

League
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of the
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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

No. 1.

January 1928.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE WORK OF THE INTERNATIONAL LABOUR ORGANISATION IN 1927

The adoption of two important Conventions on sickness insurance, the noticeable improvement in the number of Conventions ratified, the consideration in a spirit of mutual examination of the reports furnished by States Members on the application of Conventions ratified by them, the collaboration with the International Economic Conference, the establishment of closer relations with distant countries, a detailed study of conditions of native labour, a methodical effort to solve intellectual workers' and salaried employees' problems, the constant development of its scientific work; such are the most characteristic features of the work of the International Labour Organisation during the past year.

The number of States Members has shown no change in 1927. It remains at 55. Spain and Brazil, have continued to collaborate actively in the work of the International Labour Organisation.

Two long journeys of the Director have contributed to render closer the relations between the Organisation and several European countries. The first of these journeys took place in the spring, to Austria, Hungary, the Kingdom of the Serbs, Croats and Slovenes and Greece; the other in the summer to the Scandinavian and Baltic countries : Denmark, Norway, Sweden, Finland, Estonia, Latvia and Lithuania. The visits of the Director enabled him to consider on the spot, with the authorities concerned, the position in each of the countries with regard to the Conventions adopted by the International Labour Conference and to examine with them the possibilities of further ratifications.

The Director also saw the most representative organisations of employers and workers. He was warmly welcomed everywhere.

The session of the Governing Body in October, held in Berlin on the invitation of the German Government, provided an opportunity for Germany to manifest its deep interest in the work of the Organisation.

Specially noteworthy is the effort which has been made to intensify relations with the more remote Member States of the Organisation. In this connection mention may be made of the decision to establish a Correspondent's Office in Delhi, the visit of the Deputy Director to South Africa, and visits of other members of the Staff to Canada, Australia and China. Correspondence between various States in Latin America and the Office has been further developed.

In its relations with States not members of the Organisation the Office, realising more and more fully the duty of seeking to bring all States into the League of Nations, has followed a conciliatory policy with a view to showing to these States the usefulness to them of collaborating in the work of the Organisation. The exchange of information, particularly with Russia and the United States, has been still further intensified.

During the year 1927 the relations of the Organisation with workers' and employers' organisations have continued to develop.

The employers have shown continued readiness to co-operate in the work of the Organisation. In the Conference and Governing Body their collaboration has not failed. The International Organisation of Industrial Employers made a point of inviting the Chairman of the Governing Body and the Director to attend the opening sitting of their Congress. The various national central employers' organisations, although not in some cases abstaining from criticism, have not dissociated themselves from the objects of the Organisation.

The workers' organisations have continued to give the fullest support to the Organisation. The International Federation of Trade Unions at its Congress in Paris reiterated its continued confidence in the work of the Organisation, and its affiliated national organisations and international secretariats continue to display the same attitude. The other tendencies represented in the International Labour Conference have also continued to show confidence in the International Labour Organisation and to claim the ratification of the international labour Conventions.

Specially noteworthy is the increasing tendency of the great organisations of salaried employees to turn to the Office for the examination of questions of interest to them. Intimate relations have been maintained between the Office and the international and national organisations of salaried employees of various tendencies, and consideration has been given to the problem of placing a question of concern to them on the agenda of a future Conference. Important studies on aspects of conditions of work of salaried employees have also been undertaken.

The intellectual workers repose high hopes in the Advisory Committee on Intellectual Workers, the establishment of which has been decided upon by the Governing Body. The Congress of the International Confederation of Intellectual Workers held in Paris expressed its confidence in the work of the Organisation on behalf of intellectual workers, and relations have been maintained between the Office and a large number of the international organisations of intellectual workers of particular professions.

The co-operative movement has continued, through the International Co-operative Alliance and the various national societies, to collaborate actively in the work of the Organisation.

Among the many other international associations which actively support the Organisation, special mention should be made of the International Association for Social Progress, and the Committee for the International Labour Organisation and Social Legislation of the International Federation of League of Nations Societies. These international organisations, together with their national associations or sections, have strongly developed their work in favour of the International Labour Organisation.

THE RATIFICATION OF CONVENTIONS

On the 1st January 1927, 215 ratifications of International Labour Conventions had been registered. On 31st December this number had risen to 248, an increase of 33. During 1926 only 29 ratifications had been registered. A comparison of these figures therefore shows a slight improvement. Recent parliamentary decisions which render new ratifications possible suggest that even more definite progress will soon be realised.

The Conventions which show the greatest number of ratifications are :

- Convention concerning unemployment ratified by 21 States;
- Convention concerning the night work of young persons employed in industry ratified by 18 States;
- Convention fixing the minimum age for admission of children to employment at sea ratified by 18 States;
- Convention concerning the rights of association and combination of agricultural workers ratified by 16 States;
- Convention concerning the night work of women ratified by 16 States;
- Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers ratified by 16 States.

THE APPLICATION OF CONVENTIONS

For the first time this year a new procedure has been applied for the consideration of the reports which States furnish in accordance with Article 408 of the Peace Treaty on the measures taken by them to apply the Conventions that they have ratified. These reports were examined by a Committee of experts which met on 2 May. The function of this Committee was not to praise or blame, but to verify the existence in national legislation or regulations of provisions corresponding to the provisions of the Conventions. This Committee made a report on its work, which the Governing Body subsequently submitted to the Conference.

The Governing Body, at its October session in Berlin, decided to make certain modifications in the form of reports to be furnished by Governments, with a view to obtaining more complete and detailed information on the application of Conventions. This is an indication of the gradual progress of the system of mutual examination and reciprocal guarantees desired in the Treaty.

THE TENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Tenth Session of the International Labour Conference lasted three weeks from 25 May to 16 June. It brought together the representatives of forty-three out of the fifty-five States Members of the Organisation. Spain and Brazil were represented although these States have officially given notice to withdraw from the League of Nations. The Argentine was also represented, although for some years it has not taken part in the work of the League of Nations. An observer was also present from the Turkish Government, which has not yet adhered either to the League of Nations or to the International Labour Organisation.

This session was presided over by Sir Atul Chatterjee, delegate of the Government of India. The Vice-presidents were an Italian Government delegate, the Danish Employers' delegate and the Spanish Workers' delegate. The Commissions were presided over by delegates from Greece, France, Germany, the British Empire, and the Netherlands. Among the most numerous delegations was that of Japan. The Conference bore witness to the international, if not the universal, character of the Organisation.

Three questions were on the agenda with a view to the ultimate adoption of draft convention or recommendations. These were : (1) Sickness Insurance; (2) Freedom of Association; (3) Minimum wage-fixing machinery.

Of these questions, only one — sickness insurance — was intended to lead at this session to a final vote with a view to the adoption of Conventions or Recommendations. The other two questions were simply to be submitted to a general discussion, in accordance with the so-called "double-discussion" procedure, the Conference being required at the end of the Session to decide whether these questions should be submitted to a subsequent Session for the adoption of Conventions or Recommendations. This new double-discussion procedure was applied for the first time.

In dealing with the questions of Sickness Insurance, the International Labour Organisation extended its work to a fresh branch of social insurance, with a view to developing the protection of the workers by giving them a guarantee against one of the most frequent risks that they run — inability to work, and consequently the loss of their means of existence, as a result of sickness.

The desired aim was fully attained by the Conference.

The International Labour Office had drawn up three preliminary drafts for Conventions on the basis of the consultation of Governments. The essential features of these preliminary drafts were approved by the Commission and adopted by the Conference. The Conference therefore adopted :

- (1) a draft Convention concerning sickness insurance for workers in industry and commerce, and domestic servants;
- (2) a draft Convention concerning sickness insurance for agricultural workers;
- (3) a Recommendation concerning the general principles of sickness insurance.

Thus on a question which is of profound concern to all workers, the system of international labour legislation has been brought towards completion.

It may be noted that if maritime workers (seamen and fishermen) are not comprised in the categories of workers covered by these decisions, the reason is that their needs are to be considered at a special session of the Conference to be held in 1929, to deal with problems of works at sea.

On the question of Freedom of Association. The Conference rejected by 54 votes to 42 a proposed Draft Questionnaire concerning freedom of association and, as it was found impossible to agree on a text, it was decided by 66 votes to 28 not to place the question on the Agenda for next year.

Subsequently, in view of the difficulty experienced in this matter, the Conference unanimously invited the Governing Body to examine and submit next year proposals for the modification of the double-discussion procedure.

The Conference adopted by 80 votes to 19 a Draft Questionnaire concerning minimum wage-fixing machinery, and decided by 89 votes to 22 that this question should be placed on the Agenda for next year. This decision is of the greatest importance for the multitudes of male and female workers who are unable to assure by their collective action the defence of their interests. It is the first time that the Conference has directly dealt with a problem of wages.

In addition to these three questions, the Conference had to deal with the following matters :

The Conference adopted unanimously the findings of a Committee which had examined the annual reports of Governments on the application of ratified Conventions. The Committee, while making suggestions as to the contents and date of the reports, concluded that, although complete satisfaction with the application of Conventions could not be recorded, valuable results had been achieved.

The Conference adopted unanimously amendments to the Standing Orders relating to the election of Committees by the Government Group, to the secretariats of Committees, and to the interpretation of speeches delivered in non-official languages; also, by 82 votes to 23, an amendment concerning official translations of Conventions and Recommendations in non-official languages.

The Conference adopted unanimously Resolutions relating to old age, invalidity, etc. insurance; contracts of employment; collective disputes; education and entry into employment; and native labour problems. It adopted by 60 votes to 24 a Resolution relating to the hours of work of commercial employees. It referred to the Governing Body a Resolution relating to representation for native workers in the Conference.

The Conference, in addition to taking the decisions indicated above, included, as in previous years, a full discussion of the Report in which the Director of the International Labour Office gives an account of the work of the Organisation and the main features of the social development of the previous year.

The discussion showed both appreciation of the work of the Office and a desire to see this work develop, in particular in the direction of further study of economic problems.

THE SESSIONS OF THE GOVERNING BODY

The Governing Body met as usual four times in the course of the year, the first three times at Geneva, in January, March-April and May-June. The fourth session was held in October in Berlin on the cordial invitation of the German Government. It was the first time that one of the constituent organs of the League of Nations had met in Germany. Consequently, the event created a great deal of interest.

The work of the Governing Body covered during these four sessions all aspects of the activities of the International Labour Organisation. Among the decisions taken, attention may be drawn first of all to those which concern the date and agenda of the forthcoming sessions of the Conference.

The opening of the Eleventh Session of the Conference was fixed for 30 May, 1928. The Governing Body limited the agenda of this Session to two questions :

- (1) methods of fixing minimum wages, second discussion, and
- (2) prevention of industrial accidents, including accidents due to coupling on railways, first discussion.

The Governing Body decided that in 1929 there should be two Conferences :

(1) a Maritime Conference, the agenda of which includes the regulation of hours of work on board ship; the protection of seamen in case of sickness, including the treatment of seamen injured on board ship, and the promotion of seamen's welfare in ports;

(2) a general Conference, the agenda of which will be finally determined at the next session of the Governing Body, but will in any case include the question of forced labour. For the other questions to be placed on the agenda of this Conference, the Governing Body will make a choice between unemployment insurance and various questions concerning salaried employees, hours of work of salaried employees, and the termination of the contract of service of salaried employees.

Among the decisions taken by the Governing Body on other questions, special mention may be made of that which led to the establishment of the Advisory Committee on Intellectual Workers.

INTELLECTUAL WORKERS

The question may be asked why intellectual workers were not constitutionally associated from the start with the work of the International Labour Office. The reason is that when the peace treaties were drawn up, intellectual workers were not generally organised. Since that time, however, a change has taken place. Intellectual workers are organised nationally and internationally. These organisations have expressed the desire to find in the International Labour Organisation, assistance similar to that which it gives to other categories of workers. With a view to seeking a solution of this problem, the Governing Body adopted the principle of the establishment of an Advisory Committee on Intellectual Workers. It invited three of its members to meet with two representatives of the International Committee on Intellectual Co-operation of the League of Nations, with a view to drawing up detailed proposals for the definite constitution of this Committee. This preparatory meeting took place in Brussels in December, and it adopted a Resolution proposing that the Advisory Committee should be composed as follows :

- (1) a standing Committee of five permanent members, of whom three shall be representatives of the Governing Body of the International Labour Office, and two shall be representatives of The International Committee on Intellectual Co-operation of the League of Nations;
- (2) representatives of the principal organisations of intellectual workers. A list of these is to be kept by the Governing Body.

This Committee, thus constituted by its standing Committee and the representatives above mentioned, shall deal generally with questions coming within its scope.

- (3) in addition, a list of experts shall be drawn up to be convened to meetings of the Committee when its agenda includes questions on which they are specialists.

The Brussels Meeting also proposed that the following questions should be placed on the agenda of the next session of the Committee :

- (1) the termination of the services of journalists in the event of a change in the general policy of their newspapers;
- (2) the "radius" or "competition" clause as applied to engineers and technicians leaving the service of a firm;
- (3) the problem of employment facilities for theatrical artists;
- (4) the rights of employee inventors and
- (5) unemployment of intellectual workers.

These proposals will be submitted to the Governing Body at its next session.

COMMISSIONS AND COMMITTEES

The various commissions previously set up have continued their activities during the year 1927. The Joint Maritime Commission sat from 20 to 22 January, and the Mixed Advisory Agricultural Committee on the 24 and 25 January. The Unemployment Committee held a brief meeting in June at the close of the International Labour Conference. The Committee on Native Labour met from 7 to 12 July and discussed in detail the report prepared by the Office on the question of forced labour.

As a result of the consideration of this report, revised in accordance with the recommendations of the experts, and the resolutions voted by them, the Governing Body decided to place the question of forced labour on the agenda of the 1919 Conference.

The Safety Sub-Committee of the Correspondence Committee on Industrial Hygiene met in November to consider the report prepared by the Office on the question of the prevention of industrial accidents. This question is on the agenda of the 1928 Conference. The work of the Sub-Committee strikingly emphasised the importance of this problem, the solution of which concerns at one and the same time workers, employers and the community.

THE INTERNATIONAL LABOUR ORGANISATION AND ECONOMIC PROBLEMS

In the course of the year the International Labour Organisation has devoted increasing attention to economic problems in their industrial and labour aspects. It has emphasised the interdependence between economic problems and labour problems, an interdependence which it has long recognised. At the Washington Conference in 1919 the workers' group raised the question of the international distribution of raw materials; in 1920 the Governing Body of the Office decided to undertake an international enquiry into production; and in 1921 the International Labour Conference discussed unemployment.

This year, the International Labour Organisation was closely associated with the International Economic Conference at every stage of its work. The International Labour Office collaborated with the Preparatory Committee, and prepared several documentary reports for the Conference; the Conference comprised a large number of persons, including the Chairman of the Governing Body, representing the Organisation directly or indirectly; several of its resolutions involve the consideration of questions within the sphere of work of the Organisation; and finally, the Economic Conference had important repercussions on the last Session of the International Labour Conference.

Finally, when the Consultative Economic Committee of the League of Nations was being constituted, it was agreed that the International Labour Office should propose for membership of this Committee three workers' members. At the October session of the Governing Body, Messrs. Müller (Germany), Jouhaux (France), and Oudegeest (Netherlands) were nominated by the Workers' Group. The Governing Body noted these nominations and the Council of the League of Nations, at its December Session, ratified this choice and appointed Messrs. Müller, Jouhaux and Oudegeest as members of the Consultative Economic Committee.

The general problem of the relations between the International Labour Organisation and the Economic Organisation of the League of Nations will come before the next session of the Governing Body.

