹⁶ Greece ¹⁶ Poland ¹⁶ Spain ¹⁶ Sweden ¹⁶	Bulgaria ¹⁸ Estonia ¹⁸ Finland ¹⁸ Germany ¹⁸ Latvia ¹⁸ Netherlands ¹⁸ Rumania ¹⁸ Switzerland ¹⁸ Uruguay ¹⁸	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 91. Industrial and Labor Information, 1928, Vol. XXV, p. 49.

² Effective only when ratified by France, Germany, and Great Britain. Industrial and Labor Information, 1928, Vol. XXV, p. 49.

³ *Ibid.*, Vol. XXVI, p. 129.

⁴ International Labor Conference, Sixth Session, 1924, Vol. II, p. 775.

⁵ *Ibid.*, Tenth Session, 1927, Vol. II, p. 157.

⁶ *Ibid.*, Eighth Session, 1926, Vol. II, p. 341.

⁷ Industrial and Labor Information, 1928, Vol. XXV, p. 255.

⁸ International Labor Conference, Sixth Session, 1924, Vol. II, p. 914.

⁹ Industrial and Labor Information, 1925, Vol. XVI, p. 263.

¹⁰ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 775, 915-916.

¹¹ *Ibid.*, Sixth Session, 1924, Vol. II, p. 916.

¹² *Ibid.*, p. 915. Industrial and Labor Information, 1927, Vol. XXIII, p. 262.

¹³ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 916-917.

¹⁴ *Ibid.*, p. 915. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 139. Industrial and Labor Information, 1928, Vol. XXVI, pp. 63-66.

¹⁵ International Labor Conference, Eighth Session, 1926, Vol. II, p. 342.

¹⁶ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 364, 366, 367, 371.

¹⁷ *Ibid.*, pp. 364-365, 366, 367, 368-369, 371.

¹⁸ Given in recent monthly chart entitled, "The Progress of Ratification," as legislation passed by Greece to the International Labor Office, which is not yet available in print.

¹⁹ International Labor Conference, Tenth Session, 1927, pp. 157, 363, 365, 367, 369-370, *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 139.

²⁰ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 363, 365, 366, 367, 370, 371, 372.

²¹ *Ibid.*, pp. 157, 363-364, 365-366, 367, 370, 371, 372.

²² *Ibid.*, pp. 363, 366, 368, 371.

²³ *Ibid.*, p. 363.

²⁴ Industrial and Labor Information, 1928, Vol. XXV, p. 255.

²⁵ International Labor Conference, Eighth Session, 1926, Vol. II, pp. 340-341.

²⁶ Given in monthly chart entitled, "The Progress of Ratification," but no other reference found.

²⁷ International Labor Conference, Tenth Session, 1927, Vol. II, p. 157. Industrial and Labor Information, 1927, Vol. XXI, p. 241.

²⁸ International Labor Conference, Sixth Session, 1924, Vol. II, p. 915. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 139.

TABLE 14: DRAFT CONVENTION CONCERNING UNEMPLOYMENT INDEMNITY IN CASE OF LOSS OR FOUNDERING OF THE SHIP

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Action
					Passed	In Progress or in Preparation	
Estonia—Mar. 3, 1923 ¹ Bulgaria—Mar. 16, 1923 ¹ Spain—June 20, 1924 ¹ Poland—June 21, 1924 ¹ Italy—Sept. 8, 1924 ¹ Belgium—Feb. 4, 1925 ¹ Greece—Dec. 16, 1925 ¹ Great Britain—Mar. 12, 1926 ¹ Canada—Mar. 31, 1926 ¹ Latvia (conditional)—Aug. 5, 1926 ¹ Luxembourg—Apr. 16, 1928 ¹	Netherlands—Jan. 13, 1923 ¹ France—Mar. 17, 1928 ¹	Argentina—Sept. 8, 1921 ¹ Chile—Aug. 7, 1924 ¹ Cuba—June 11, 1923 ¹ Germany ¹ Uruguay—Sept. 11, 1924 ¹⁰	Austria ¹¹ Czechoslovakia ¹² Finland ¹⁴ India ¹⁴ Norway ¹⁵ Rumania ¹⁴ Siam ¹⁷ Switzerland ¹⁴ Venezuela ¹³	Australia ²⁰ Italy ²¹	Bulgaria ²² Canada ²³ Estonia ²⁴ Great Britain ²⁵ Greece ²⁶ Norway ²⁷ Poland ²⁸ Spain ²⁹	Argentina ³⁰ Belgium ³¹ Chile ³² France ³³ Germany ³⁴ India ³⁴ Netherlands ³⁵ Poland ³⁶ Uruguay ³⁴	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 89.

² Information obtained through direct correspondence with International Labor Office.

³ Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

⁴ Official Bulletin, 1923, Vol. VII, p. 98.

⁵ Industrial and Labor Information, 1928, Vol. XXVI, p. 3.

⁶ Official Bulletin, 1923, Vol. VIII, p. 196.

⁷ Industrial and Labor Information, 1924, Vol. XI, p. 487.

⁸ Official Bulletin, 1923, Vol. VIII, pp. 180-181.

⁹ *Ibid.*, 1921, Vol. IV, pp. 409, 411-412. Industrial and Labor Information, 1925, Vol. XIII, pp. 378-379.

¹⁰ *Ibid.*, Vol. XVI, p. 263.

¹¹ Official Bulletin, 1923, Vol. VII, pp. 183-184. *Ibid.*, Vol. VIII, pp. 115-116.

¹² *Ibid.*, Vol. VI, pp. 12-13.

¹³ *Ibid.*, 1922, Vol. V, pp. 350-351.

¹⁴ *Ibid.*, pp. 208-210.

¹⁵ Industrial and Labor Information, 1927, Vol. XXIII, p. 263.

¹⁶ *Ibid.*, 1925, Vol. XIV, pp. 252-253.

¹⁷ Official Bulletin, 1922, Vol. V, pp. 464, 465.

¹⁸ *Ibid.*, 1921, Vol. III, pp. 719-720, 725.

¹⁹ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

²⁰ Official Bulletin, 1921, Vol. III, pp. 339-340.

²¹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1297-1298.

²² Industrial and Labor Information, 1925, Vol. XV, p. 389.

²³ *Ibid.*, 1924, Vol. XI, p. 117.