In this connection reference should also be made to the collaboration of the International Labour Office in the establishment and activities of the International Management Institute. This Institute was established at the beginning of the year through the co-operation of the International Labour Office with the Twentieth Century Fund of Boston and the International Committee on Scientific Management. Its broad purpose is to collect and distribute information relating to scientific management, to study its problems, and to bring into touch all persons or institutions interested in the rational organisation of production.

It may be added that the International Labour Office, in taking part in the creation of this new institution, is complying with the Resolution adopted by the Eight Session of the International Labour Conference to the effect that it should devote special attention to questions of the scientific organisation of industry, "in view of the fact that these questions are of increasing social interest."

FINDING EMPLOYMENT FOR REFUGEES

The International Labour Office has assured in 1927 the employment and the establishment of several thousands of refugees. The final statistics for the year are not yet available but the following figures relating to the first nine months indicate the importance of the results obtained. From January to October 3,600 refugees, not including Armenians established in Syria, have been placed in employment, 2,600 in Europe, 200 in North America, 300 in South America and 500 in other continents. In 1927 the Office began to collaborate effectively in the work of the establishment of Armenian refugees in Syria; 5,000 refugees have been placed in employment there. The question of the establishment of Russian refugees in South America has made considerable progress. After a detailed study of the problem, arrangements have been made for the transfer of Russian settlers, beginning in 1928, to Bolivia, the Argentine, Paraguay and Peru. Negotiations have been carried on with the French Government for placing in employment Russian refugees in agriculture as "métayers" or farmers.

Repeated intervention with the Turkish Government has secured the result that it has adjourned the execution of the general Decree for the expulsion of Russian refugees on condition that the Office evacuates half of those who remain, about 1,500, before 6 February, 1928. In China the representative of the International Labour Office has continued to evacuate Russian refugees whose position has grown worse as a result of political circumstances and has been brought to the notice of the *corps diplomatique* at Peking.

It may also be mentioned that a governmental Conference convened by Dr. Nansen, the High Commissioner of the League of Nations for Refugees, met on 15 June at the International Labour Office, to consider a certain number of offers received by the Refugee service of the Office for the establishment of Russian and Armenian refugees in South America. On the 7 September, the Advisory Committee of the High Commissioner met, with M. Albert Thomas in the chair. This meeting, which was attended by representatives of twenty-four private organisations, gave an opportunity to these representatives to express their wishes with regard to the work undertaken on behalf of the refugees by the International Labour Office and Dr. Nansen.

THE SCIENTIFIC WORK OF THE INTERNATIONAL LABOUR OFFICE

With a view to providing the necessary scientific basis for its legislative work, the International Labour Office has continued to develop during 1927 its work on information and research.

The number of new accessions to its library was 24,000 compared with 13,000 in 1924; 14,000 in 1925 and 20,000 in 1926.

Its Document Service receives 3,000 newspapers and periodicals, 1,000 of which are systematically scrutinised. More than 3,000 index slips per month are prepared as a result of this scrutiny.

The information brought together by the Library, the Document Service, the National Correspondents and other means constitutes the raw material utilised by the research staff. It is difficult to give a clear idea of the mass of work accomplished by these services in the last twelve months. Only a few indications are possible.

The Office does not confine itself to keeping up to date its information on legislation in force in various countries by the publication of its legislative series in three languages, English, French and German, its International Survey of Legal Decisions on Labour Law, and the completion of its collection of collective agreements. It is preparing a survey of labour legislation in Latin-America; and it is carrying out the publication in the final form of its important report on freedom of association. The first volume has appeared; four others, which will contain national monographs, are in the press.

Two volumes on compulsory sickness insurance and voluntary sickness insurance will soon be issued. The Office has commenced and is actively pressing forward a report on social charges in the principal industrial countries of Europe. The enquiry on conditions of work in coal mines, which has met with so many difficulties, is now completed. The periodical enquiry on the standard of real wages of certain categories of workers has been continued and also the preparation of information on minimum wages, and on accident prevention with a view to the 1928 Conference.

With regard to hours of work, in addition to a report on holidays with pay and a comparative statement on legislation prepared for its Eight-Hour Committee, the Office has completed reports on hours of work of salaried employees and the system of

hours of opening and closing of shops. It is preparing a study on the hours of work of railwaymen and another on the hours of work of motor-car drivers.

Reports have been prepared on legislation with regard to women's work before and after childbirth and on the work of children in cinema studios. A new and largely augmented edition of the Report on Housing in Europe is in preparation. Another report suggested by the International Municipal Federation has appeared. It deals specially with the methods adopted in housing statistics.

Reports are also in preparation on methods of vocational guidance in industry, commerce and agriculture, and the part played by the doctor in vocational guidance. Further studies are in preparation on the training or vocational rehabilitation of cripples and backward or abnormal persons.

On economic questions in their social aspects, reference may be made to the reports prepared for the Economic Conference on variations and inequalities in the standard of living of workers in the different countries, on scientific management in Europe, on the relation of labour costs to total costs of production in agriculture, on the part played by the co-operative organisations in the international trade in wheat, dairy produce and some other agricultural products and on the statistics and regulation of international migration.

Mention may also be made of the reports on labour disputes, conciliation and arbitration in various countries, the relations between unemployment and the general movement of prices, migration statistics, the history of migration movements, the regulation of migration, legislation with regard to migration of the yellow race, the covering of professional and labour risks of the staff of aviation undertakings, the industrial diseases of cinema artists and technicians, the rights of employee inventors, the determination of industrial diseases, industry by industry, industrial accident statistics, etc.

The finally revised results of the enquiry on the conditions of life and work of journalists will be published at an early date.

In the field of agriculture, in addition to the memoranda prepared for the Economic Conference, reports are in preparation on the distribution of agricultural work during the different seasons of the year, on the representation and organisation of agricultural workers, on scientific management in agriculture, on the legal nature of the contract of employment in agriculture, on vocational guidance in agriculture, etc.

The preparation for the Maritime Conference of 1929 has rendered necessary research on the regulation of hours of work on board ship, and on the promotion of seamen's welfare in ports. The International Labour Office is also continuing a general enquiry on conditions of work in the fishing industry, articles of agreement of seamen, in particular fishermen, and conditions in fishing for sponges, pearls, coral and other submarine products. It has published a collection of legislation on work at sea and it is commencing a study of systems of protection of seamen in case of sickness or accident. At the request of the League of Nations it has undertaken an enquiry on conditions of work in inland navigation.

In the field of native labour, forced labour has formed the subject of a voluminous report, and contract labour is being studied. The Asiatic enquiry is making methodical progress.

The service of the Office which deals specially with labour in Russia, has produced a volume on the trade union movement in Soviet Russia. A second volume on co-operation in Russia is nearing completion, and also a study on social insurance in Soviet Russia.

Wide interest has been aroused in various quarters in the report of Mr. Butler, Deputy-Director of the Office, on industrial relations in the United States, and in the report of M. Devinat on scientific management in Europe.

In addition to these special reports, the Office has regularly published its periodical publications — the *Official Bulletin*, the *Industrial and Labour Information*, the *International Labour Review*, the *Monthly Record of Migration*, the *Industrial Safety Survey*, the *Bibliography of Industrial Hygiene*, the *Encyclopaedia of Industrial Hygiene*, etc.

To sum up, the work accomplished by the International Labour Organisation in 1927 in all the various fields of its activity, indicates a new effort to assure in the various countries of the world a deeper knowledge and a more complete application of the principles of social justice and human progress proclaimed in its Charter, Part XIII of the Peace Treaty.

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THE RATIFICATION OF DRAFT CONVENTIONS

On 31 January 1928, the total number of ratifications of Draft Conventions registered with the Secretary General of the League of Nations was 255.

At the same date the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary General, was 33.

Seven new ratifications were registered during January.

Hungary has ratified the Convention concerning the use of white lead in painting. The instrument of ratification of this Convention indicates that the Convention will not be put into force by Hungary until France, Germany and Great Britain have ratified it. This Convention was adopted by the International Labour Conference at its Third Session, Geneva, 1921. It had previously been ratified by 13 States, including France.

France has ratified the Convention for establishing facilities for finding employment for seamen, adopted by the Conference at its Third Session at Genoa, 1920, and the Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers, which was adopted by the International Labour Conference at its Third Session, Geneva, 1921. The first of these Conventions had previously been ratified by 13 States, and the second by 16.

Austria and India have ratified the Draft Convention concerning the simplification of the inspection of emigrants on board ship. This Convention was adopted by the International Labour Conference at its Eighth Session, Geneva, 1926. It had previously been ratified by the Netherlands unconditionally, and by Great Britain conditionally.

Germany has ratified the Draft Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and also the Draft Convention concerning sickness insurance for agricultural workers. These two Draft Conventions were adopted by the International Labour Conference at its last Session on 15 June 1927.

Each Member of the Organisation which ratifies the former of these Draft Conventions undertakes to set up a system of compulsory sickness insurance for manual and non-manual workers, including apprentices, employed by industrial undertakings and commercial undertakings, out-workers, and domestic servants.

Each Member which ratifies the second Convention undertakes to set up a

system of compulsory sickness insurance for agricultural workers, manual and non-manual, including apprentices.

Each State which ratifies the two Draft Conventions therefore undertakes, in fact, to cover against the risk of sickness by compulsory insurance all wage-earning workers of all categories, with the exception of seamen and fishermen. The situation of these workers will be examined at a later Session of the Conference to deal specially with questions of work at sea.

The Hungarian Parliament has authorised the ratification of the Draft Convention concerning sickness insurance for workers in industry and commerce and domestic servants.

The Governments of Latvia and Luxemburg have already recommended to their respective Parliaments the ratification of these two Draft Conventions.

THE VISIT OF THE DEPUTY DIRECTOR TO SOUTH AFRICA

Mr. H. B. Butler, Deputy Director of the International Labour Office, has returned from his two months' journey in South Africa, where he was the guest of the Union Government.

His journey was arranged by the Department of Labour so as to enable him to explain the work of the International Labour Organisation to the associations of employers and workers, and also to the general public, in Cape Town, Pretoria, Johannesburg, Bloemfontein, Durban and Port Elizabeth. In addition, he visited the native territories and was able to obtain on the spot the views of the associations of the workers, both white and coloured, on labour problems in these areas.

Thanks to the courtesy of the Chamber of Mines, Mr. Butler was able to see their conditions of work in the gold mines, the measures taken for recruitment, and the medical care given to the natives employed on the Rand. He was also able to study the organisation established by the Government and the Chamber of Mines to deal with miner's phthisis.

After completing his journey in the Union, Mr. Butler paid a short visit to Southern Rhodesia on the invitation of the Governor. He was also able to study there the conditions of labour which, in certain respects, differ from those in the Union. He also saw the interesting schemes of the Government for the technical and agricultural training of the natives.

Mr. Butler found, everywhere he went, in the press and among the public alike, a very keen interest in the work of the International Labour Organisation, particularly with regard to the discussion of the question of forced labour by the 1929 Conference. Although forced labour does not exist either in the Union of South Africa or in Southern Rhodesia, it is recognised that the 1929 Conference, coming after the adoption of the Slavery Convention by the Assembly of the League of Nations in 1926, will constitute an important new stage in the evolution of the problem of native labour. Both Governments devote increasing attention to this problem which, in view of the competition between the various territories in South Africa, is not devoid of international aspects.

AMERICAN PHILANTHROPIC INSTITUTIONS AND RUSSIAN REFUGEES IN TURKEY

The International Labour has been notified that certain American philanthropic institutions, including the American Red Cross, the Laura Spellmann Rockefeller Memorial, and the Russian Refugee Relief Society of America, have subscribed 100,000 dollars towards the cost of removing Russian refugees from Constantinople.

The number of these refugees, of whom there were as many as 90,000 in 1921, has gradually dwindled until at the present time there remain only 2,879 Russian immigrants in Turkey, of whom 1,555 are men, 956 women, and 368 children. Last year

these refugees were ordered by the Government to leave the country before August 1927. As a result of the intervention of the International Labour Office, it was agreed that their expulsion should be postponed, conditionally on the Office undertaking that all the Russian refugees who remained in Turkey should have left the country within a short fixed period.

In point of fact, the Office has been able to find employment in other countries for a number of refugees within the last few weeks. The sums generously placed at its disposal by the American relief organisations will help the prompt achievement of this humanitarian effort.

THE INTERNATIONAL LABOUR OFFICE AS A CLEARING HOUSE OF INFORMATION

The importance of the Office as a clearing house of information continues to increase. This is indicated by the number of requests for information dealt with by the various Departments of the Office. In 1922, the total number of requests for information received during the year did not exceed 180. In 1927, these requests reached the number of 920, compared with 800 in 1926, without counting those received and answered directly by the national correspondents of the Office. If the requests received are classified in accordance with their subject-matter and the category of the correspondents from which they are received, the following table results :

Subjects	Governments	Employers' organisations	Workers' organisations	Miscellaneous organisations individuals
Conditions of work, hours, wages, co-partnership and profit-sharing, arbitration and conciliation.	29	17	54	87
Health and safety.	25	6	19	60
Miscellaneous : addresses, bibliographies, statistics, economic situation, production, consumption, economic barometers, taxation, demographic questions .	8	3	27	59
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It must not be supposed that the requests for information indicated in this table have been satisfied by a simple letter. The table includes, as single units, requests from Governments which have required, on the part of the departments of the Office and its national correspondents, long and minute enquiries and the despatch of much original information. Many Government departments, when they are preparing draft legislation, apply to the Office to obtain detailed information on the measures existing in the legislation of other States. The mass of labour involved in such collections of information must be pictured in order to realise the work done in this field by the International Labour Office.

SOME RECENT PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

In addition to its periodical publications, which include, among others, the *International Labour Review*, the *Industrial and Labour Information*, the *Official Bulletin*, the *Monthly Record of Migration*, and the *Industrial Safety Survey*, the International Labour Office has recently published a number of important Studies and Reports. Special mention may be made of the following:

"COMPULSORY SICKNESS INSURANCE"

In preparation for the Tenth (1927) Session of the International Labour Conference, at which Draft Conventions and a Recommendation relating to sickness insurance were adopted, the International Labour Office compiled a Report on the subject, which has now been published under the above title (1). Its original purpose was to provide delegates with accurate information as to the present state of legislation in different countries, so as to enable them to appreciate the effort required in each country in order to bring legislation into harmony with the Draft Conventions, to decide whether such an effort could be made and to adapt the texts of the Draft Conventions and Recommendation to the possibilities of the great majority of countries.

The Report consists of six parts, dealing with the fundamental aspects of compulsory sickness insurance: scope; benefits; resources and financial administration; institutions and managing bodies; disputes, jurisdiction, infringements and penalties; and the position of foreign workers.

The same method has been followed throughout. The problem is first analysed; then the various possible solutions are described and national legislation classified according to the solutions adopted; finally, an analysis of national legislation and its results is given.

The use of this method has made it possible to give both a general survey showing the place of the various systems in the movement of ideas and the development of institutions, and at the same time to describe the legislation of each country in sufficient detail to preserve its peculiarities. The work contains neither a complete body of social theory nor a complete reproduction of the legislation of each country, but a systematic summary of the ideas which have led to positive solutions and an analysis of the essential features of the system of each country.

In order to show the results of various systems, an effort has been made to compile statistics for a fairly long period; wherever possible, data have been given from a normal pre-war year, preferably 1913, to 1925 inclusive. The national statistics, which are compiled on the basis of legislation in force, differ widely in method from each other. While no attempt has been made to render them strictly comparable, they have been presented systematically by classification and comparison on points of the greatest international interest.

Each part of the volume is supplemented by a comparative international table of texts and statistics, showing the most important provisions of national legislation and giving at a glance the essential features of its development.

At the end of volume is a list of 350 laws and regulations and 220 reports of various kinds written in some 15 languages, which were used in the compilation of the Report.

"INTERNATIONAL SURVEY OF LEGAL DECISIONS ON LABOUR LAW"

The second volume of the *International Survey of Legal Decisions on Labour Law* recently appeared (2).

In this volume a number of valuable suggestions made by distinguished jurists have been incorporated. It contains decisions given in 1926, and comprises a larger number of decisions than the previous volume. It also contains the opinions expressed by the Permanent Court of International Justice relating to the international regulation of conditions of labour. A detailed index is added to facilitate consultation of the work. In the next volume of the *Survey* it is hoped to extend its scope, which is at present confined to France, Germany, Great Britain and Italy, to the United States.

(1) *Studies and Reports*, Series M, No. 6. Price: 12s.; \$3.00.

(2) Price: 8s.; \$2.00.

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 3.

March.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF CONVENTIONS

On 29 February 1928, the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 256.

At the same time the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General, was 35.

The International Labour Office was informed during the month of the formal ratification by Belgium of the International Convention concerning the Simplification of the Inspection of Emigrants on Board Ship.

THE THIRTY-EIGHTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its Thirty-Eighth Session at Geneva from 1 to 4 February 1928, under the chairmanship of Mr. Arthur Fontaine.

Sir James Lithgow, British employers' representative, having resigned, the employers' group had appointed Mr. Forbes Watson to take his place. The German Government had announced that, in consequence of internal rearrangements in the German Ministry of Labour, the place of its representative, Mr. Feig, would be taken as from the Thirty-Ninth Session by Mr. Weigert.

In announcing these changes, the Chairman expressed the regret which the Governing Body felt at the decision of Sir James Lithgow and the departure of Mr. Feig. He paid a tribute to the personal qualities of both these members, and said how much their collaboration had been appreciated by their colleagues. He extended a welcome to their successors, Mr. Forbes Watson and Mr. Weigert. Representatives of the three groups on the Governing Body associated themselves with the remarks of the Chairman.

THE DIRECTOR'S REPORT

The Governing Body, passing to the discussion of the Report which the Director submits at each Session on the work of the International Labour Office, noted with satisfaction the progress made in the ratification of Conventions. The number of ratifications officially registered amounted to 255 on 31 January, and there was ground to hope that the increase in ratifications would continue to improve up to the next Session of the

Conference. The Director drew attention to the delicate situation which might be created by an extension of the practice of conditional ratification.

On behalf of the Workers' Group, Mr. Poulton emphasised the danger of this policy of conditional ratification which, if it became general, would lead Governments to wait for each other to take action and would thus impede ratifications. He expressed the hope that the movement in favour of ratification to which the Director had drawn attention would soon become more pronounced, and he expressed his personal disappointment that Great Britain had not yet ratified the Hours Convention. "If industrial peace is desired", he added "the best way of obtaining it would be to secure the application of the Washington Convention."

The question of the eight-hour day, thus introduced during the discussion of the Director's Report, was to become the subject of a special debate which, because of its importance, was soon seen to be the dominant event of the Session.

THE EIGHT-HOUR DAY AND THE PROCEDURE FOR THE REVISION OF CONVENTIONS

Mr. Betterton, Parliamentary Secretary to the British Ministry of Labour, having to reply to Mr. Poulton on the attitude of the British Government to the ratification of the Washington Convention, asked to deal with this question at the same time as the question, on the agenda of the Session, of the procedure to be followed in connection with proposals for the possible revision of Conventions.

In the name of the Workers' Group, Mr. Jouhaux stated that there was no connection between the question of the eight-hour day and the general question of the procedure for the revision of Conventions. But having made this reserve on the question of principle, he did not raise any objection to Mr. Betterton's proposal to make a statement.

In these circumstances, the Chairman opened the discussion of the Report prepared by the Office on the general problem of the possible revision of Conventions. This problem exists for all the Conventions adopted by the International Labour Conference, because they all include a clause providing for the submission by the Governing Body to the Conference of a Report on the application of the Convention, and the decision by it whether the question of revision should be placed on the Agenda of the Conference.

To this general problem the Report of the Office proposed that a general solution should be found susceptible of application to the various special cases that may arise. It did not envisage the possibility of starting the procedure of revision for any Convention until after the general rules for this procedure had been established.

Mr. Betterton, on the other hand, on behalf of the British Government, requested the Governing Body to put in hand immediately the procedure for the revision of the Washington Convention on the Eight-Hour Day. He pointed out that the difficulties which had been encountered in securing ratifications, and which had led to the Conferences at Berne and London for the purpose of interpreting the Convention, showed that it was not generally acceptable in its present form. The question of its revision would have to be considered within the next two or three years, and the British Government therefore considered it preferable that this revision should be undertaken as soon as possible, in order that a workable Convention might be produced which would be generally accepted. Their intention was to work towards the framing of a Convention which, while adhering to the principles of the Washington Draft Convention, would be free from the difficulties encountered in that Draft. If such a Convention was obtained, they would be prepared to stand in line with other industrial States by ratifying it and putting it into operation.

In conclusion, Mr. Betterton made two definite proposals to the Governing Body :

(1) The Governing Body should decide to place the question of the revision of the Hours Convention on the Agenda of the Ordinary Session of the Conference to be held in 1929;

(2) The Office should be at once instructed to prepare a draft Report on the working of the Convention, to be submitted to the Governing Body at its next Session. After having been examined and adopted by the Governing Body, this Report would be communicated to all the States Members of the Organisation in order that they might express their opinion on the matter and submit such proposals for revision as might seem to them necessary.

Mr. Jouhaux stated that the Workers' Group was unanimous in its opposition to the point of view of Mr. Betterton. That was why he had emphasised that there could be no question of connecting the ratification of the Eight-Hour Convention with the revision of the Convention. The Workers' Group did not agree that the special problem of the Washington Convention should be substituted for the general problem of the procedure for the revision of Conventions. Mr. Jouhaux added that, as representative of the French workers, he had to express the profound disappointment occasioned by the British

proposal. The French workers, he stated, had agreed that the ratification by France of the Hours Convention should be made conditionally on ratification by the British Government and by the German Government, because they were convinced that the British Government, which had called the London Conference, would not hesitate to ratify the Convention. He also emphasised that the Convention had already been ratified by a certain number of countries which were confronted by economic difficulties at least as great as those confronting the great industrial countries, in particular Great Britain. They had surmounted these difficulties in order to ratify and apply a Convention that Great Britain had contributed to draw up and to have adopted. What would now be their position if faced by the refusal of England to ratify? Mr. Jouhau quoted official texts which he maintained there was reason for considering as successive undertakings on the part of the authorised representatives of Great Britain. He concluded by asking that the British Government should honour its signature.

Mr. Lambert-Ribot, French employers' representative, who had raised at the previous Session of the Governing Body the question of the possible revision of the Washington Hours Convention, stated that the principle of the eight-hour day could not be questioned. The only points to be considered were the adjustments required as regards the methods of application of the Convention. These adjustments should take account of an experience of nearly ten years of the working of the Convention and their adoption would be calculated to facilitate ratifications. Mr. Lambert-Ribot observed that the eight-hour question could not be left out of account, but he added that there was also the general question of the procedure for the possible revision of the various Conventions. He requested the Governing Body not to take a hasty decision on these matters and to weigh the *pros* and *cons* with care.

Mr. Mahaim, representative of the Belgian Government, expressed the anxiety which the unexpected British proposals caused him. Belgium was one of the countries which had unconditionally ratified the Washington Convention, and it would not envisage without anxiety the situation that would result from the refusal of Great Britain to ratify prior to revision. He emphasised the fact that Belgium had experienced and had overcome the difficulties advanced in support of the refusal to ratify the Convention. It would experience a sense of bitterness in seeing that others would not agree to make the same endeavours. Mr. Mahaim added that no international social legislation was possible if there were no guarantee that its provisions would not constantly be discussed afresh. If the question of possible revision was, in fact, raised in respect of all the Conventions, it would be necessary to secure that the procedure established would not throw to the ground the legislative monument set up by the Organisation.

After a discussion in which various members of the Governing Body took part, the representative of the British Government stated that he had appreciated the arguments submitted against his proposals, particularly by Mr. Mahaim, and that he did not press for an immediate decision by the Governing Body concerning the inclusion in the Agenda of the 1929 Conference of the question of the revision of the Hours Convention. While maintaining his opinion as to the advantages of revising the Convention in the very near future, and reserving the freedom of the British Government to submit again its proposal for revision to the next Session of the Governing Body, he agreed that the matter should be postponed to the next Session of the Governing Body, in agreement with the proposal of Mr. Picquenard, French Government delegate. (The texts of Mr. Picquenard's proposal are given below.)

The Director drew the following conclusions from the discussion. He emphasised the fact that the principle of the eight-hour day was not touched by the discussion which had taken place. The eight-hour day was almost universally recognised, and no State existed which could adopt a negative attitude to it. On the contrary, all Governments were seeking the possibility of securing the ratification of the Washington Convention.

In his opinion, however, the British Government's proposal was premature. It was premature because it was impossible for the International Labour Organisation to proceed to revision before having previously defined the general rules to be observed in the procedure for revision. The general rules must first be fixed, apart from preoccupation with any particular Convention. After these general rules had been determined, they could be applied to such and such particular proposals for revision. The British proposal was also premature in that it did not indicate the precise points on which modification was requested. There could be no question of a general revision which would cause the whole Convention to be discussed afresh. If revision was to be envisaged, it could only be upon particular points clearly specified. It was important that this principle should be clearly indicated in the general rules of the procedure to be followed in the possible revision of Conventions.

Before the close of the discussion, Mr. Jouhau stated that the Workers' Group was unanimous in maintaining its attitude of absolute opposition to any revision of the Eight-

Hour Convention and to any action which might directly or indirectly lead to its revision. "Thousands of workers throughout the world", he said, "have the will to maintain in its integrity the eight-hour day. If difficulties of application exist, let us see them. We will try to assist in solving them, but without entering upon the path of revision."

Finally, the Governing Body adopted two Resolutions submitted by Mr. Picquenard, French Government delegate.

The first of these Resolutions, which was adopted by 15 votes to 6 (those of the Workers' Group), with one declared abstention (that of the representative of the Polish Government), is as follows :

The Governing Body instructs the Standing Orders Committee to submit to it, at its next Session, a Report on the procedure to be adopted with regard to proposals for the possible revision of Conventions, taking into account the terms both of the Conventions themselves and of the constitution of the International Labour Organisation.

The second Resolution is as follows :

The Governing Body decides to place on the Agenda of its next Session, after the consideration of the general procedure for revision, the question whether the revision of the Hours Convention, proposed by the British Government, should be placed on the Agenda of the 1929 Conference.

The words "proposed by the British Government" were introduced in the text at the request of Mr. de Michelis, representative of the Italian Government.

Mr. Arthur Fontaine pointed out that this second Resolution was simply intended to specify the order in which the questions would be considered, and left members of the Governing Body quite free to vote either for or against revision of the Hours Convention.

The second Resolution was adopted by 13 votes to 7, with 4 abstentions. The 6 members of the Workers' Group and the representative of the Norwegian Government voted against. The 4 abstentions are those of the representatives of the Governments of Belgium, Germany, Japan, and Poland.

THE AGENDA OF THE 1929 CONFERENCE

The Governing Body had various decisions to take with regard to the programme of work of the 1929 International Labour Conference. It will be remembered that the 1928 Session of the Conference will open on 30 May and that its Agenda includes two questions : (1) Methods of Fixing Minimum Wages (2nd discussion); and (2) Prevention of Industrial Accidents, including Accidents due to Coupling on Railways (1st discussion).

In 1929 the Conference will hold two Sessions : (1) a session specially devoted to questions of maritime labour (the Agenda had been previously determined; it embraces the regulation of hours of work on board ship, the protection of seamen in case of sickness, including the treatment of seamen injured on board ship, and the promotion of seamen's welfare in ports); (2) a Session of a general character (the Governing Body in October in Berlin had decided to place on the Agenda of this General Session of 1929 the question of Forced Labour; it reserved the possibility of completing this Agenda at its following Session by adding to it either the question of Unemployment Insurance or one or two questions concerning Salaried Employees).

During the discussion on the subject, the Governing Body had to consider a proposal that no other questions should be added to the Agenda. This proposal obtained 12 votes to 12 and was not adopted. By 13 votes to 11, the Governing Body then decided to add a question to its Agenda. After a series of votes on the various questions that might be included, it chose, by 12 votes to 9, the question of Hours of Work of Salaried Employees. As some difficulties had arisen in connection with the interpretation of some of these successive votes, the Governing Body unanimously adopted the following Resolution :

The Governing Body, considering that the drawing up of the Agenda of the Conference is one of its most important duties, and that it is essential that every possible step should be taken with a view to ensuring that its opinions in regard to every proposed item should be clearly expressed, requests the Standing Orders Committee to introduce such provisions into the Standing Orders as may be necessary to this end.

The decision of the Governing Body with regard to the question of Hours of Work of Salaried Employees is particularly interesting, because this will be the first time that the International Labour Conference will directly approach with a view to international

regulation a problem concerning salaried employees. This will, therefore, constitute an initial satisfaction of the wishes expressed by this important category of workers.

The Agenda of the General Session of the 1929 Conference will therefore include the following questions : the Prevention of Industrial Accidents (final discussion); Forced Labour (first discussion); Hours of Work of Salaried Employees (first discussion). A General Report of the Director on the question of Unemployment will also be submitted to this Session.

The Governing Body decided that the Maritime Session of the Conference would follow immediately upon the General Session.

REFUGEES

For the organisation of the programme of the Refugee Service, the Governing Body adopted the recommendations of its Sub-Committee for Refugees, on the basis of which the Office will submit in April a draft budget for this work. The Governing Body decided to transform its Refugee Sub-Committee into a permanent Committee.

THE "LOTUS" INCIDENT

The Governing Body considered a request which had been made to it by the International Association of Mercantile Marine Officers, in consequence of the collision which occurred at sea between the French vessel *Lotus* and the Turkish vessel *Bos Kouri*. The request was to the effect that the Governing Body should submit to the International Maritime Conference in 1929 the question of the laying down of international rules for the penalties to be imposed and the competent courts to deal with offences of an occupational character committed at sea and the certificates of occupational capacity required for officers of the watch. The object of the proposal was not to question the decision given by the Permanent Court of International Justice, but to remedy by international provisions certain gaps in international law which had been found to exist on the occasion of the *Lotus* incident.

The Governing Body took note of the request of the Mercantile Marine Officers. The Director was invited to study the problems of competence which arise out of the request and will confer with the Secretariat of the League of Nations on the procedure to be adopted.

OFFICIAL LANGUAGES

The Governing Body referred to its Standing Orders Committee a proposal submitted by the Workers' Group to the effect that the German language should be recognised as an official language in the Governing Body and at the International Labour Conference, in view of the large number of workers who knew German.

ADVISORY LABOUR COMMITTEE FOR UPPER SILESIA

The Governing Body was called upon to appoint for a further period of three years the Chairman and two of the assessors on the Advisory Labour Committee for Upper Silesia set up by the German-Polish Convention of 16 May 1922. On the proposal of the Polish and German Governments, the Governing Body unanimously re-elected as Chairman of this Committee Mr. Albert Thomas, Director of the International Labour Office. It re-elected as German assessor Mr. Sitzler, Director in the German Ministry of Labour, and as Polish assessor Mr. Sokal, Polish Government representative on the Governing Body.