²⁴ Given in monthly chart entitled, "The Progress of Ratification," but no other refer found.

²⁵ Industrial and Labor Information, 1925, Vol. XV, p. 312.

²⁶ International Labor Conference, Tenth Session, 1927, Vol. II, p. 335.

²⁷ Official Bulletin, 1923, Vol. VII, p. 263.

²⁸ International Labor Conference, Tenth Session, 1927, Vol. II, pp. 335, 336.

²⁹ Industrial and Labor Information, 1925, Vol. XIV, p. 140.

³⁰ A draft labor code introduced June 8, 1921, gives effect to this Convention. Inform: obtained through direct correspondence with the International Labor Office.

³¹ International Labor Conference, Tenth Session, 1927, Vol. II, p. 335.

³² Official Bulletin, 1922, Vol. V, pp. 227-229.

³³ *Ibid.*, 1921, Vol. IV, pp. 454-455. *Ibid.*, 1922, Vol. VI, pp. 282-283.

³⁴ Amendment of the Merchant Shipping Act is under consideration. Information obtained through direct correspondence with International Labor Office.

³⁵ Amendments to the Commercial Code to take account of this Convention are said to be in preparation. Information obtained through direct correspondence with International Labor Office.

³⁶ See also Industrial and Labor Information, 1927, Vol. XXI, p. 240.

TABLE 15: DRAFT CONVENTION FOR ESTABLISHING FACILITIES FOR FINDING EMPLOYMENT FOR SEAMEN

Ratification				Application* (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Sweden—Sept. 27, 1921 ¹ Norway—Nov. 23, 1921 ¹ Finland—Oct. 7, 1922 ¹ Japan—Nov. 23, 1922 ¹ Estonia—Mar. 3, 1923 ¹ Bulgaria—Mar. 16, 1923 ¹ Poland—June 21, 1924 ¹ Italy—Sept. 8, 1924 ¹ Belgium—Feb. 4, 1925 ¹ Germany—June 6, 1925 ¹ Australia—Aug. 3, 1925 ¹ Greece—Dec. 16, 1925 ¹ Latvia—June 3, 1926 ¹ France—Jan. 25, 1928 ¹ Luxemburg—Apr. 16, 1928 ²	Netherlands—Jan. 13, 1923 ⁴	Argentina—Sept. 8, 1921 ⁴ Chile—Aug. 7, 1924 ⁴ Cuba—June 11, 1923 ⁵ Spain—July 9, 1923 ⁵ Uruguay—Sept. 11, 1925 ⁷	Austria ⁸ Czechoslovakia ⁸ Great Britain ¹⁰ India ¹¹ Rumania ¹² Siam ¹³ Switzerland ¹⁴ Venezuela ¹⁵	Australia ¹⁶ Estonia ¹⁷ Finland ¹⁸ Italy ¹⁹ Norway ²⁰ Sweden ²¹	Belgium ²² Bulgaria ²³ Finland ²⁴ France ²⁵ Germany ²⁶ Greece ²⁷ Italy ²⁸ Japan ²⁹ Latvia ³⁰ Poland ³¹	Chile ³² Czechoslovakia ³³ Netherlands ³⁴ Uruguay ³⁵	

* In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part p. 89.

² Industrial and Labor Information, 1928, Vol. XXV, p. 219.

³ Official Bulletin, 1923, Vol. VII, p. 98.

⁴ *Ibid.*, Vol. VIII, p. 196.

⁵ Industrial and Labor Information, 1924, Vol. XI, p. 487.

⁶ Official Bulletin, 1923, Vol. VIII, pp. 53, 54.

⁷ Industrial and Labor Information, 1925, Vol. XVI, p. 263.

⁸ Official Bulletin, 1923, Vol. VIII, pp. 115-116.

⁹ *Ibid.*, 1922, Vol. VI, pp. 12-13.

¹⁰ *Ibid.*, 1921, Vol. IV, p. 455.

¹¹ Industrial and Labor Information, 1925, Vol. XIII, p. 376

¹² *Ibid.*, Vol. XIV, pp. 252-253.

¹³ Official Bulletin, 1922, Vol. V, pp. 464, 465-466.

¹⁴ *Ibid.*, 1921, Vol. III, pp. 719-720, 725.

¹⁵ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

¹⁶ Official Bulletin, 1921, Vol. III, pp. 339, 340-341.

¹⁷ International Labor Conference, Sixth Session, 1924, Vol. II, pp. 1087, 1088.

¹⁸ Official Bulletin, 1922, Vol. V, pp. 350-351.

¹⁹ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1303, 1304, 1305, 1307. *Ibid.*, Eighth Session, 1926, Vol. II, p. 272.

²⁰ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 340, 343.

²¹ *Ibid.*, Fourth Session, 1922, Vol. II, pp. 775-776.

²² *Ibid.*, Tenth Session, 1927, Vol. II, pp. 187, 338.

²³ Industrial and Labor Information, 1925, Vol. XV, p. 389.

²⁴ International Labor Conference, Tenth Session, 1927, Vol. II, p. 187.

²⁵ Industrial and Labor Information, 1925, Vol. XIII, pp. 378-379.

²⁶ International Labor Conference, Tenth Session, 1927, Vol. II, p. 339.

²⁷ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 204.

²⁸ Given in monthly chart entitled, "The Progress of Ratification," but no other reference f

²⁹ International Labor Conference, Seventh Session, Vol. II, pp. 1303, 1304, 1305, 1306,

³⁰ Official Bulletin, 1922, Vol. V, pp. 227-228.

³¹ *Ibid.*, pp. 349-350.

³² Industrial and Labor Information, 1927, Vol. XXI, pp. 240-241.

³³ *Ibid.*, 1925, Vol. XV, p. 178.

TABLE 16: DRAFT CONVENTION FIXING THE MINIMUM AGE FOR ADMISSION OF CHILDREN TO EMPLOYMENT AT 1

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Great Britain—July 14, 1921 ¹ Sweden—Sept. 27, 1921 ¹ Rumania—May 8, 1922 ¹ Estonia—Mar. 3, 1923 ¹ Bulgaria—Mar. 16, 1923 ¹ Denmark—May 12, 1924 ¹ Japan—June 7, 1924 ¹ Spain—June 20, 1924 ¹ Poland—June 21, 1924 ¹ Belgium—Feb. 4, 1925 ¹ Netherlands—Mar. 26, 1925 ¹ Irish Free State—Sept. 4, 1925 ¹ Finland—Oct. 10, 1925 ¹ Greece—Dec. 16, 1925 ¹ Canada—Mar. 31, 1926 ¹ Latvia—June 3, 1926 ¹ Yugoslavia—Apr. 1, 1927 ¹ Norway—Oct. 7, 1927 ¹ Hungary—Mar. 1, 1928 ¹ Luxemburg—Apr. 16, 1928 ¹	Italy—Mar. 20, 1924 ⁴	Argentina—Sept. 8, 1921 ⁵ Chile—Aug. 7, 1924 ⁶ Cuba—June 11, 1923 ⁷ Germany—Mar. 16, 1923 ⁸ Uruguay—Sept. 11, 1925 ⁹	Australia ¹⁰ Austria ¹¹ Czechoslovakia ¹² India ¹³ Siam ¹⁴ South Africa ¹⁵ Switzerland ¹⁶ Venezuela ¹⁷	Bulgaria ¹⁸	Canada ¹⁷ Chile ¹⁸ Denmark ¹⁹ Estonia ²⁰ Finland ²¹ Great Britain ²² Ceylon ²³ Greece ²⁴ Hungary ²⁵ Irish Free State ²⁶ Japan ²⁷ Yugoslavia ²⁸ Netherlands ²⁹ Dutch East Indies ³⁰ Norway ³¹ Poland ³² Rumania ³³ Spain ³⁴ Sweden ³⁵	Argentina ³⁶ Belgium ³⁷ France ³⁸ Germany ³⁹ India ⁴⁰ Latvia ⁴¹ Uruguay ⁴²	

^a In some instances these application measures only partially carry out the provisions of the Convention.

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¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 89.

² Industrial and Labor Information, 1928, Vol. XXV, pp. 350, 383.

³ *Ibid.*, Vol. XXVI, p. 129.

⁴ *Ibid.*, 1924, Vol. X, p. 243.

⁵ Official Bulletin, 1923, Vol. VIII, p. 196.

⁶ Industrial and Labor Information, 1924, Vol. XI, p. 487.

⁷ Official Bulletin, 1923, Vol. VIII, pp. 180-181.

⁸ *Ibid.*, p. 155.

⁹ International Labor Conference, Eighth Session, 1926, Vol. II, pp. 391, 394.

¹⁰ Official Bulletin, 1924, Vol. IX, p. 211.

¹¹ *Ibid.*, 1923, Vol. VIII, p. 115.

¹² International Labor Conference, Fourth Session, 1922, Vol. II, p. 801.

¹³ Official Bulletin, 1922, Vol. V, pp. 208-209. International Labor Conference, Fourth Session, 1922, Vol. II, p. 800.

¹⁴ Official Bulletin, 1923, Vol. VII, p. 51.

¹⁵ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

¹⁶ *Ibid.*, Sixth Session, 1924, Vol. II, p. 1085.

¹⁷ Industrial and Labor Information, 1925, Vol. XVI, p. 354.

¹⁸ *Ibid.*, Vol. XIV, p. 6.

¹⁹ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1163.

²⁰ *Ibid.*, p. 1293.

²¹ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 329, 330, 331, 332, 333.

²² *Ibid.*, p. 334.

²³ Industrial and Labor Information, 1925, Vol. XIV, p. 7.

²⁴ International Labor Conference, Tenth Session, 1927, Vol. II, pp. 330, 331, 332, 334.

²⁵ Given in monthly chart entitled, "The Progress of Ratification," but no other ref found.

²⁶ International Labor Conference, Tenth Session, 1927, Vol. II, p. 335.

²⁷ Official Bulletin, 1923, Vol. VII, p. 263.

²⁸ Given as passed in monthly chart entitled, "The Progress of Ratification," but refer found denote only legislation in preparation. International Labor Conference, Sixth Session, Vol. II, p. 1084. *Ibid.*, Tenth Session, 1927, Vol. II, p. 185.

²⁹ *Ibid.*, Eighth Session, 1926, Vol. II, p. 394.

³⁰ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 187, 328.

³¹ Industrial and Labor Information, 1928, Vol. XXV, p. 26.

³² *Ibid.*, 1925, Vol. XIII, p. 379.

³³ *Ibid.*, p. 376.

³⁴ *Ibid.*, Vol. XV, p. 178.

TABLE 17: DRAFT CONVENTION FIXING THE MINIMUM AGE FOR THE ADMISSION OF YOUNG PERSONS TO EMPLOYMENT AS TRIMMERS OR STOKERS

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Action
					Passed	In Progress or in Preparation	
Estonia—Sept. 8, 1922 ¹ India—Nov. 20, 1922 ² Rumania—Aug. 18, 1923 ¹ Denmark—May 12, 1924 ¹ Spain—June 20, 1924 ¹ Poland—June 21, 1924 ¹ Italy—Sept. 8, 1924 ¹ Latvia—Sept. 9, 1924 ¹ Bulgaria—Mar. 6, 1925 ¹ Sweden—July 14, 1925 ¹ Finland—Oct. 10, 1925 ¹ Great Britain—Mar. 8, 1926 ¹ Canada—Mar. 31, 1926 ¹ Belgium—July 19, 1926 ¹ Yugoslavia—Apr. 1, 1927 ¹ Norway—Oct. 7, 1927 ¹ France—Jan. 16, 1928 ¹ Hungary—Mar. 1, 1928 ¹ Luxemburg—Apr. 16, 1928 ¹	Netherlands—June 10, 1926 ¹	Argentina—May 18, 1925 ¹ Chile—Aug. 7, 1924 ¹ Germany—May, 1923 ⁷ Uruguay—Sept. 11, 1925 ⁸	Austria ⁹ Czechoslovakia ¹⁰ Irish Free State ¹¹ Siam ¹² Venezuela ¹³	Italy ¹⁴	Bulgaria ¹⁴ Canada ¹⁵ Denmark ¹⁶ Estonia ¹⁴ Finland ¹⁴ France ¹⁷ Great Britain ¹⁸ Hungary ¹⁹ India ¹⁵ Japan ²⁰ Jugoslavia ²¹ Norway ²² Poland ¹⁴ Rumania ¹⁴ Spain ¹⁴ Sweden ¹⁴	Belgium ²³ Germany ²⁴ Latvia ¹⁴ Netherlands ²⁵	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 92.