COLLABORATION OF THE OFFICE IN THE WORK OF THE COMMITTEE FOR INTERNATIONAL CO-OPERATION IN AGRICULTURE

The Governing Body accepted the invitation addressed to it by the President of the International Institute of Agriculture at Rome for the participation of the International Labour Office in the work of an international "co-operation" committee, to be entrusted with the co-ordination of the work of the various official and unofficial institutions dealing wholly or partly with agricultural questions. Under the Standing Orders of this committee, the delegate of the Office is assigned the position of vice-chairman. Mr. Arthur Fontaine, Chairman of the Governing Body and representative of the French Government, was appointed as the delegate of the Office.

The Governing Body adjourned to its next Session a certain number of questions, in particular the question of the relation of the Office to the economic organs of the League,

the question of the meeting of a Conference of Experts on War Pensions, and the consideration of the report of the preparatory meeting held in December in Brussels with a view to the final constitution of the Advisory Committee of Intellectual Workers.

The Governing Body decided to hold its next Session in Geneva in the week 23 to 29 April 1928.

RUSSIAN AND ARMENIAN REFUGEES

At its last meeting the Governing Body of the International Labour Office decided to make its Sub-Committee on Refugees into a Permanent Committee which would meet periodically and keep the Governing Body informed as to progress made in the finding of employment for refugees. This new Committee met for the first time at Geneva on 27-28 February.

In the first place, though the Committee agreed that the finding of employment for Russian and Armenian refugees is of a temporary character and should end as soon as possible in the course of the next few years, it did not agree to accept the proposal that had been made to transfer back the Refugees Service to the League of Nations. It felt that the right course was to proceed prudently on the lines already laid down for dealing with the refugee problem, and draw up the 1929 budget in accordance with the plans approved.

The Committee adopted several recommendations dealing with the distinction that should be made between refugees in general and those who for special reasons require the assistance of the Refugees Service. In order to reach a progressive reduction in the numbers to be dealt with, refugees who obtain employment of a permanent character will be considered as no longer having any claim to help from the International Labour Office except in cases where they are affected by some general refugee problem. The Committee examined in detail the possibilities of finding employment for refugees in Bolivia, France, Peru, and Tunis. They also investigated the steps that had been taken for the settlement of Armenian refugees in Syria.

MONTHLY SUMMARY

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THE RATIFICATION OF CONVENTIONS

On 31 March 1928, the total number of ratifications of Draft Conventions registered with the Secretary-General of the League of Nations was 265.

At the same time, the number of Draft Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General, was 31.

The International Labour Office was informed in the course of the month of nine new ratifications. Denmark, Italy, and Poland have ratified the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925). France, Hungary, and the Netherlands have ratified the Convention concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921). Hungary has also ratified the Convention concerning unemployment, adopted by the International Labour Conference at its First Session (Washington, 1919), the Convention fixing the minimum age for admission of children to employment at sea, adopted by the International Labour Conference at its Second Session (Genoa, 1920), and the Convention fixing the minimum age for the admission of young persons to employment as trimmers or stokers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

THE PREPARATION OF THE 1928 SESSION OF THE CONFERENCE

In view of the Eleventh Session of the International Labour Conference, which will open in Geneva on 30 May 1928, the International Labour Office has sent to the Governments of the States Members of the Organisation reports on two questions on the Agenda: (1) Minimum Wage-Fixing Machinery, (2) the Prevention of Industrial Accidents.

The question of minimum wage-fixing machinery has already been before the Conference for first discussion in 1927. In accordance with the double-discussion procedure, the Conference, as a result of this preliminary discussion, decided to place the question on the Agenda of the 1928 Session. To carry out the second stage of the procedure, the Eleventh Session of the Conference will have to consider the question with a view to the

adoption of proposals in the forms prescribed in Article 405 of the Treaty, i. e. Draft Conventions or Recommendations.

It should be noted that the subject with which the Conference is called upon to deal relates simply to the institution of machinery, or the creation of the means, whereby minimum wages can be fixed in the individual country for certain special classes of unfavourably situated workers. There is thus no question of actually fixing a minimum wage, and still less, of course, of turning the Conference into a wage-fixing body and fixing an international minimum wage. The subject before the Conference therefore touches hardly more than the fringe of the complicated question of wages, though it is big with possibilities of furthering the protection of the workers.

In the second place, the subject before the Conference, even though thus limited in scope, is none the less inherently one which carries with it the two main objects of Part XIII of the Treaty — the improvement of the working and living conditions of the workers and the diminution of unfair international competition which is founded on low labour standards. For, on the one hand, in so far as minimum wage-fixing machinery is intended to prevent the inequitable underpayment of labour, the spread of the employment of such machinery is calculated to make a considerable addition to the protection of the workers. And on the other hand, in so far as wages form an element in costs of production, the institution of machinery which keeps wages at an equitable level is calculated to reduce the possibility of such unfair competition as might result from any unduly low remuneration of labour. The Conference thus has before it in the question of minimum wage-fixing machinery an opportunity of making an important contribution towards the realisation of the special aims for which the Organisation was created.

To facilitate this task the Report which has been sent to the States Members of the Organisation furnishes the Conference with the replies of the Governments to the Questionnaire and certain draft proposals based on those replies.

The number and nature of the replies to the Questionnaire which have been received furnish all the evidence which is needed of the importance which the Governments attach to the question of minimum wage-fixing machinery and to an adequate international solution being found for it.

The Office observed from the replies of the Governments that the great majority were in favour of a solution of the question by means of a Draft Convention containing general principles supplemented by a Recommendation on certain methods of application. It is, therefore, submitting for the consideration of the Conference a Draft Convention concerning the creation or maintenance of minimum wage-fixing machinery in certain trades, and a Recommendation concerning the application of such machinery in these trades.

The prevention of industrial accidents will come before the Conference for first consideration under the double-discussion procedure, and the Report which has been issued is intended to prepare the ground for the preliminary discussion.

It consists of several parts, including :

- (1) Legal provisions for the prevention of accidents and the official supervision of their enforcement :
- (2) Organised safety work of associations and institutions for the promotion of safety;
- (3) The scientific side of accident prevention, including accident statistics :
- (4) Particular aspects of accident prevention, including coupling accidents on railways, protection of dockers employed in loading and unloading ships, etc.; and
- (5) Conclusions and Draft Questionnaire.

This Report, which contains a detailed tabular analysis of legislation on accident prevention, is preceded by a prefatory note, quoted below.

An official American periodical recently contained a short essay under the heading "105 Killed, 9,000 Injured".

The introduction pointed out that such a heading in a daily paper would produce horror, consternation, and the most intense interest. Public opinion would demand energetic measures to combat the incredible conditions which led to such results, etc. The figures were genuine, but not even those most closely affected showed any interest in them. They related to no sudden catastrophe, but only to the accidents in the building industry during a period of six months. And, as we would emphasise, only in the State of Pennsylvania.

This is an impressive but, alas, not exceptional example of the tremendous sacrifices of life and health which are made day by day, month by month, and year by year on the battle-field of labour. Statistics throw a startling light on this circumstance. Unfor-

tunately they are not sufficiently developed to allow of adequate comparison on the state of industrial safety in the different countries. Yet we cannot refrain from giving at least a few figures to illustrate the great extension of the problem of industrial accident prevention.

In 1923 the number of fatal accidents to workers was 2,082 in France and 3,302 in England. The corresponding figures for Germany in 1925 was 5,285. In the United States of America the total number of fatal industrial accidents is estimated at 20,000 to 25,000 a year. The number of injuries sustained at work is far more than one hundred times as high. Compared with the figures of fatal accidents already given, the number of reported injuries was 777,975 in France and 652,837 in Germany, while the number for which compensation was paid in England was 480,035. These include high figures of cases of more or less serious crippling, leading to a permanent reduction in working capacity. The mass of pain, distress, and lost prospects concealed in these figures cannot be imagined, leaving altogether aside the serious material losses suffered by individuals and the community as a whole in consequence of accidents.

It is estimated that contributions to compulsory accident insurance roughly average 1 to 2 per cent. of wages. In Germany the industrial and agricultural accident insurance associations paid out 317,700,000 marks as compensation in 1921. The official English estimate for 1925 is over £12,000,000. In the United States a method has been used to estimate the annual loss in working days, a fatal accident being considered equivalent to a loss of 6,000 days. The result is an annual average of 40,000,000 working weeks lost. In other words, 800,000 persons must work steadily throughout the year merely to take the place of those who have permanently or temporarily lost all or part of their working capacity in consequence of an accident.

There can be no question that it is worth while to leave nothing undone which may help to reduce these losses and injuries. Much has already been done, but much still remains. Fortunately during the last few years there have been many more instances than before to prove that organised accident prevention is very successful in practice. Many undertakings, large and small, report a reduction in their accidents to a half or even a fifth within a few years.

Only one illustration will be given here, of particular importance because it relates to a large and dangerous industry, namely, the U.S. Steel Corporation. The following figures refer to some 400,000 workers on an average. Taking the average for the period 1910-1914, there were 59.2 accidents per million hours of work, involving a loss of 4.1 working days per thousand hours. These figures were steadily brought down with success, and in 1926 the proportions were 25.3 and 2.9 respectively. In the period 1910-1914 there were 1,524 fatal accidents among 1,310,911 workers. In 1925 and 1926 there were 529 fatal accidents among 881,915 workers, a figure which on the 1910-1914 basis would have been 1,025. The persevering safety work of this undertaking may therefore take the credit for saving 496 human lives in two years.

What was possible in this one case must be possible everywhere. And no one who can make however small a contribution to the work of accident prevention should hold aloof.

THE JOINT MARITIME COMMISSION

The Joint Maritime Commission held its Eighth Session in Geneva on 24 and 26 March 1928. This Commission, which meets under the chairmanship of the Chairman of the Governing Body, consists of two members of the Governing Body (one representative of the employers' group and one representative of the workers' group), seven representatives of ship-owners' organisations, and seven representatives of seamen's organisations. It also includes two deputy members (ship-owners) and two deputy members (seamen).

The representatives of the shipowners and of the seamen are appointed respectively by the shipowners' group and the seamen's group at the Maritime Sessions of the International Labour Conference.

The Commission met under the chairmanship of Mr. Arthur Fontaine, Chairman of the Governing Body. There were present:

Representatives of the Governing Body: Mr. Lecocq (Employers' Group) and Mr. Oudegeest (Workers' Group).

Shipowners' Representatives: Mr. Cuthbert Laws (Great Britain), Mr. De Rousiers (France), Mr. Rehmke (Germany), Mr. Salvesen (Norway), Mr. Nakamura (Japan), Mr. Goudriaan (Netherlands), and Mr. Deckers (Belgium).

Seamen's Representatives: Mr. Ehlers (France), Mr. Henson (Great Britain), Mr. Kohler (Germany), Mr. Fimmen (Netherlands), Mr. Lundgren (Sweden), Mr. Mahlman (Belgium), Mr. Brandt (Belgium), and Mr. Mas (France, Deputy Member).

The principal duty of the Eighth Session was to examine the work undertaken by the Office for the preparation of the Maritime Conference of 1929, and to express its opinion on the conditions under which this preparation should continue.

The first of the items on the Agenda of this Conference is the regulation of hours of work on board ship. The Commission took note of the voluminous information on the subject collected by the Office. It paid homage to the work already accomplished with a view to establishing the present position of national legislation on the subject. It suggested various ways of completing the information regarding the practical application of this legislation in the various countries. It specially considered the possibility that the Office might approach the Governments of maritime States with a view to obtaining particulars on which the shipowners and the seamen in each of these States were in agreement.

The second item on the Agenda of the Conference is the protection of seamen in case of sickness, including the treatment of seamen injured on board ship. The Conference will, in treating this question, approach for the first time the general problem of covering the occupational and social risks of seamen. The Joint Maritime Commission, after noting the preparatory reports of the Office, agreed with it that this item has two aspects: first, the general liability of the shipowners in respect of seamen's sickness and accidents (maintenance, wages, medical, surgical and pharmaceutical treatment, and repatriation), and second, sickness insurance for seamen.

With regard to the third item on the Agenda of the Maritime Conference of 1929, the promotion of seamen's welfare in ports, the Joint Maritime Commission adopted a certain number of recommendations with regard to the method of treating the problem.

The Commission examined the report of Mr. Albert Thomas on the general work of the Office on maritime questions. It noted the progress made in this field of international labour legislation. The movement of ratification continues though it does not yet respond to the hopes authorised by the engagements involved in the Peace Treaties and the International Labour Conference.

The Commission noted the work undertaken by the Office to carry out the suggestions made by it at previous Sessions. It considered the present position of the problems of conditions of work in the fishing industry, statistics of wrecks and accidents on board ship, questions regarding the safety of the crew, such as deck cargoes, overloading of ships, loading and unloading of ships, etc.

With regard to load-line regulations, the Joint Maritime Commission unanimously adopted a Resolution in which it notes with satisfaction that this question is under consideration by the appropriate technical organisations with a view to the convocation of an International Diplomatic Conference, to examine the possibility of adopting international load-line regulations. The Resolution further expressed the hope that any regulations which may be adopted will be universally applied under adequate national supervision, and invites the International Labour Office to communicate to the members the report of the Diplomatic Conference when it appears, together with proposals for the adoption of appropriate measures dealing with the social aspects of the problem.

Finally, in accordance with the general practice by which the Director informs the Commission of all matters within its scope with which the Office has been called upon to deal between the sessions of the Commission, the Joint Maritime Commission dealt with the questions that have arisen in connection with the "Lotus" case. It will be remembered that, as a result of this case, the International Mercantile Marine Officers' Association addressed a request to the Chairman of the Governing Body with a view to the submission to the 1929 Maritime Session of the Conference of the question of the definition of the international rules, penalties and jurisdiction in the case of an offence of an occupational character on the high seas, and also the question of the certificates of occupational capacity necessary for the exercise of the functions of officers of the watch.

At its last Session, the Governing Body of the International Labour Office, reserving its opinion, invited the Director to continue the study of the proposals of the International Mercantile Marine Officers' Association and to get into touch with bodies that may be interested in these proposals, in particular the Secretariat of the League of Nations.

The Joint Maritime Commission unanimously adopted, after an exchange of views, a Resolution inviting the Governing Body to examine the possibility of placing on the Agenda of the 1929 Maritime Conference the question of the institution by each maritime country of a minimum international standard of professional qualifications for masters, navigating officers, and engineer officers in charge of watches on merchant vessels.

THE APPLICATION OF CONVENTIONS

The Committee of Experts appointed by the Governing Body to examine the reports annually submitted to the International Labour Office under Article 408 of the Treaty of Versailles by States which have ratified Conventions on the steps taken to apply them, met at Geneva on 5 March.

After Mr. Albert Thomas, Director of the International Labour Office, had welcomed the experts, they arranged the programme of the work of the Committee. Mr. Tschoffen, formerly Belgian Minister of Labour, was appointed Chairman. Mr. Jules Gautier, member of the French Council of State and Vice-President of the National Economic Council of France, was appointed Reporter. The Committee this year had 175 reports to examine. Of these 155 gave rise to no observations. These 175 reports relate to the application of the seventeen Conventions which have been in force for more than a year for the States that have ratified them. These seventeen Conventions are those relating to Hours, Unemployment, Childbirth, Night Work of Women, Minimum Age (Industry), Night Work of Young Persons, White Phosphorus, Minimum Age (Sea), Unemployment Indemnity, Employment for Seamen, Minimum Age (Agriculture), Rights of Association (Agriculture), Workmen's Compensation (Agriculture), White Lead, Weekly Rest in Industry, Minimum Age (Trimmers and Stokers), and Medical Examination of Young Persons (Sea).

The Committee adopted the report prepared by Mr. Jules Gautier. This report will be transmitted to the Governing Body, which will submit it to the International Labour Conference at its Eleventh Session.