² Industrial and Labor Information, 1928, Vol. XXV, pp. 350, 383.

³ *Ibid.*, Vol. XXVI, p. 129.

⁴ International Labor Conference, Tenth Session, 1927, Vol. II, p. 188.

⁵ *Ibid.*, Eighth Session, 1926, Vol. II, p. 394.

⁶ Industrial and Labor Information, 1924, Vol. XI, p. 487.

⁷ *Ibid.*, Vol. IX, pp. 4-5.

⁸ *Ibid.*, 1925, Vol. XVI, p. 263.

⁹ Official Bulletin, 1923, Vol. VIII, pp. 115-116.

¹⁰ *Ibid.*, Vol. VII, p. 121.

¹¹ International Labor Conference, Eighth Session, 1926, Vol. II, p. 395.

¹² Official Bulletin, 1922, Vol. VI, pp. 500, 503-504.

¹³ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

¹⁴ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 391, 392, 393, 394.

¹⁵ *Ibid.*, p. 390.

¹⁶ Industrial and Labor Information, 1925, Vol. XVI, p. 354.

¹⁷ *Ibid.*, 1926, Vol. XIX, pp. 234-235.

¹⁸ *Ibid.*, 1925, Vol. XV, pp. 312-313.

¹⁹ *Ibid.*, Vol. XIV, p. 7.

²⁰ *Ibid.*, 1927, Vol. XXI, p. 457. *Ibid.*, Vol. XXII, p. 190. *Ibid.*, 1928, Vol. XXV, p.

²¹ *Ibid.*, 1926, Vol. XIX, p. 232.

²² International Labor Office, Legislative Series, 1923, No. 1.

²³ Industrial and Labor Information, 1925, Vol. XVI, p. 306.

²⁴ *Ibid.*, Vol. XIII, p. 379.

²⁵ *Ibid.*, 1927, Vol. XXII, p. 7.

TABLE 18: DRAFT CONVENTION CONCERNING THE COMPULSORY MEDICAL EXAMINATION OF CHILDREN AND YOUNG PERSONS EMPLOYED AT SEA

Ratification				Application* (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Estonia—Sept. 8, 1922 ¹ India—Nov. 20, 1922 ² Rumania—Aug. 18, 1923 ³ Japan—June 7, 1924 ⁴ Spain—June 20, 1924 ⁵ Poland—June 21, 1924 ⁶ Italy—Sept. 8, 1924 ⁷ Latvia—Sept. 9, 1924 ⁸ Bulgaria—Mar. 6, 1925 ⁹ Sweden—July 14, 1925 ¹⁰ Finland—Oct. 10, 1925 ¹¹ Great Britain—Mar. 8, 1926 ¹² Canada—Mar. 31, 1926 ¹³ Belgium—July 19, 1926 ¹⁴ Yugoslavia—Apr. 1, 1927 ¹⁵ Hungary—Mar. 1, 1928 ¹⁶ Netherlands—Mar. 9, 1928 ¹⁷ France—Mar. 22, 1928 ¹⁸ Luxemburg—Apr. 16, 1928 ¹⁹		Argentina—May 18, 1925 ⁴ Chile—Aug. 7, 1924 ⁵ Cuba—June 11, 1923 ⁶ Germany—May, 1923 ⁷ Uruguay—Sept. 11, 1925 ⁸	Austria ⁹ Czechoslovakia ¹⁰ Norway ¹¹ Siam ¹² Venezuela ¹³		Bulgaria ¹⁴ Canada ¹⁵ Denmark ¹⁶ Estonia ¹⁷ Finland ¹⁸ France ¹⁹ Great Britain ²⁰ Hungary ²¹ India ²² Italy ²³ Japan ²⁴ Latvia ²⁵ Netherlands ²⁶ Poland ²⁷ Rumania ²⁸ Spain ²⁹ Sweden ³⁰	Belgium ³¹ Germany ³²	

* In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 93.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 63.

³ *Ibid.*, Vol. XXVI, p. 129.

⁴ International Labor Conference, Eighth Session, 1926, Vol. II, pp. 394, 395.

⁵ Industrial and Labor Information, 1924, Vol. XI, p. 487.

⁶ Official Bulletin, 1923, Vol. VIII, p. 181.

⁷ Industrial and Labor Information, 1924, Vol. IX, pp. 4-5.

⁸ *Ibid.*, 1925, Vol. XVI, p. 263.

⁹ Official Bulletin, 1923, Vol. VIII, p. 119.

¹⁰ *Ibid.*, Vol. VII, p. 121.

¹¹ Industrial and Labor Information, 1925, Vol. XV, p. 135. *Ibid.*, 1927, Vol. XXIII, p. 263.

¹² Official Bulletin, 1922, Vol. VI, pp. 500, 504.

¹³ International Labor Conference, Eighth Session, 1926, Vol. II, p. 247.

¹⁴ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 396, 397, 398, 399.

¹⁵ *Ibid.*, p. 395.

¹⁶ Industrial and Labor Information, 1925, Vol. XVI, p. 354.

¹⁷ Official Bulletin, 1923, Vol. VII, p. 34. The Seaman's Act was passed on May 1, 1923.

¹⁸ International Labor Conference, Tenth Session, 1927, Vol. II, p. 391.

¹⁹ *Ibid.*, p. 188.

²⁰ Industrial and Labor Information, 1925, Vol. XV, pp. 312-313.

²¹ *Ibid.*, Vol. XIV, p. 7.

²² Given in recent monthly chart entitled, "The Progress of Ratification," as legislation passed. Earlier references denote only legislation in progress. See International Labor Conference, Tenth Session, 1927, Vol. II, p. 188.

²³ Industrial and Labor Information, 1925, Vol. XVI, p. 305.

²⁴ *Ibid.*, Vol. XIII, p. 379.

TABLE 19: DRAFT CONVENTION CONCERNING THE SIMPLIFICATION OF THE INSPECTION OF EMIGRANTS ON BOARD SHIP

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Actio
					Passed	In Progress or in Preparation	
Netherlands—Sept. 13, 1927 ¹ Great Britain (conditional)—Sept. 16, 1927 ² Austria—Dec. 29, 1927 ³ India—Jan. 14, 1928 ⁴ Belgium—Feb. 15, 1928 ⁵ Luxemburg—Apr. 16, 1928 ⁶	Czechoslovakia—Dec. 13, 1927 ⁴	Cuba—1927 ⁶ Finland—Aug. 18, 1927 ⁷ Japan—Nov. 29, 1927 ⁷ Latvia—May 24, 1927 ⁸	Australia ⁹ Canada ¹⁰ China ⁹ Germany ⁹ Irish Free State ⁹ New Zealand ⁹ Norway ¹¹ Poland ¹¹ Siam ⁹ South Africa ¹¹ Sweden ¹¹ Switzerland ¹¹ Venezuela ⁹	Belgium ¹² Czechoslovakia ⁹ Finland ¹² Great Britain ¹ Netherlands ¹⁷	India ⁹		

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 95.

² Official Bulletin, 1927, Vol. XII, pp. 170-171.

³ Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

⁴ *Ibid.*, Vol. XXV, p. 49.

⁵ International Labor Conference, Tenth Session, 1927, Vol. II, p. 141.

⁶ Industrial and Labor Information, 1928, Vol. XXV, p. 256.

⁷ *Ibid.*, 1927, Vol. XXIV, p. 403.

⁸ *Ibid.*, Vol. XXII, p. 422.

⁹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 193.

¹⁰ Industrial and Labor Information, 1928, Vol. XXV, pp. 89-90.

¹¹ *Ibid.*, 1927, Vol. XXIII, p. 264.

¹² *Ibid.*, 1928, Vol. XXVI, p. 213.

¹³ *Ibid.*, 1927, Vol. XXIV, p. 360.

¹⁴ *Ibid.*, Vol. XXII, pp. 504-505.

¹⁵ *Ibid.*, p. 380.

¹⁶ Given in monthly chart entitled, "The Progress of Ratification," but no other refer found.

¹⁷ Industrial and Labor Information, 1927, Vol. XXIII, p. 106.

TABLE 20: DRAFT CONVENTION CONCERNING SEAMEN'S ARTICLES OF AGREEMENT

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Acti
					Passed	In Progress or in Preparation	
Belgium—Oct. 3, 1927 ¹ France—Apr. 4, 1928 ² Luxemburg—Apr. 16, 1928 ³		Cuba—1927 ⁴ Finland—Aug. 18, 1927 ⁵ Hungary—Feb. 9, 1928 ⁶ Japan—Dec. 17, 1927 ⁷ Latvia—May 24, 1927 ⁸ Netherlands—Sept. 5, 1927 ⁹	Argentina ¹⁰ Australia ¹¹ Austria ¹² Canada ¹³ China ¹⁴ Denmark ¹⁵ Great Britain ¹⁶ India ¹⁷ Irish Free State ¹⁸ New Zealand ¹⁹ Norway ²⁰ Poland ²¹ Siam ²² South Africa ²³ Sweden ²⁴ Switzerland ²⁵ Venezuela ²⁶		Ecuador ²⁷ France ²⁸	Belgium ²⁹ Finland ³⁰ Netherlands ³¹ South Africa ³²	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ Official Bulletin, 1927, Vol. XII, pp. 166-167.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 63.

³ *Ibid.*, p. 129.

⁴ International Labor Conference, Tenth Session, 1927, Vol. II, p. 188.

⁵ Industrial and Labor Information, 1928, Vol. XXV, p. 256.

⁶ *Ibid.*, 1928, Vol. XXV, p. 383.

⁷ *Ibid.*, p. 89.

⁸ *Ibid.*, 1927, Vol. XXII, p. 422.

⁹ *Ibid.*, Vol. XXIV, p. 42.

¹⁰ International Labor Conference, Tenth Session, 1927, Vol. II, p. 188.

¹¹ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 204.

¹² Industrial and Labor Information, 1928, Vol. XXV, pp. 3-4.

¹³ *Ibid.*, pp. 89, 90.

¹⁴ *Ibid.*, 1927, Vol. XXIII, pp. 293-294.

¹⁵ *Ibid.*, Vol. XXIV, p. 288.

¹⁶ *Ibid.*, Vol. XXIII, pp. 264-265.

¹⁷ *Ibid.*, 1928, Vol. XXVI, p. 213.

¹⁸ *Ibid.*, 1927, Vol. XXIV, p. 360.

¹⁹ *Ibid.*, Vol. XXII, p. 380.

TABLE 21: DRAFT CONVENTION CONCERNING THE REPATRIATION OF SEAMEN

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Acti
					Passed	In Progress or in Preparation	
Belgium—Oct. 3, 1927 ¹ Luxemburg—Apr. 16, 1928 ²		Cuba—1927 ³ Finland—Aug. 18, 1927 ⁴ France—Nov. 16, 1927 ⁵ Hungary—Feb. 9, 1928 ⁶ Japan—Dec. 17, 1927 ⁷ Latvia—May 24, 1927 ⁸ Netherlands—Sept. 5, 1927 ⁹	Argentina ¹⁰ Australia ¹¹ Austria ¹² Canada ¹³ China ¹⁴ Cuba ¹⁵ Denmark ¹⁶ Great Britain ¹⁴ India ¹⁶ Irish Free State ¹¹ New Zealand ¹¹ Norway ¹⁶ Poland ¹⁷ Siam ¹¹ South Africa ¹⁸ Sweden ¹⁹ Switzerland ²⁰ Venezuela ¹⁹		France ¹⁹ Italy ¹⁹	Belgium ¹⁹ Finland ⁴ Netherlands ⁹ South Africa ¹⁸	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ Official Bulletin, 1927, Vol. XII, pp. 166-167.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ International Labor Conference, Tenth Session, 1927, Vol. II, p. 188.

⁴ Industrial and Labor Information, 1928, Vol. XXV, pp. 256, 384.

⁵ *Ibid.*, 1927, Vol. XXIV, p. 293. International Labor Conference, Eleventh Session, 1928 Report of the Director, First Part, p. 205.

⁶ Industrial and Labor Information, 1928, Vol. XXV, p. 383.

⁷ *Ibid.*, p. 89.

⁸ *Ibid.*, 1927, Vol. XXII, p. 422.

⁹ *Ibid.*, Vol. XXIV, p. 42.

¹⁰ International Labor Conference, Tenth Session, 1927, Vol. II, p. 188.

¹¹ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 204.

¹² Industrial and Labor Information, 1928, Vol. XXV, pp. 3-4.