The Committee of Experts noted that most of the States whose legislation had given rise last year to observations had furnished additional information to the 1927 Session of the Conference. It noted, further, that the reports received this year were more numerous, more clear, and more complete than before.

The Committee had, in 1927, expressed the wish that States should indicate the local conditions which prevented them from applying to their colonies the provisions of the Conventions they had ratified. It noted with satisfaction that this year certain States had indicated the decision that they had taken in the case of each colony, possession, or protectorate for the application of each of the Conventions ratified, and that Great Britain in particular had stated in certain cases the circumstances which had led either to the decision not to apply the Convention or to the decision to adapt its provisions to local conditions, in accordance with Article 421 of the Treaty.

To sum up, the method of examining national reports, instituted in application of Article 408, makes it possible to follow closely the development of international labour legislation and facilitates the work of reciprocal information provided for by the Peace Treaty.

THE QUESTION OF THE POSSIBLE REVISION OF CONVENTIONS

The Standing Orders Committee of the Governing Body met in Paris on 30-31 March to consider the important question of the procedure to be followed with regard to proposals for the possible revision of International Labour Conventions.

All Conventions so far adopted by the International Labour Conference contain a clause providing that the Governing Body shall, at least once in ten years, present to the general Conference a report of the working of the Convention, and shall consider the desirability of placing on the Agenda of the Conference the question of its revision or modification.

The Governing Body, at its last Session, had before it a memorandum on the general problem. It did not discuss it, as its attention was directed to the special proposal formulated in connection with this item on the Agenda by the representative of the British Government referring exclusively to the revision of the Hours Convention; but as a conclusion of the discussion which took place on the subject, the Governing Body adopted, by 14 votes to 6, a Resolution instructing the Standing Orders Committee to submit to it at its next Session a report on the procedure to be adopted with regard to proposals for the possible revision of Conventions. The Standing Orders Committee met in Paris in order to prepare its report.

During the meeting it also examined the question of the method of voting in the Governing Body in connection with the drawing up of the Agenda of the International Labour Conference.

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 25 April 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 300.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 22.

The International Labour Office was informed, in the period 1-25 April, of 35 new ratifications.

France has ratified the Convention concerning workmen's compensation in agriculture, adopted by the International Labour Conference at its Third Session (Geneva, 1921) the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925); and the Convention concerning seamen's articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

Hungary has ratified the Convention concerning the employment of women before and after childbirth, the Convention concerning the employment of women during the night, the Convention concerning the night work of young persons employed in industry, all adopted by the International Labour Conference at its First Session (Washington, 1919); the Convention concerning workmen's compensation for accidents, the Convention concerning workmen's compensation for occupational diseases, the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, all adopted by the International Labour Conference at its Seventh Session (Geneva, 1925); and the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

Special mention must be made of *Luxemburg* which, making a notable effort to develop its national legislation in harmony with the provisions of international labour legislation, has ratified the 25 Conventions adopted by the International Labour Conference since the establishment of the Organisation.

THE THIRTY-NINTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office met at Geneva on 25 April for its thirty-ninth session.

An account of the proceedings of this session will appear in the next number of the *Monthly Summary*.

THE MEMBERSHIP OF THE GOVERNING BODY

The International Labour Office has been informed of the ratification by Luxemburg of the amendment to Article 393 of the Treaty of Versailles. This amendment was adopted by the International Labour Conference at its Fourth Session at Geneva in 1922.

Article 393 fixes the number of members of the Governing Body of the International Labour Office at twenty-four, twelve of whom represent Governments, six employers', and six workers' organisations. In order to ensure the representation of a larger number of extra-European countries, and thus give the Governing Body a character more in accordance with its universal sphere of action, the amendment adopted by the Conference increases the number of members to thirty-two, sixteen to represent Governments, with eight employers' and eight workers' representatives.

So far the amendment has been ratified by thirty-five countries, including Luxemburg. Two others, those of Uruguay and Salvador, are reported. When they have been registered, only five further ratifications will be required to reach the total of forty-two necessary for giving effect to the amendment.

The Governing Body is elected for periods of three years, and the last election took place in 1925. The next will be held during the International Labour Conference to meet at Geneva on 30 May. If by then the forty-two ratifications required for putting the amendment to Article 393 into effect have not yet been obtained, the Governing Body will necessarily be re-elected on its present basis, that is to say that for a further three years it will consist of only twenty-four members. It is hoped that before 30 May the five ratifications that are still required will have come to hand, and that consequently the new Governing Body will contain an additional eight members and thus realise the desire frequently expressed by various countries, and in particular by the countries of South America.

MEETING OF EXPERTS OF THE CORRESPONDENCE COMMITTEE ON INDUSTRIAL HYGIENE

A number of members of the Correspondence Committee on Industrial Hygiene met at the International Labour Office from 16 to 18 April 1928.

The meeting was attended by the following members: Dr. Bauer, Councillor to the Federal Ministry of Labour, Berlin; Dr. Brezina, Councillor to the Federal Ministry for Social Affairs, Vienna; Dr. Bridge, Senior Medical Inspector of Factories, Great Britain; Dr. Collis, Professor of Preventive Medicine at the University of Cardiff; Dr. Cristiani, Director of the Hygiene Institute of the City of Geneva; Dr. Glibert, General Medical Inspector, Chief of the Industrial Medical Service in Belgium; Dr. Kœlsch, Chief of the Industrial Medical Service at Munich; Dr. Kranenburg, Medical Councillor to the Labour Inspectorate at The Hague; Dr. Lorange, Director of Factory Inspection at Oslo; Dr. Loriga, Chief of Medical Factory Inspection in Italy; Dr. Martin, Professor of Forensic Medicine and Social

Medicine in the Faculty of Medicine at Lyons; Dr. Pierracini, Professor of Industrial Medicine at Florence.

Mr. Albert Thomas welcomed the members and thanked them for their assistance to the Office.

Mr. Lecocq, joint representative with Mr. Findlay of the Governing Body of the Office, spoke of the interest with which the Governing Body follows the work of the experts in industrial hygiene.

Dr. Glibert was unanimously elected chairman.

The experts first examined the question of the possible revision of the list of occupational diseases figuring in the Convention adopted by the International Labour Conference in 1925.

This Convention, which provides that workmen's compensation for occupational diseases should be assured on the same general principles as workmen's compensation for accidents, has been ratified by nine States: Belgium, Finland, Great Britain, Hungary, India, the Irish Free State, Luxemburg, Kingdom of the Serbs, Croats and Slovenes, and Switzerland. Ratification has been authorised by the Parliament of the Netherlands. It has been recommended to the competent national authorities in six States: Estonia, Greece, Japan, Latvia, Poland and Portugal. Legislation for the application of the Convention has been voted or is in course of preparation in seven other States: Austria, Czechoslovakia, France, Germany, Italy, Norway and Sweden.

The question of workmen's compensation for occupational diseases is therefore a living issue in 23 countries. There is also a general movement in favour of wider measures of protection than those assured by the present provisions. The extension of the system of workmen's compensation to cover other occupational diseases and forms of poisoning is demanded by public opinion, by workers' organisations or by the medical profession. This problem involves scientific questions the importance of which gave a special interest to the work of the experts of the Correspondence Committee on Industrial Hygiene.

The experts were of opinion that the following list of occupational diseases might be added to the list figuring in the 1925 Convention: Poisoning by phosphorus and its compounds and their sequelae; Poisoning by arsenic and its compounds and their sequelae: (1) Poisoning by benzene, its homologues, their amino and nitro derivatives and their sequelae, (2) Poisoning by hydrocarbides of the aliphatic series and their chlorinated derivatives and their sequelae; Pathological manifestations due to: (a) Radium and other radio-active substances, (b) to X-rays; Epitheliomas of the skin, due to the handling of tar, pitch, bitumen, mineral oils, paraffin or all compounds, products, or residues of these substances.

The Committee decided not to retain the mention of "recurring dermatitis due to the action of dusts and liquids", and it was unanimously decided to resume the study of this question at the coming session, adding to dermatitis "irritations of the mucous membrane", and to dusts and liquids "irritant gases and fumes".

With regard to silicosis, the experts, after a detailed discussion, adopted, by ten votes with two abstentions, the following resolutions:

"Silicosis is an occupational disease which, in English-speaking countries and in Germany, has been made the object of a very precise scientific discovery in order to determine accurately the diagnosis of the disease in its advanced form.

"At the present time this disease has been made subject to compensation in the English-speaking countries.

"Scientific research, however, is still necessary in the various industries in all countries in order to enable the pulmonary lesions caused by this form of pneumoconiosis and the incapacity which they involve to be specified with precision.

"It is therefore indispensable to request the completion of investigation and study in the different countries in regard to the process of diagnosis of silicosis in the various industries in which workers are exposed to atmospheres with a silica content."

The experts then examined the measures to be considered in certain industries (hides and skins, hair, bone, horns and hoofs) for the prevention of anthrax infection. They closed their session on 18 April, after the examination of a particularly important question, that of the investigation of standard regulations in relation to industrial hygiene.

The Preamble to Part XIII of the Treaty of Versailles assigns to the International Labour Organisation the protection of the worker against sickness, disease and injury arising out of his employment. In order to assure this protection, the International Labour Office has dealt with the measures to be taken with a view to safeguarding workers exposed to specific dangers, such as poisoning and infection. In this field it has studied the special questions of anthrax, white lead, etc. It is, however, none the less important to lay down the main lines of the principles which should constitute the basis of the hygiene of work-places in general. The problem to be solved is the safeguarding not only of the life and health of limited categories of workers, but the life and health of the hundreds of millions of workpeople who labour in workshops or factories.

With a view to the study of this problem, the International Labour Office has examined the legislation of the most advanced countries with regard to industrial hygiene, and has extracted the measures of a general character. It has begun to bring together the principles of a sort of standard of industrial hygiene regulations involving the minimum of indispensable measures to be applied in industrial establishments.

The experts proceeded to an exchange of views on the draft report submitted, and they appointed a special sub-committee to assist the Hygiene Service by correspondence in the study of this wide question.

MONTHLY SUMMARY

OF THE

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 23 May 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 300.

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THE ELEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eleventh Session of the International Labour Conference opened in Geneva on 30 May. Its work will last two or three weeks.

The two principal questions on its Agenda are : (1) methods of fixing minimum wages (second discussion) and (2) prevention of industrial accidents, including accidents due to coupling on railways (first discussion).

THE THIRTY-NINTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office held its thirty-ninth Session from 25 to 28 April 1928, under the chairmanship of Mr. Arthur Fontaine, French Government delegate.

THE TWO SESSIONS OF THE CONFERENCE IN 1929

The Governing Body discussed in private Session various questions of principle submitted to it by the Finance Committee with a view to the preparation by the Committee of detailed proposals for the 1929 budget. Among the questions discussed was that of the organisation in 1929 of two Sessions of the International Labour Conference, one Session dealing specially with questions of maritime labour and one general Session. By 13 votes to 8, the Governing Body decided that the two Sessions should be held, not consecutively as it had previously decided, but separately at an interval of some months.

DOUBLE DISCUSSION PROCEDURE AT THE CONFERENCE

The Governing Body, meeting in public Session, considered the proposals of the Standing Orders Committee on various questions that had been referred to it for examination. It agreed that a decision should not at present be taken on the desirability of modifying the double discussion procedure at the International Labour Conference, as this procedure had had so far a very restricted trial. The Governing Body decided that the question ought to be examined afresh by the Conference in the light of the draft questionnaire which will be submitted to the 1928 Session.

If, however, after the items of the Agenda have been discussed by the Conference in 1928, that Conference is of the opinion that the discussion of a draft questionnaire impedes and embarrasses its work, the Governing Body makes the following recommendations :

- (1) That the International Labour Office should draw up a report on the items of the Agenda, which would not necessarily include a questionnaire;
- (2) That the Conference should decide by the approval of the conclusions or resolutions the points on which the Governments are to be consulted;
- (3) That the International Labour Office should draw up on this basis the questionnaires to be submitted to the Governments.

INTERPRETATION OF SPEECHES

The 1927 Conference adopted a Resolution concerning the possibility of interpreting speeches made at the Conference in languages other than the official languages, and the question was referred to the Standing Orders Committee for consideration.

The Governing Body took note of the conclusions of the Standing Orders Committee, which considered that there was no need to amend the Standing Orders of the Conference, as the Director had informed the Committee that he would take the necessary administrative steps to carry out the suggestion of the Conference.

REPRESENTATION OF NATIVE WORKERS

As a result of a motion submitted by Mr. Giri, Indian workers' delegate to the Tenth Session of the International Labour Conference, the Governing Body, on the proposal of the Standing Orders Committee, instructed the Director to suggest to the Governments in the letter of convocation for the 1929 Conference, that they might draw the attention of the most representative workers' organisations to the desirability of including in delegations to the International Labour Conference representatives of workers in colonies or mandated territories, particularly when questions affecting their conditions of work appeared on the agenda of the Conference.

SUBSTITUTE DELEGATES

The International Labour Conference at its Tenth Session adopted a proposal made by its Officers to refer to the Governing Body the question whether the appointment of substitute delegates was allowed by the Treaty of Peace. The Governing Body adopted the view of the Standing Orders Committee, which considered that under the Treaty a Government could not appoint substitute delegates in addition to the regular delegates and advisers, but that there was nothing to prevent certain advisers from being appointed to act as substitutes for the regular delegates.

It was, however, pointed out that a Government could only nominate in advance those advisers who were to act as substitutes for the Government delegates, and that the right of appointing substitutes for the employers' and workers' delegates rested with those delegates themselves.

On the proposal of the Standing Orders Committee, the Governing Body also adopted for submission to the Conference two proposals for the amendment of the Standing Orders of the Conference, according to which Ministers whose Departments deal with the questions discussed by the Conference and who are not delegates or advisers may attend the sittings of the Conference and speak.

PROCEDURE FOR REVISION OF CONVENTIONS

The Governing Body then considered the procedure to be followed as regards proposals for the revision of Conventions. The conclusions of the report of the Standing Orders

Committee were explained by Mr. Mahaim, Chairman and Reporter of the Committee, who drew the attention of the Governing Body to the necessity of agreeing on a procedure intended to apply to all the Conventions, and not merely to one special Convention.

Mr. Jouhaux, French workers' representative, defined the attitude of the Workers' Group to the problem of revision of Conventions. The Workers' Group had never been opposed to the consideration of Conventions with a view to finding means of hastening ratification. Although experience had shown that the Group had sometimes gone too far in conciliation, it was ready to continue in its attitude, but it could not agree that discussion of all the Conventions should be reopened in connection with revision procedure. The Workers' Group could not admit that, contrary to the principles of Part XIII of the Treaty of Peace, which was the fundamental charter of the International Labour Organisation, an attempt should be made to take advantage of a revision clause in order to substitute one Convention for another.

Mr. Poulton, British workers' representative, expressed similar views. The Workers' Group had voted for the draft revision procedure submitted by the International Labour Office. According to that draft, the Governing Body would, if it decided that revision was necessary, specify the points on which modifications appeared to be needed, and the discussion at the Conference would be limited to those points.

Mr. Olivetti, Italian employers' representative, pointed out that the question of the Hours Convention was in the minds of all the members and influenced the discussion. He asked the Governing Body to regard the matter from the purely legal point of view, and maintained that it was necessary to adopt an elastic procedure which would allow of a full examination of the position as regards each Convention.

Mr. Jouhaux stated that, if it were proposed to undertake general revision, the Workers' Group would put forward proposals for total revision extending the Convention as against any proposals for total revision in the sense of restricting the Convention.