¹³ *Ibid.*, 1928, Vol. XXV, pp. 89-91.

¹⁴ *Ibid.*, 1927, Vol. XXIII, pp. 293-294.

¹⁵ *Ibid.*, Vol. XXIV, p. 288.

¹⁶ *Ibid.*, Vol. XXIII, p. 265.

¹⁷ *Ibid.*, 1928, Vol. XXVI, p. 213.

¹⁸ *Ibid.*, 1927, Vol. XXIV, p. 360.

¹⁹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 205.

²⁰ Industrial and Labor Information, 1927, Vol. XXII, p. 380.

TABLE 22: DRAFT CONVENTION CONCERNING THE MINIMUM AGE FOR ADMISSION OF CHILDREN TO EMPLOYMENT
I. AGRICULTURE

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Acti
					Passed	In Progress or in Preparation	
Estonia—Sept. 8, 1922 ¹ Czechoslovakia—Aug. 31, 1923 ¹ Sweden—Nov. 27, 1923 ¹ Japan—Dec. 19, 1923 ¹ Austria—June 12, 1924 ¹ Poland—June 21, 1924 ¹ Italy—Sept. 8, 1924 ¹ Bulgaria—Mar. 6, 1925 ¹ Irish Free State—May 16, 1925 ¹ Hungary—Feb. 2, 1927 ¹ Luxemburg—Apr. 16, 1928 ²		Argentina—May 18, 1925 ⁴ Belgium—June 21, 1927 ⁴ Chile—Aug. 7, 1924 ⁴ Germany ⁴ Greece—May 30, 1927 ⁷ Latvia—June 17, 1924 ⁸ Netherlands—Dec. 16, 1927 ⁹ Spain ¹⁰ Uruguay ¹¹	Canada ¹² France ¹³ Great Britain ¹⁴ Norway ¹⁵ Siam ¹⁶ South Africa ¹⁷ Venezuela ¹⁸	Austria ¹⁹ Belgium ⁴ Czechoslovakia ²⁰ Estonia ²¹ Greece ²² Japan ²³ Poland ²⁴ Sweden ²⁵	Bulgaria ²⁶ Denmark ²⁷ Germany ²⁸ Hungary ²⁹ Irish Free State ³⁰ Italy ³¹ Luxemburg ³² Netherlands ³	Finland ³³ Uruguay ³⁴	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 90.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ International Labor Conference, Eighth Session, 1926, Vol. II, p. 394.

⁴ Industrial and Labor Information, 1927, Vol. XXIII, pp. 107-108.

⁵ *Ibid.*, 1924, Vol. XI, p. 487.

⁶ *Ibid.*, Vol. IX, pp. 4-5. International Labor Conference, Eighth Session, 1926, Vol. II, pp. 120-123.

⁷ Industrial and Labor Information, 1928, Vol. XXVI, p. 351.

⁸ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1169.

⁹ Industrial and Labor Information, 1928, Vol. XXVI, p. 135. *Ibid.*, Vol. XXVI, p. 91. International Labor Conference, Sixth Session, 1924, Vol. II, p. 902. Official Bulletin, 1923, Vol. VII, pp. 215-216. *Ibid.*, 1927, Vol. XII, pp. 89-94.

¹⁰ *Ibid.*, 1923, Vol. VIII, p. 52.

¹¹ Industrial and Labor Information, 1925, Vol. XVI, p. 263.

¹² Official Bulletin, 1923, Vol. VIII, p. 185.

¹³ International Labor Conference, Eighth Session, 1926, Vol. II, pp. 396-397. Industrial and Labor Information, 1928, Vol. XXVI, p. 26.

¹⁴ *Ibid.*, 1925, Vol. XIII, pp. 310-311.

¹⁵ *Ibid.*, Vol. XV, p. 134. International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 212.

¹⁶ Official Bulletin, 1922, Vol. VI, p. 501.

¹⁷ International Labor Conference, Eighth Session, 1926, Vol. II, p. 396.

¹⁸ *Ibid.*, p. 247.

¹⁹ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1308.

²⁰ *Ibid.*, pp. 1308-1309.

²¹ *Ibid.*, p. 1309.

²² Given in monthly chart entitled, "The Progress of Ratification," but no other reference found.

²³ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1310.

²⁴ *Ibid.*, Tenth Session, 1927, Vol. II, pp. 353, 354, 355.

²⁵ Industrial and Labor Information, 1924, Vol. XII, p. 465.

²⁶ *Ibid.*, 1925, Vol. XIII, p. 379.

²⁷ *Ibid.*, Vol. XVI, pp. 7, 152, 404.

²⁸ International Labor Conference, Tenth Session, 1927, Vol. II, p. 352.

²⁹ *Ibid.*, Seventh Session, 1925, Vol. II, pp. 1309-1310.

³⁰ Industrial and Labor Information, 1928, Vol. XXVI, p. 26.

³¹ Official Bulletin, 1923, Vol. VII, pp. 131-132.

³² Industrial and Labor Information, 1925, Vol. XV, pp. 178-179.

TABLE 23: DRAFT CONVENTION CONCERNING THE RIGHTS OF ASSOCIATION AND COMBINATION OF AGRICULTURAL WORK

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other Act
					Passed	In Progress or in Preparation	
Estonia—Aug. 9, 1922 ¹ India—May 11, 1923 ¹ Finland—June 19, 1923 ¹ Great Britain—Aug. 6, 1923 ¹ Czechoslovakia—Aug. 31, 1923 ¹ Sweden—Nov. 27, 1923 ¹ Austria—June 12, 1924 ¹ Irish Free State—June 17, 1924 ¹ Poland—June 21, 1924 ¹ Italy—Sept. 8, 1924 ¹ Latvia—Sept. 9, 1924 ¹ Bulgaria—Mar. 6, 1925 ¹ Germany—June 6, 1925 ¹ Chile—Sept. 15, 1925 ¹ Belgium—July 19, 1926 ¹ Netherlands—Aug. 20, 1926 ¹ Luxemburg—Apr. 16, 1928 ²		Argentina—Apr. 18, 1925 ³ France—Jan. 15, 1926 ⁴ Greece—June 1, 1927 ⁵ Spain—July 9, 1923 ⁶ Uruguay—Sept. 11, 1925 ⁷	Cuba ⁷ Hungary ⁸ Japan ⁹ Norway ¹⁰ Rumania ¹¹ South Africa ¹² Switzerland ¹³ Venezuela ¹⁴	Austria ¹⁴ Belgium ¹⁴ Bulgaria ¹⁴ Canada ¹⁷ Czechoslovakia ¹⁴ Denmark ¹⁸ Estonia ²⁰ Finland ²⁰ France ²¹ Germany ²² Great Britain ²⁰ Greece ²⁰ India ²⁰ Irish Free State ²⁰ Italy ²⁰ Luxemburg ²⁴ Netherlands ²⁰ Norway ¹⁰ Poland ¹⁸ Sweden ¹⁸	Chile ²⁵ Latvia ¹⁸	Hungary ²⁷	

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 90.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129.

³ International Labor Conference, Eighth Session, 1926, Vol. II, p. 394.

⁴ *Ibid.*, p. 412. Industrial and Labor Information, 1928, Vol. XXV, p. 289.

⁵ *Ibid.*, p. 351.

⁶ Official Bulletin, 1923, Vol. VIII, p. 52.

⁷ International Labor Conference, Eighth Session, 1926, Vol. II, p. 412.

⁸ Industrial and Labor Information, 1925, Vol. XIV, p. 8.

⁹ Official Bulletin, 1923, Vol. VIII, p. 94.

¹⁰ Industrial and Labor Information, 1925, Vol. XV, p. 134. International Labor Conference, Eighth Session, 1926, Vol. II, p. 413. *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 212.

¹¹ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1180.

¹² *Ibid.*, Sixth Session, 1924, Vol. II, p. 926.

¹³ *Ibid.*, Eighth Session, 1926, Vol. II, p. 413.

¹⁴ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1316.

¹⁵ Industrial and Labor Information, 1925, Vol. XVI, p. 305.

¹⁶ *Ibid.*, Vol. XV, p. 390.

¹⁷ Official Bulletin, 1923, Vol. VIII, pp. 256-257.

¹⁸ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1318.

¹⁹ Guaranteed by constitution. Information obtained through direct correspondence International Labor Office.

²⁰ International Labor Conference, Seventh Session, 1925, Vol. II, p. 1317.

²¹ Guaranteed by Acts of March 21, 1884 and July 1, 1901. Information obtained through direct correspondence with International Labor Office.

²² Industrial and Labor Information, 1925, Vol. XIII, p. 379.

²³ Given in monthly chart entitled, "The Progress of Ratification," but no other reference found.

²⁴ Industrial and Labor Information, 1928, Vol. XXV, p. 26.

²⁵ *Ibid.*, 1925, Vol. XIV, p. 6. International Labor Conference, Tenth Session, 1927, V, pp. 357-358.

²⁶ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 212.

²⁷ Official Bulletin, 1923, Vol. VII, p. 216.

TABLE 24: DRAFT CONVENTION CONCERNING WORKMEN'S COMPENSATION IN AGRICULTURE

Ratification				Application* (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other A
					Passed	In Progress or in Preparation	
Estonia—Sept. 8, 1922 ¹ Denmark—Feb. 26, 1923 ¹ Great Britain—Aug. 6, 1923 ¹ Sweden—Nov. 27, 1923 ¹ Irish Free State—June 17, 1924 ¹ Poland—June 21, 1924 ¹ Bulgaria—Mar. 6, 1925 ¹ Germany—June 6, 1925 ¹ Chile—Sept. 15, 1925 ¹ Netherlands—Aug. 20, 1926 ¹ France—Apr. 4, 1928 ² Luxembourg—Apr. 16, 1928 ²	Hungary—Mar. 4, 1925 ¹	Argentina—May 18, 1925 ⁴ Finland—Oct. 28, 1927 ⁵ Greece—June 1, 1928 ⁶ Italy—May 16, 1923 ⁷ Latvia—June 18, 1927 ⁸ Spain—July 9, 1923 ⁹ Uruguay—Sept. 11, 1925 ¹⁰	Austria ¹¹ Canada ¹² China ¹³ Czechoslovakia ¹⁴ India ¹⁵ Japan ¹⁶ Latvia ¹⁷ Norway ¹⁸ Rumania ¹⁹ Siam ²⁰ South Africa ⁴ Switzerland ²¹ Venezuela ¹⁰	Australia ²² Denmark ²³ Estonia ²⁴ Germany ²⁵ Great Britain ¹⁹ Greece ²⁶ Irish Free State ¹⁹ Italy ²⁷ Luxemburg ²⁸ Sweden ²⁹	Bulgaria ³⁰ Chile ³¹ France ²⁷ Netherlands ²⁷ Poland ²⁷	Austria ³² Belgium ³³ Finland ³⁴	

* In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 91.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 63.

³ *Ibid.*, p. 129. *Ibid.*, 1925, Vol. XIV, p. 8.

⁴ International Labor Conference, Eighth Session, 1926, Vol. II, p. 416.

⁵ *Ibid.*, Eleventh Session, 1928, Report of the Director, First Part, p. 212.

⁶ Industrial and Labor Information, 1928, Vol. XXV, p. 351.

⁷ Official Bulletin, 1923, Vol. VIII, pp. 29-30.

⁸ Industrial and Labor Information, 1927, Vol. XXIII, p. 139.

⁹ Official Bulletin, 1923, Vol. VIII, pp. 52, 56-57.

¹⁰ International Labor Conference, Eighth Session, 1926, Vol. II, p. 417.

¹¹ Official Bulletin, 1923, Vol. VIII, pp. 116-117. Industrial and Labor Information, 1927, Vol. XXIII, p. 322. International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 212.

¹² Official Bulletin, 1923, Vol. VIII, pp. 185, 187.

¹³ *Ibid.*, p. 7.

¹⁴ *Ibid.*, Vol. VII, pp. 118, 120-121.

¹⁵ *Ibid.*, pp. 94, 113.

¹⁶ *Ibid.*, Vol. VIII, p. 25.

¹⁷ *Ibid.*, Vol. VII, p. 53.

¹⁸ *Ibid.*, pp. 269, 276-277. *Ibid.*, Vol. VIII, p. 56. Industrial and Labor Information, Vol. XV, p. 134. *Ibid.*, 1927, Vol. XXIII, pp. 261, 263-264. International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 212.

¹⁹ *Ibid.*, Seventh Session, 1925, Vol. II, p. 1182.