The Director pointed out that the real question at issue was whether the Governing Body, after examining the position as regards the Convention, could propose to the Conference to amend certain specified articles of the Convention, or whether the opening of revision procedure would imply the possibility of total revision of the Convention. He was in favour of a procedure for limited revision, since general revision procedure would destroy the stability of international labour legislation. It seemed difficult to understand that, after undertaking constructive work for ten years, they should, at the end of that period, run the risk of compromising all that had been achieved. In the interests of the future of the International Labour Organisation and of the consolidation of the benefits which it has brought to the workers of the world, he asked the Governing Body to allow for the possibility of limited revision, according to the procedure suggested by Mr. Jouhaux and the Workers' Group.

After a discussion, in which members of the three groups of the Governing Body took part, the Governing Body adopted the following proposals which were submitted by Mr. Mahaim and which Mr. Wolfe, on behalf of the British Government, accepted in a spirit of conciliation :

(1) When the Governing Body, in accordance with the provisions of a Convention, has to present to the Conference a report on the working of the said Convention, and has to decide if it is desirable to place the question of its revision or modification on the Agenda of the Conference, the Office shall submit to the Governing Body all the information which it possesses, particularly on the legislation and practice relating to the said Convention, both in those countries which have ratified it and in those which have not ratified it.

(2) The Governing Body shall fix the terms of the report on the working of the Convention.

(3) It shall consider the question of placing the revision or modification of the Convention on the Agenda of the Conference. This consideration shall not take place until after two months from the date of the circulation of the Office report (referred to in para. 1) to the members of the Governing Body.

(4) If the Governing Body takes the view that it is not desirable to place the revision or modification of the Convention on the Agenda, the Office shall communicate the above-mentioned report to the Conference.

(5) If the Governing Body takes the view that it is desirable that the question of placing the revision or modification of the Convention on the Agenda of the Conference should be further pursued, the Office shall send the report to the Governments of the Members and shall ask them for their observations, drawing attention to the points which the Governing Body has considered specially worthy of attention.

(6) The Governing Body shall, on the expiry of four months from the date of the despatch of the report to the Governments, taking into account the replies of the Governments, adopt the final report and define exactly the question or questions which it places on the Agenda of the Conference.

The above procedure, which makes it possible to limit the revision of a Convention to certain definite points, was adopted by 18 votes (all the Government and workers' members) to 6 (all the employers' members).

PROPOSED REVISION OF THE HOURS CONVENTION

The Governing Body, having settled the general question of the procedure for the revision of Conventions, was then in a position to discuss the proposal of the British Government with regard to the revision of the Hours Convention.

Mr. Wolfe, British Government representative, asked that the discussion should be adjourned, though not because the British Government had in any way changed its attitude since the previous Session. He stated that the attacks which had been made on the British Government on account of its revision proposal were unjustified. The British Government had no intention of attacking the International Labour Organisation, or the best interest of the workers. It was a sincere friend of the Organisation and it believed that its proposal would result in clearing up the situation.

INTELLECTUAL WORKERS

The Governing Body decided to adjourn the discussion of the British Government's proposal until its next Session.

The Governing Body took note of the record of the preparatory meeting held at Brussels on 19-20 December 1927 by the five members already appointed to the Advisory Committee on Intellectual Workers in order to draw up definite proposals for the final constitution of the Committee.

On the basis of these proposals the Governing Body decided that the Advisory Committee on Intellectual Workers should be composed as follows :

(1) Five permanent Officers, three representing the Governing Body of the International Labour Office and two representing the League of Nations International Committee on Intellectual Co-operation.

These Officers should indicate to which of the two organisations (International Labour Organisation or Committee on Intellectual Co-operation) the study and solution of the problems before the Committee should be entrusted.

(2) Representatives of the most important national and international organisations of intellectual workers, the list of such organisations being revised periodically by the Governing Body of the International Labour Office.

The Committee, consisting of its Officers and the representatives referred to above, would examine from a general point of view the questions coming within its scope.

For a period of two years (1928-1929) the organisations permitted to appoint representatives might be the following :

International Federation of Intellectual Workers (4 members).

International Federation of Journalists (1 member).

German organisations of intellectual workers (1 member).

Italian organisations of intellectual workers (1 member).

Intellectual workers of extra-European countries (2 members).

International Employers' Organisation (2 members).

(3) Experts appointed to consider questions on the agenda on which they are specially competent.

So far as possible these experts should be appointed on a principle of joint representation and represent, if necessary, the various interests involved.

The Governing Body decided on the following Agenda for the coming meeting of the Advisory Committee on Intellectual Workers :

(1) Termination of employment of journalists in the event of a change occurring in the policy of their newspaper.

(2) Stipulation concerning the acceptance of other employment in the case of engineers and technical staff leaving an establishment.

(3) Finding of employment for theatrical artists.

(4) Inventions by employees.

The question of unemployment among intellectual workers might form the subject of a report by the International Labour Office, prepared in collaboration with the International Institute of Intellectual Co-operation, to be submitted to members of the Committee before the end of 1928.

ECONOMIC INSTITUTIONS OF THE LEAGUE

The Governing Body considered the question of the relations between the International Labour Office and the economic institutions of the League of Nations.

The Director informed the Governing Body of the results of the negotiations on this subject which had been undertaken with the Secretariat of the League of Nations and the Chairman of the Consultative Economic Committee. The following proposals were made :

(1) That the Chairman of the Governing Body of the International Labour Office should be asked to attend meetings of the Consultative Economic Committee.

(2) That the technical services of the Office should take part in the preparatory work for the Committee in the same way as they had taken part in the preparations for the International Economic Conference.

(3) That the Director of the International Labour Office should be asked to attend the meetings of the Presidential Board of the Consultative Economic Committee for the consideration of questions of interest to the International Labour Organisation.

The Governing Body decided to accept the above proposals.

It adjourned the discussion of a suggestion that a committee of the Governing Body should be set up to follow the economic work of the League of Nations in its relation to the work of the International Labour Organisation.

FINANCE

The Governing Body approved the conclusions of the report of its Finance Committee, according to which the budget estimates for the International Labour Organisation for 1929 were fixed at 8,494,780 francs.

During the discussion of the budget, Mr. Jouhaux quoted figures to show how insignificant, in relation to the total sum of national expenditure, are the contributions of the States Members to the expenses of the League of Nations and the International Labour Organisation. The percentages of the total national budgets represented by contributions to the International Labour Organisation are stated to be as follows : Germany, 0.005 per cent; Australia, 0.011; Austria, 0.007; Great Britain, 0.004; Belgium, 0.014; France, 0.007; Italy, 0.009; Japan, 0.011; Netherlands, 0.011; Sweden, 0.013; Czechoslovakia, 0.014.

THE DISABLED.

The Governing Body felt unable to accept a request from the International Conference of Disabled and Ex-Service Men's Associations for the holding of a Conference to discuss the question of war pensions, as this question does not fall within the competence of the International Labour Organisation.

NEXT SESSION

The Governing Body decided that its Fortieth Session should take place at Geneva on 28 May 1928.

THE DIRECTOR'S VISITS TO ITALY AND SPAIN

Mr. Albert Thomas, Director of the International Labour Office, accompanied by his Chief of Cabinet (Mr. Viple) and the Chief of the Relations and Intelligence Division (Mr. di Palma Castiglione), went to Rome on 2 May 1928 to take part in the meeting of the Agricultural Co-ordination Committee which was held at the headquarters of the International Institute of Agriculture.

In the course of his visit to the Italian capital, he was received by members of the Government and the heads of various public departments and institutions which are in relations with the International Labour Organisation. He was also in touch with the organisations of workers and employers.

He was thus enabled to study on the spot, in consultation with the authorities concerned, the situation of the country with regard to the Conventions adopted by the International Labour Conference, and to investigate with them the possibilities of further ratifications. A cordial welcome was given to him, and the Italian press devoted considerable attention to his visit and to the work of the Office.

The Director had an interview with the Head of the Government, Mr. Mussolini. He saw Mr. Grandi, Under-Secretary of State for Foreign Affairs, and Mr. Rocco, Minister of Justice. He paid a visit to the Ministry of Corporations, where he was received by Mr. Bottai, Under-Secretary of State, and to the Ministry of National Economy, where he was received by the Minister, Mr. Belluzzo.

Visits were made also to the Central Statistical Institute, the National Co-operation Institute, the National Social Insurance Fund, the Industrial Accident Insurance Fund, the National Labour and Co-operation Bank, the Credit Bank for Italian Labour Abroad, the Educational Cinematograph Institute, the National Spare-Time Institute, and the Workers' Housing Institute.

The Director went also to the headquarters of the Fascist General Confederation of Italian Industry, the Fascist General Confederation of Agriculturists, the Fascist National Confederation of Merchants, and the Fascist National Confederation of Banks.

On the invitation of Mr. Rossoni, President of the National Confederation of Fascist Trade Unions, he attended a meeting of the organisers of the Fascist workers' unions and also the inaugural meeting of the national congress of these unions.

Further, at the office of the Rome Correspondent of the International Labour Office, he received calls from a number of leading persons occupied with social questions.

The Director left Rome on 6 May. On his way from Italy, he stopped at Genoa, where he visited the offices of *Lavoro* and met a number of the chief officials of the National Association for the Study of Labour Problems.

* * *

Mr. Albert Thomas, accompanied by his Chief of Cabinet, Mr. Viple, then proceeded to Spain. There also he met members of the Government and the heads of various public departments. He was also in touch with the most representative organisations of workers and employers. He discussed with the authorities concerned the situation of the country with regard to international labour legislation, and he experienced the satisfaction of finding that his stay coincided with three favourable decisions of the Spanish Government with regard to the ratification of three important Conventions, among them the Washington Hours Convention. The Director everywhere received a cordial welcome. The press spontaneously devoted great attention to his visit and to the work of the Office.

Arriving in Barcelona on the 8th of May, the Director was received by Mr. Aunos, Minister of Labour, Commerce and Industry, and Count de Altea, representative of Spain on the Governing Body of the International Labour Office. He visited the Federation of Co-operative Societies, the Delegation of the Ministry of Labour, the National Institute of Social Welfare, the Technical University, and the Mixed Committee on Retail Trade. He gave an address to the members of the Co-operative Societies. He visited the large area on which is to be erected the International Exhibition of Industry in 1929.

From Barcelona, Mr. Albert Thomas returned to Madrid, accompanied by Mr. Aunos. He was received by the Head of the Government, General Primo

de Rivera, who gave in his honour a dinner at the Ministry of Foreign Affairs. He had conversations at the Ministry of Labour, Commerce and Industry with the heads of the departments which deal with matters relating to the International Labour Organisation. He gave an address at the French Institute.

Mr. Albert Thomas visited the headquarters of the General Federation of Workers, where he was warmly welcomed by the Executive Committee and Mr. Caballero, workers' representative on the Governing Body of the International Labour Organisation. He gave an address at the Maison du Peuple to an audience of several thousand persons. The General Federation of Workers gave a dinner in his honour.

Mr. Albert Thomas was also received by the Employers' Association of Economic and Social Studies, the Executive Committee of which is presided over by Mr. Francisco Junoy, employers' delegate at the International Labour Conference.

Mr. Albert Thomas visited the Rehabilitation Institute, where a banquet was given by Mr. Aunos, Minister of Labour, and at which were present high officials of his Department. During this banquet Mr. Aunos announced the decision taken by the Cabinet to ratify the Washington Hours Convention on condition that this ratification would not come into force until after the ratification of the Convention by France, Germany, Great Britain and Italy. The Spanish Government has decided to ratify unconditionally the Convention concerning workmen's compensation for accidents and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

Mr. Albert Thomas left Madrid on 13 May to return to Geneva.

THE ADVISORY COMMITTEE FOR REFUGEES

The Advisory Committee for Refugees met on 22 May at the International Labour Office, Mr. Albert Thomas in the chair. Dr. Nansen, High Commissioner of the League of Nations for Refugees, was represented by Major Johnson, Deputy High Commissioner. The Advisory Committee is composed of representatives of private organisations which deal with refugees. It meets twice a year to state its views on matters concerning refugees and to express the desires of the groups concerned.

The Advisory Committee considered and approved the report of the High Commissioner on the funds at his disposal and also the programme for the establishment of Armenian refugees in Syria and in the Lebanon. This programme would permit the placing of some twelve thousand refugees.

The Committee adopted various resolutions relating to the legal status of Russian and Armenian refugees. These resolutions will be submitted to a diplomatic conference which will meet at Geneva at the end of June.

The Committee took note of the plans for the establishment of Russian and Armenian refugees in South America and in France and the scheme for placing in the United States a small number of Russian technicians. It expressed the desire that the evacuation of the Russian refugees who still remain at Stamboul should be actively carried forward and brought to an end as soon as possible.

THE ENQUIRY INTO WAGES AND HOURS OF WORK IN THE COAL-MINING INDUSTRY

The International Labour Office has published the results of its enquiry into wages and hours of work in the coal-mining industry, a study which is of particular interest now that the problems of the coal crisis are officially raised on an interna-

tional basis. The decision to undertake the enquiry was made by the International Labour Conference at its Seventh Session, in June 1925, in view of the difficulties with which certain coal-producing countries were faced, on a request from the Committee of the International Miners' Federation.

In view of the importance and delicacy of the problem, it was necessary, in the first place, to decide on the methods to be adopted for the collection of the most precise and comparable data on the various items that go to make up the wages of miners (cash wages, wages in kind, various allowances, insurance contributions, etc.), and an exact estimate of their hours of work (legislation in force, calculation of the average time for going up and down the shaft, time to and from the working face, etc.). Without such methods it would have been impossible to establish comparisons of the average earning of miners, their real wages (taking into account the cost of living in the various coal-mining districts), the average wage for each ton of coal extracted or saleable, and the actual hours on duty, etc. It is not generally realised how difficult it is to establish international statistics even for the best equipped industries.

The methods decided upon were approved by a Committee set up by the Governing Body in January 1926, and the International Labour Office then got into touch with the Governments concerned to obtain the data necessary for the completion of its study.

The conclusion reached by the International Labour Office strengthens a conviction which it has always had, i.e. that any international agreement, any Convention, must rest on a scientific knowledge of the problem which it aims at solving, and that this scientific knowledge is difficult to obtain, but can nevertheless be obtained by patient and objective methods. Above all, a close investigation of the working conditions of the miners in the various coal-producing countries further confirms the belief that if one day international agreements are to be reached between coal merchants and producers, such agreements must take into account the situation of the miners themselves.

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 7.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 June 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 305.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

The International Labour Office was informed, in the period 23 May to 21 June, of five new ratifications.

Belgium has ratified the Convention concerning the age for admission of children to employment in agriculture, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

Czechoslovakia has ratified the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

Finland has ratified the Convention concerning night work in bakeries, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

Latvia has ratified the Convention concerning workmen's compensation for accidents and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE ELEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eleventh Session of the International Labour Conference met at Geneva from 30 May to 16 June. Dr. Carlos Saavedra Lamas, delegate of the Argentine Government, presided, and the Vice-Presidents were Mr. Michael MacWhite (Government delegate, Irish Free State), Mr. Hans Vogel (employers' delegate, Germany), and Mr. Tom Moore (workers' delegate, Canada).

The Conference was important, in the first place because of the number of countries participating, and in the second place because of the nature of the decisions arrived at. In adopting these decisions, the Conference rendered service

to the great conception of international legislation, the harmonious development of which, as Mr. Arthur Fontaine, Chairman of the Governing Body, emphasised in his opening speech, is at the foundation of the League of Nations, the Permanent Court of International Justice and the stable organisation of peace, as well as of the International Labour Organisation.