²⁰ Official Bulletin, 1922, Vol. VI, pp. 500, 502.

²¹ *Ibid.*, 1923, Vol. VII, pp. 202, 204-205.

²² Industrial and Labor Information, 1925, Vol. XV, p. 317.

²³ Official Bulletin, 1923, Vol. VII, p. 88.

²⁴ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1182, 1321.

²⁵ Official Bulletin, 1923, Vol. VIII, pp. 14-15.

²⁶ Given in monthly chart entitled, "The Progress of Ratification," but no other rel were found.

²⁷ International Labor Conference, Seventh Session, 1925, Vol. II, pp. 1322-1323.

²⁸ Industrial and Labor Information, 1928, Vol. XXV, p. 26.

²⁹ Official Bulletin, 1923, Vol. VII, p. 190.

³⁰ *Ibid.*, Vol. VIII, pp. 79-80.

³¹ Industrial and Labor Information, 1925, Vol. XIV, p. 6.

³² *Ibid.*, 1927, Vol. XXIII, p. 322.

³³ International Labor Conference, Sixth Session, 1924, Vol. II, p. 126. Industrial and Labor Information, 1928, Vol. XXV, p. 255.

TABLE 25: DRAFT CONVENTION CONCERNING SICKNESS INSURANCE FOR AGRICULTURAL WORKERS

Ratification				Application ^a (Legislation and Other Measures)			
Ratification Registered with League of Nations	Ratification Approved by Competent Authority	Proposal to Ratify Submitted to Competent Authority	Other Action (Including Rejections and Postponements)	Prior to Adoption of Convention by Conference	Subsequent to Adoption of Convention by Conference		Other A
					Passed	In Progress or in Preparation	
Germany—Jan. 23, 1928 ¹ Luxemburg—Apr. 16, 1928 ²		Latvia—Oct. 27, 1927 ³	Argentina ⁴ Cuba ⁴ Denmark ⁴ France ⁴ Great Britain ⁴ New Zealand ⁴ Norway ⁴ Salvador ⁴ South Africa ⁴ Sweden ⁴	Germany ⁴	France ⁴		

^a In some instances these application measures only partially carry out the provisions of the Convention.

¹ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 96.

² Industrial and Labor Information, 1928, Vol. XXVI, p. 129

³ *Ibid.*, 1927, Vol. XXIV, p. 223.

⁴ International Labor Conference, Eleventh Session, 1928, Report of the Director, First Part, p. 153.

⁵ Industrial and Labor Information, 1928, Vol. XXV, p. 407.

⁶ Given in monthly chart entitled, "The Progress of Ratification," but no other reference found.

Poland.....	..	■	..	..	■	■	■	■	■	■	■	■	■	■	■	..	..	■	..	..	..	..	..	..
Rumania.....	■	■	■	■	■	■	■	..	..	..	..	■	■	■	■	..	..	■	..	..	..	..	..	..
South Africa.....	..	■	■	..	..	..	■	■	..	..	..	..	■	■	■	..	..	..	..	..	..	..	..	..
Spain.....	..	■	■	..	..	..	■	■	..	..	..	■	■	■	■	..	..	..	..	..	..	..	..	..
Sweden.....	..	■	..	■	■	■	■	..	■	■	■	■	■	■	■	■	■	■	..	..	..	..	..	..
Switzerland.....	..	■	..	■	■	■	..	..	..	..	..	..	■	■	■	..	■	..	..	..	..	..	..	..
Total.....	12	23	10	18	16	20	20	11	15	11	17	12	15	15	19	19	6	9	15	1	6	3	2	3	2

★ Denotes conditional ratifications.

¹ Only those countries are included in this table which have registered one or more ratifications. It will be noted that the following member nations have not registered any ratifications: Abyssinia, Albania, Argentina, Bolivia, Brazil, China, Colombia, Cuba, Guatemala, Haiti, Honduras, Liberia, Lithuania, New Zealand, Nicaragua, Panama, Paraguay, Persia, Peru, Portugal, Salvador, San Domingo, Siam, Uruguay and Venezuela. While of these, Argentina, Brazil, Cuba, Paraguay and Uruguay have recommended the ratification of certain Conventions—see Table 28—the remaining countries excepting Lithuania have not taken steps toward ratification of any of the conventions. Lithuania presented favorable bills on several occasions, but these bills lapsed.

TABLE 28: RATIFICATIONS AUTHORIZED OR RECOMMENDED¹

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	8-Hour Day	Unemployment	Child-labour	Night Work of Women	Minimum Age (Industry)	Night Work of Young Persons	Minimum Age (Sea)	Unemployment Indemnity in Case of Shipwreck	Employment for Seamen	Minimum Age (Agriculture)	Rights of Association (Agriculture)	Workmen's Compensation (Agriculture)	White Lead in Painting	Weekly Rest in Industry	Minimum Age of Trimmers and Stokers	Medical Examination of Young Persons (Sea)	Workmen's Compensation (Accidents)	Workmen's Compensation (Occupational Diseases)	Equality of Treatment (Accidents)	Night Work in Batteries	Inspection of Emigrants on Board Ship	Seamen's Articles of Agreement	Repatriation of Seamen	Sickness Insurance (Industry)
Argentina.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Austria.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Belgium.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Brazil.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Chile.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Cuba.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Czechoslovakia.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Estonia.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Finland.....	■	■	■	■	★	★	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
France.....	■	■	■	■	■	■	■	★	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Germany.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Greece.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Hungary.....	■	■	■	■	■	■	■	■	■	■	■	★	■	★	■	■	■	■	■	■	■	■	■	■
Italy.....	■	■	★	■	★	■	★	■	■	■	■	■	★	★	■	■	■	■	■	■	■	■	■	■
Japan.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Latvia.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Netherlands.....	■	★	■	■	★	■	■	★	■	■	■	■	★	★	■	■	■	■	■	■	■	■	■	■
Paraguay.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Poland.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Portugal.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Spain.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Switzerland.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
Uruguay.....	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■

★ Denotes ratification authorized but not yet registered with Secretary-General of League of Nations.

■ Denotes ratification recommended.

¹ Only those member nations are included in this table which have authorized or recommended ratification of one or more conventions.

² Conditional recommendation.

APPENDIX II
FOOTNOTE REFERENCES TO
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APPENDIX II

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