This Session brought together 148 delegates and 190 technical advisers, sent by 46 States. The number of States represented has been exceeded only once, in 1925. Brazil, although it no longer participates in the work of the League of Nations, indicated its determination, to continue its collaboration with the International Labour Organisation by sending a complete delegation. Turkey and Ecuador, although not members of the Organisation, sent observers.

It will be remembered that two questions were on the agenda of the Conference : (1) minimum wage-fixing machinery; (2) the prevention of industrial accidents, including accidents due to coupling on railways. Only the first of these questions was to lead, during this Session, to a final decision. The second question was to constitute the subject of a first discussion, in virtue of the "double discussion" procedure employed by the Conference.

The decisions arrived at may be summarised as follows.

MINIMUM WAGES

By 76 votes to 21, the Conference adopted a Draft Convention instituting the obligation for all ratifying States to create or maintain machinery whereby minimum rates of wages can be fixed for workers employed in certain of the trades or parts of trades (and in particular in home working trades) in which no arrangements exist for the effective regulation of wages by collective agreement or otherwise and wages are exceptionally low.

Each Member State which ratifies this Convention shall be free to decide, after consultation with the organisations, if any, of workers and employers in the trade or part of trade concerned, in which trades or parts of trades, and in particular in which home working trades or parts of such trades, the minimum wage-fixing machinery referred to above shall be applied.

Each Member which ratifies this Convention shall be free to decide the nature and form of the minimum wage-fixing machinery, and the methods to be followed in its operation :

Provided that :

(1) Before the machinery is applied in a trade or part of a trade, representatives of the employers and workers concerned, including representatives of their respective organisations if any, shall be consulted as well as any other persons, being specially qualified for the purpose by their trade or functions, whom the competent authority deems it expedient to consult;

(2) The employers and workers concerned shall be associated in the operation of the machinery, in such manner and to such extent, but in any case in equal numbers and on equal terms, as may be determined by national laws or regulations.

(3) Minimum rates of wages which have been fixed shall be binding on the employers and workers concerned so as not to be subject to abatement by them by individual agreement, nor, except with the general or particular authorisation of the competent authority, by collective agreement.

Each Member which ratifies this Convention shall take the necessary measures, by way of a system of supervision and sanctions, to ensure that the employers and workers concerned are informed of the minimum rate of wages in force and that wages are not paid at less than these rates in cases where they are applicable.

A worker to whom the minimum rates are applicable and who has been paid wages at less than these rates shall be entitled to recover, by judicial or other legalised proceedings, the amount by which he has been underpaid, subject to such limitation of time as may be determined by national laws or regulations.

Each Member which ratifies this Convention shall communicate annually to the International Labour Office a general statement giving a list of the trades or parts of trades in which the minimum wage-fixing machinery has been applied, indicating the methods as well as the results of the application of the machinery, and, in summary form,

the approximate numbers of workers covered, the minimum rates of wages fixed, and the more important of the other conditions, if any, established relevant to the minimum rates.

Such are the essential provisions of the Draft Convention, the ratification of which will aid in raising in many countries the conditions of certain categories of workers.

A Recommendation, which the Conference adopted by 81 votes to 18, supplements the Draft Convention by putting on record for the guidance of the Members certain general principles which, as present practice and experience show, produce the most satisfactory results.

It draws attention to the desirability that, wherever a considerable proportion of women are employed, provisions should be made as far as possible for the inclusion of women on the minimum wage-fixing body. It also calls the attention of Governments to the principle affirmed by Article 427 of the Peace Treaty that men and women should receive equal remuneration for work of equal value.

THE PREVENTION OF INDUSTRIAL ACCIDENTS

The question of the prevention of industrial accidents came before the Conference for the first time. In virtue of the "double discussion" procedure, it could not, therefore, form the subject of a Draft Convention or Recommendation this year. Next year, after a second discussion, the Conference may take a final decision.

During its Eleventh Session the Conference had simply to decide if it would place this question on the agenda of the 1929 Session and to proceed to a general discussion with a view to the drawing up of a questionnaire which the International Labour Office would send to Governments. On the basis of the replies of the Governments to this questionnaire, a final decision may be taken next year.

The discussion which took place this year constituted a very useful preparation for the solution to be adopted. It rendered it possible to bring the problem of industrial accidents clearly to the bar of the public opinion of the world. It fully reflected the movement which has developed in various industrial countries to ensure the safety of workers in factories and workshops and to avoid the enormous sacrifices of human life and the material losses which result from them and which constitute so heavy a burden on production. The exhibition organised by the Office during the Conference was a practical demonstration of what can be done in this field.

The Conference, by 94 votes to 5, adopted a draft questionnaire which will make it possible to consult Governments on the various aspects of the question: scientific research, compilation of statistics, collaboration of employers and workers, participation of the workers in the application of safety measures, legislative measures, educative propaganda, education, etc. A special question asks the opinion of States on the adoption of a Draft Convention or Recommendation to make it compulsory for the sender to indicate the weight on heavy packages transported by ship.

By 95 votes to 0, the Conference voted a Resolution to draw the attention of Governments in all countries to the importance of the question of the prevention of industrial accidents and to those measures which would render possible a reduction in the number of such accidents, such as the application of methods of individual instruction popularised by the "Safety First" movement.

Another Resolution, also adopted by 95 votes to 0, requests the Governing Body of the International Labour Office to consider what steps can be taken to complete the documentary information in the possession of the International Labour Office on the subject of national legislation on industrial safety in the different industries and on all compulsory provisions laid down on this matter by central and local authorities, and to prepare comparative tables based on the above-mentioned information.

It was decided by 123 votes to 0 to place the question of the prevention of industrial accidents on the agenda of the Twelfth Session of the Conference in 1929.

The Conference devoted special attention to the question of the protection of workers employed in loading and unloading ships. By 101 votes to 0 it adopted a draft questionnaire which envisages the possibility of the adoption of a Draft Convention on this matter. It added a resolution with a view to the previous consultation of the Joint Maritime Commission on the maritime aspects of the question before the opening of the Twelfth Session of the Conference. It was decided by 121 votes to 0 to place this question on the agenda of the 1929 Session.

Finally, on the question of the prevention of accidents due to coupling on railways, the Conference adopted a Resolution asking that the International Railway Union should continue actively its study of the problem and should communicate its results to the International Labour Office as soon as possible, and in any case within the next two years. The Resolution also asks for the appointment by the Governing Body of a joint committee of twenty-one persons representative of the Governments, employers and workers to study the whole question, to avail themselves of the experience already obtained by the international Railway Union, and to report as soon as possible to a further Conference.

Apart from these questions, the Conference dealt with the following matters :

APPLICATION OF CONVENTIONS

The Conference unanimously adopted the report of the Committee which examines the annual reports submitted by States in virtue of Article 408 of the Peace Treaty on the application of the Conventions that they have ratified. This report proposed that the Committee of Experts which had been established as an experiment by the Governing Body to study the information supplied by States should be maintained. It stated that if from the point of view of the application of Article 408 the present situation is not entirely satisfactory, it must be recognised that valuable results have already been obtained which will permit the development of international labour legislation and the realisation of important measures of social progress.

STANDING ORDERS

The Conference took a certain number of decisions with regard to standing orders, in particular with regard to the participation in its sittings of Ministers and Under-Secretaries of States within whose competence the matters dealt with enter, the appointment of substitute delegates, the constitution of a drafting committee in each Committee, the representation at the Conference of workers in colonies and mandated territories and also native and coloured workers, the translation of speeches made in non-official languages and the standing clauses of Draft Conventions.

RESOLUTIONS

The Conference adopted various Resolutions asking the Governing Body to invite the International Labour Office to make studies on the following subjects : methods adopted to decrease or eliminate the various causes of decreased production (accidents, ill-health, irregularity and instability of employment, barren disputes, etc.); the progress of the spirit of collaboration between employers and workers; the effects of rationalisation on the condition of the workers; workers' dwellings and housing conditions of the workers; dangers involved in the work of motor-car drivers and other workers in the motor-transport industry; dangers involved in the one-man system of locomotive driving; collective agreements in agriculture; the efforts made and the results obtained in various countries in the re-education and re-employment of the disabled; the conditions of work of men, women and children employed in the textile industry; the opinion of workers' circles with regard to calendar reform.

By 69 votes to 17, the Conference adopted a Resolution asking that the International Labour Office should continue to study the question of freedom of association with a view to its being placed again on the agenda of a forthcoming Session of the Conference.

A Resolution in favour of the establishment of voluntary associations to make known the work of the International Labour Organisation and to encourage the ratification of Conventions was adopted by 56 votes to 18. Other Resolutions adopted concern measures taken by States Members with a view to submitting to the competent authorities within the time limits fixed by the Treaty the Draft Conventions and Recommendations voted by the Conference; and the establishment by States Members of Government departments dealing with labour questions.

The Conference by 73 votes to 6 remitted for examination to the Governing Body a draft Resolution and amendments concerning the official languages of the Organisation.

In this connection reference should be made to the practical progress realised by the system of simultaneous telephonic translation applied for the first time at the Conference. The Conference expressed its gratitude to Mr. E. A. Filene, of Boston, who was the first to think of the system and without whose constant encouragement and generous assistance the Office would have been unable to undertake this experiment and bring it to a successful conclusion.

THE DIRECTOR'S REPORT

The Conference, as in previous Sessions, included as one of its essential features a full discussion of the Report in which the Director of the International Labour Office gives an account of the work of the Organisation and of the main events in the field of social development in the previous year. It was evident from this discussion that there is a general will to maintain and develop the work of the Organisation, and in particular to secure its closer participation in the activity of the League of Nations in the economic field. The attention of the Conference was, however, as usual especially concentrated

on the ratification and application of Conventions. The problem was discussed of the consequences for the future of the Washington Eight-Hour Convention of the British proposal of revision. During the discussion the representative of Great Britain made the following formal declaration :

"The British Government, while adhering to the principles of the Washington Convention and proceeding in the light of what was discussed at the London Conference, desires, as a means of ensuring progress, to define those principles more precisely, thus laying the basis for uniformity and providing what is needed to secure that international action is practicable."

Mr. Albert Thomas, in his reply to those who had spoken on his Report, emphasised the importance of this declaration. He gave an account of the situation of the Organisation with regard to the eight-hour day after the decision of the Governing Body rejecting the proposal to begin immediately the procedure of revision and inviting the Director to prepare on all the Conventions voted in Washington in 1919 the reports which these Conventions provide should be presented at least once in ten years, and to submit them on completion to the Governing Body. He showed that the question of the revision of the Conventions was one of the gravest brought before the Organisation for some years. "Does not the legislation which exists in accordance with these Conventions run the risk of being prejudiced by modifications satisfactory to certain States which have not yet ratified but unsatisfactory to the States which have ratified? How will the two Conventions live side by side: the old Convention and the new Convention? These are the legal problems which the Governing Body has begun to examine. They will necessarily come before the International Labour Conference. These problems are vital for the future of our Organisation."

The Director noted that the British proposal of revision had not brought to a stop the movement for the ratification of the Eight-Hour Convention. Since the British proposal was made, Luxemburg had unconditionally ratified, Spain had conditionally ratified, and Cuba had announced ratification. Conditional ratification at least indicated that the ratifying countries considered that the Convention as it stood at present was an applicable and practicable Convention.

In the case of the Conventions as a whole, ratification had made considerable progress in recent months. The number of ratifications registered now amounted to 305.

Progress had also taken place from the point of view of the application of the Conventions and the mutual engagements which guarantee it. "Two years ago the Committee on Article 408 was established. Last year when the Committee of Experts made its report, objections were made in the Conference itself. The experts themselves were troubled by this. At the beginning of their session this year they asked what was the value of the work that they accomplished and if this work was really useful. They were shown the replies given by the Governments; they were told that before the present Session the supplementary information that seemed necessary to them would be asked for. I consider it as a characteristic of the development of the moral authority of our Organisation that almost all the requests made to States for fresh information have been replied to and that they have all made every effort without fear of any legal sanction; without any procedure of control, to show the endeavours that they were making to apply the Conventions.

"I have no hesitation in stating that if the Conference perseveres, if the method established by the Committee on Article 408 is developed, a new guarantee will be established for States desiring to ratify."

Mr. Albert Thomas surveyed the other problems that may be raised by the ratification of Labour Conventions. He emphasised economic problems and their relations with social problems. Then, as is his custom, replying to the observations made and the wishes expressed during the discussion, he spoke of the activity of the Office and of the developments that it necessitated: development of publications in official languages and in non-official languages, development of closer relations with all countries, increase in the number of officials of different nationalities, increase of correspondents' offices, journeys of the Director and the Deputy-Director, etc. All the desires expressed on these various questions indicate the growing confidence shown in the Organisation.

"It is an encouragement", added the Director, "to see a Conference like this in which the most distant countries take so active and intense a part; in which Latin-America participates with new intensity with its fourteen delegations, with its President of the Conference, the eminent representative of the Argentine Republic, Dr. Saavedra Lamas, with complete delegations, with workers representing new trade union organisations, free at once from the pure corporatism and the anarchical agitation of the workers' federations of times past, and including sometimes 140,000 to 150,000 members. When we see them here working for closer participation and promising ratifications, is this not a reason to be confident?"

Mr. Albert Thomas then showed how the necessities of life itself lead to the extension of the field of study of the International Labour Organisation.

"It results from this extension that the problems brought before us may not always be pure labour questions. It is possible that general theories may conflict. I raised the question last year; I raised it again in this year's Report. Discussions have already taken place before the Conference. I would consider that I am not worthy to fill the office of Director of the International Labour Office if I should close my eyes to problems of this kind. I have also the right to say that I have never pretended to produce a solution. It is not possible during a rapid journey to form a judgment and appreciation of great institutions. I have asked that the problem should be discussed here in the spirit of the Organisation; that is to say, with the will to try to find in all institutional systems, in all political systems the way in which the protection of the workers and the ratification of International Labour Conventions may develop, the way in which the work of the International Labour Organisation may be accomplished.

"I may be mistaken, for every man is fallible, but I have the right to say that this scientific study is the only one which is proper to the direction of an institution like ours. I have the right to say that I have never abandoned this attitude. If this attitude of obtaining objective information, of making documentary enquiries indispensable to provide proper bases for conflicts of principle, may give rise to incorrect interpretations in the outside world because of my relations of friendship and of party, because of my fidelity to my political ideas, that question must be discussed outside this hall. Here I wish to remain within the limits of the accomplishment of my duty. I am persuaded that within the Conference itself problems are being discussed and solutions are being sought. Mr. Olivetti said that all roads lead to Rome. This is an old saying which was quite true in the Middle Ages, but to-day there are roads which pass through Rome and all come back to Geneva. It is in this spirit that we wish to carry out our work. I know that sometimes this scientific study may give rise to criticism; I know that I may be accused of not immediately seeing realities and of wishing always and at all costs to encourage optimism. It is true. Each man has his duty to perform. In the Middle Ages, in the great organisation which sought to establish peace on earth, there were two classes of men who were responsible for the faith and the belief that were common to them: the Seculars and the Regulars. It was the difficult task of the Seculars to seek how faith may find its way in daily realisation. It was the task of the Regulars to recall constantly the nature of the faith in its strictness and its rigidity. It was the fate of the Seculars to be regularly corrected by the Regulars. Nevertheless, both parties were essential to the working out of the common destiny.

"If my mind is too indulgent, if sometimes I am apt to allow myself, in seeking every measure that may aid the International Labour Organisation, to judge too generously and too indulgently certain questions of a political or other character, I will be content to think that this may perhaps be a defect of my character, but that none the less this defect may be of service to an Organisation where mutual respect for ideas and equality of discussion must be established.

"To conclude on a more serene note, let me quote something. When after hard-fought battles I have a chance of reading something, I find in my reading some thought or other which brings peace to me. The other day, re-reading the Legend of Francis of Assisi this is what I found. Whenever Francis found some bit of writing, either about matters divine or matters human, on the road, in a house, on the pavement, he collected it with the greatest respect and placed it in some sure or sacred place, thinking that there might be in it the name of God or something relating to God. When one day certain Brothers asked him why he collected every bit of writing so carefully, even the writings of the pagans where the name of the Lord did not appear, he replied, 'My sons, I do it because in these writings are to be found the letters of which the glorious name of God is composed.'

"Let us therefore also collect these bits of truth, of justice and of peace that are to be found in the world. Let us bring them together, let us condense them. This will be the best way of working for the International Labour Organisation."

The same impression of reasoned optimism was to be found in the closing speech of the President, Dr. Saavedra Lamas.

"Your work", he said, "marks continuous progress. Its character of universality grows from day to day. In addition to the character of universality your Organisation has a special democratic character which makes of it the expression of the direct representation of peoples. The chief honour of this Organisation is the workers' delegations freely elected by the workers themselves. To these I attach the highest significance because the workers bring here the aspirations which come from the very fountains of the soul of the people.

"It may therefore be said that if international conferences are, as the President of the United States declared, the best way of arriving at a higher civilisation, our Conference realises more than any other the thought of Ruskin when he stated that the obstacle to progress and peace between the nations is their mutual ignorance."

THE ELECTION OF THE GOVERNING BODY

The Conference proceeded to the election of the Governing Body of the International Labour Office.

In accordance with Article 393 of the Peace Treaty, the Governing Body is elected for three years. It is composed of 24 members, 12 representing Governments, 6 elected by the delegates to the Conference representing the employers, and 6 elected by the delegates to the Conference representing the workers.

Of the 12 members representing Governments, 8 are appointed by the States of chief industrial importance, at present Belgium, Canada, France, Germany, Great Britain, India, Italy, and Japan. The other 4 are appointed by States elected by the Governmental delegates at the Conference with the exception of the delegates of the 8 States mentioned above.

The workers' group and the employers' group are free to elect their representatives to the Governing Body. The workers' delegates and the employers' delegates to the Conference are themselves appointed in agreement with the most representative organisations of workers and employers and enjoy absolute freedom of vote. The workers' and employers' members of the Governing Body thus hold their powers directly from the great organisations of workers and employers. This method of election assures to the Governing Body of the International Labour Office, as to the Conference itself, a character of real democratic representation.

It will be remembered that the Conference in its Fourth Session in 1922 adopted an amendment to Article 393 with a view to increasing the number of members of the Governing Body to 32, 16 representatives of Governments, 8 representatives of employers and 8 representatives of workers. This amendment, the object of which was to secure a wider representation of extra-European countries, has secured 38 ratifications. It is necessary to have 42 before the amendment becomes effective. There is every ground to hope that the 4 ratifications which are still needed will be obtained soon and that the Governing Body may then be enlarged in accordance with the desires of extra-European countries. In the meantime the Conference elected the Governing Body of 24 members in accordance with the provisions of Article 393 as it stands.

Governments. — The following were elected : SWEDEN, by 52 votes out of 54 voting; SPAIN, by 52 votes out of 54 voting; ARGENTINA, by 52 votes out 54 voting; POLAND, by 45 votes out of 54 voting.

The following were elected :

Employers. — Titular members : Messrs. GEMMILL (South Africa); HODAČ (Czechoslovakia); LAMBERT-RIBOT (France); OLIVETTI (Italy); VOGEL (Germany); FORBES WATSON (Great Britain). Substitute members : Messrs. TZAUT (Switzerland); OERSTED (Denmark); CORT VAN DER LINDEN (Netherlands); ČURČIN (Serb-Croat-Slovene Kingdom); GÉRARD (Belgium); FUJITA (Japan).

Workers. — The following were elected : Titular members : Messrs. JOUHAUX (France); MERTENS (Belgium); TOM MOORE (Canada); MÜLLER (Germany); POULTON (Great Britain); THORBERG (Sweden). Substitute members : Messrs. HUEBER (Austria); SCHÜRCH (Switzerland); CABALLERO (Spain); ZULAWSKI (Poland); JOSHI (India); SUSUKI (Japan).

The new Governing Body appointed the following officials : President : Mr. ARTHUR FONTAINE, French Government delegate. Vice-Presidents : Mr. HODAČ, employers' delegate of Czechoslovakia, and Mr. POULTON, workers' delegate of Great Britain.

The Governing Body will hold its next Session at Warsaw from 5 to 9 October.

THE FORTIETH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office met on 28 May, under the chairmanship of Mr. Arthur Fontaine, and considered the proposal put forward by the British Government with regard to the revision of the Washington Hours Convention.

After a thorough discussion of the question, in which members of the Government, employers', and workers' groups participated, the three following motions were put before the Governing Body :

1. A Resolution of Mr. Wolfe, representative of the British Government, to the effect that the Director of the Office should be instructed to present a report on the Washington Hours Convention in accordance with the general rules of procedure for revision of Conventions, established by the Governing Body at its last session.

2. A Resolution of Mr. Lambert-Ribot, French employers' representative, to the effect that the Director should be instructed to present at an early Session of the Governing Body a report on the Hours Convention, in accordance with the Article (which appears in all the Conventions) providing that a report shall be submitted at least once in ten years on the working of the Convention.

3. A Resolution of the Chairman, Mr. Arthur Fontaine, to the effect that the Director should be instructed to prepare reports on the working of all the Conventions adopted at Washington in 1919—not on the Hours Convention only—in accordance with the Article of each Convention calling for a report at least once in ten years, and to submit the reports to the Governing Body as and when they are completed.

The Workers' Group declared that they would accept only the third motion, as it was the only one which prevented the initiation of a special treatment for the Hours Convention.

Finally, the Governing Body adopted the motion of Mr. Arthur Fontaine.

The Governing Body then considered the proposal of the Belgian Government to bring up to date the enquiry already carried out by the International Labour Office into wages and hours of work in coal mines, and to extend it to cover conditions of work as a whole in coal mines. It was decided to call a meeting of the Committee on Mines before the October Session, for the purpose of defining the methods by which such an extension of the enquiry might be carried out.

The Governing Body met again, during the Conference, on 6 June, to examine a report put before it by its Finance Committee and its Refugees Committee on the draft budget of the Refugee Service for 1929. This report was adopted, as was also the draft budget.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 July 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 313.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

The International Labour Office was informed, in the period 21 June to 20 July, of the registration of 8 new ratifications :

The registration of the ratification by *Cuba* of the Convention concerning the use of white lead in painting, the Convention concerning the minimum age for the admission of young persons to employment as trimmers or stokers, and the Convention concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921); the Convention concerning seamen's articles of agreement, and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

The registration of the ratification by *Estonia* of the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

The registration of the ratification by *Portugal* of the Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, adopted by the International Labour Conference at its First Session (Washington, 1919), and the Convention concerning the application of the weekly rest in industrial undertakings, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

THE LEGAL STATUS OF REFUGEES

From 28 to June 1928, a Conference of Government representatives met in the International Labour Office to discuss chiefly the legal status of refugees.

This Conference had been convened by the High Commissioner for Refugees of the League of Nations, in accordance with a resolution of the Assembly of the League of Nations held in September last.

The officers of the Conference were : Mr. Delaquis (Switzerland), President, and Messrs. de Navailles (France) and Fotitch (Serb-Croat-Slovene Kingdom), Vice-Presidents. The following Governments were represented : Austria, Belgium, Bulgaria, Czechoslovakia, Egypt, Estonia, Finland, France, Germany, Greece, Latvia, Poland, Rumania, the Serb-Croat-Slovene Kingdom, and Switzerland.

The Conference decided to admit Russian and Armenian legal experts to take part in its deliberations in an advisory capacity. It also decided that the sittings at which the general discussions on the items on the agenda would take place should be public.

The Conference adopted an Arrangement relating to the legal status of Russian and Armenian refugees, in which it was recommended that the High Commissioner for Refugees should, through the appointment of representatives in as large a number of States as possible, assure the following services so far as they are not performed by the national authorities :

- (a) Certifying the identity and the status of the refugees;
- (b) Certifying as to the situation of the refugee's family and their civil status in so far as these result from events which occurred in the refugee's country of origin;
- (c) Attesting the regularity, legality, and conformity to the old law of the country of origin of the refugees of documents issued in such countries.
- (d) Certifying the signatures of refugees, the copies and translations of papers drafted in their language;
- (e) Attesting *vis-à-vis* the authorities of the country the respectability and the good conduct of the refugee, his previous service, his occupational qualifications, his university or academic qualifications;
- (f) Recommending the refugee to the competent authorities, in particular for questions of visa, *permis de séjour*, admission to schools, libraries, etc.

The representatives are to be appointed and to carry out their duties by agreement with the Governments concerned. In countries where such duties are already carried out by semi-official bodies, the High Commissioner may have recourse to these bodies.

Each Government will decide whether documents drawn up by these representatives shall be officially recognised. It is recommended, in any case, that Governments take account of such documents as far as possible.

It is understood that the activities of these representatives will not be of a political nature, and will not involve any interference in the functions of the authorities of the country of residence.

It is further recommended that in countries where the former Russian and Armenian law is no longer recognised, refugees should be governed by the law of their place of domicile or habitual residence, or, failing such, by the law of their place of residence.

It is recommended that the enjoyment of certain rights and benefits granted to foreigners by reciprocal agreements should not be withheld from refugees, that regulations relating to foreign labour should not be strictly applied to Russian and Armenian refugees in their country of residence, and that for purposes of taxation refugees should be subject to the same treatment as nationals of their country of residence.

It is further recommended that measures of expulsion or similar measures should be avoided or suspended, in regard to Russian and Armenian refugees, when

the refugee with regard to whom such a measure is proposed is unable to enter in a regular manner into a neighbouring country. This regulation does not cover the refugee who has penetrated a territory, intentionally infringing national provisions. On the other hand, it is recommended that in no case should the identity cards be withdrawn.

Finally, it is recommended that the identity certificates of refugees should be visaed and prolonged by the simplest possible procedure, and with a minimum of formalities, and that refugees should be subject to no special regulation as regards their movements within their country of residence.

The Conference recommended the adoption of these resolutions to the States represented at the Conference, to the Members of the League of Nations, and also to States that are not Members of the League of Nations. It expressed the desire that representatives of the Governments at the forthcoming session of the Assembly of the League of Nations should be in a position to give information with regard to the action to be taken in respect of the measures included in this Arrangement.

In addition to the question of the legal status of Russian and Armenian refugees which the Conference had been instructed to consider by the Assembly of the League of Nations, the Conference had brought to its attention, by a resolution of the Council of the League of Nations, the question of the extension to other categories of refugees of certain measures taken in favour of Russian and Armenian refugees. In this connection it adopted a second Arrangement containing the following resolutions :

(1) The measures taken in favour of Russian and Armenian refugees, provided for by the Arrangements of 5 July 1922, 31 May 1924, and 12 May 1926, shall be extended to Turkish, Assyrian and Assyrian-Chaldean refugees, and refugees assimilated thereto.

(2) With regard to the definition of "refugee", the Conference adopted the following definitions :

Assyrian, Assyrian-Chaldean, and Assimilated Refugees. — All persons of Assyrian or Assyrian-Chaldean origin, together with, by assimilation, all persons of Syrian or Kurdish origin who do not enjoy or no longer enjoy the protection of the State to which they belong and have not acquired or do not possess another nationality.

Turkish Refugees. — All persons of Turkish origin, formerly subjects of the Ottoman Empire, who, in virtue of the Protocol of Lausanne of 24 July 1923, do not enjoy or no longer enjoy the protection of the Turkish Republic and who have not acquired another nationality.

The Conference recommended the adoption of this Arrangement to the States represented at the Conference, to Members of the League of Nations, and to States not Members of the League of Nations.

SOME RECENT PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

In addition to its periodical publications, which include, among others, the *International Labour Review*, the *Industrial and Labour Information*, the *Official Bulletin*, the *Monthly Record of Migration*, and the *Industrial Safety Survey*, the International Labour Office has recently published a number of important Studies and Reports. Special mention may be made of the following :

INCREASE IN MEMBERSHIP OF THE GOVERNING BODY

The International Labour Office has been informed of the ratification by Persia and Chile of the amendment to Article 393 of the Treaty of Versailles, adopted by the International Labour Conference at its Fourth Session in 1922.

Article 393 fixes the number of members of the Governing Body of the International Labour Office at twenty-four, twelve representing Governments and six each employers and workers. At its Fourth Session the International Labour Conference voted an amendment to this Article to bring the number of members of the Governing Body to 32, sixteen representing Governments, eight representing employers, and eight representing workers. The object of the amendment is to ensure a larger representation in the Governing Body of extra-European countries, and thus give it a composition more in keeping with the universal character of the Organisation.

To take effect, the amendment must be ratified by 42 States. So far, including the ratifications of Persia and Chile, it has been ratified by 40 countries. Only two further ratifications are therefore required in order to allow the membership of the Governing Body to be increased, and thus provide for the direct representation of more extra-European countries.

THE FORTY-SECOND SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office will meet on 5 October 1928 at Warsaw. The following questions are on the agenda :

1. Approval of the minutes of the forty-first Session.
2. Appointment of the Committees of the Governing Body.
3. Proposal to add an item to the agenda of the Maritime Session of the Conference in 1929 (certificates of competency).
4. Agenda of the 1930 Conference.
5. Conference on Silicosis at Johannesburg : state of the negotiations.
6. Effect to be given to the Resolutions adopted by the Conference at its Eleventh Session.
7. Re-appointment of the members of the Committee on Article 408.
8. Decisions of the League of Nations affecting the International Labour Organisation.
9. Report of the Finance Committee.
10. Record of the meeting of the Permanent Migration Committee.
11. Report of the Committee on Working Conditions in Coal Mines.
12. Director's Report.
13. Date and place of the next Session.

PREPARATIONS FOR THE TWELFTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

In anticipation of the Twelfth Session of the International Labour Conference in 1929, the International Labour Office has issued to the Governments of all States Members of the Organisation questionnaires on the prevention of industrial accidents, and on the protection against accidents of workers engaged in the loading or unloading of ships.

The Governing Body of the International Labour Office at its thirty-fourth Session in January 1927 placed on the agenda of the Eleventh Session of the Conference in 1928 for preliminary discussion the question of the prevention of industrial accidents, including coupling accidents on railways. The Eleventh Session, therefore, had before it a "grey" Report on the subject, prepared by the Office and concluding with a draft questionnaire. The Report and draft questionnaire treated the question of the prevention of accidents

as a general industrial problem which could form the subject of a Recommendation. It also dealt with certain special aspects of the question which seemed to call for separate examination and to be susceptible of being dealt with by Draft Conventions. The special question were :

- (1) The prevention of coupling accidents on railways;
- (2) The indication of the weight of heavy packages;
- (3) The limitation of the weight of sacks or bags;
- (4) The protection against accidents of workers engaged in the loading and unloading of ships;
- (5) The prohibition of the sale of unprotected machinery.

In view of the importance and diversity of the questions that were put before it, the Conference began by a general discussion on the "grey" Report. As a result of this discussion, the Conference appointed three Committees to deal with the different questions under consideration—a General Committee on the prevention of industrial accidents, a second on coupling accidents, and a third on the protection against accidents of workers engaged in loading or unloading vessels.

The General Committee had first to examine the various parts of the draft questionnaire dealing with the general problem of the prevention of accidents, including the prohibition of the sale of unprotected machinery. By virtue of a previous decision, it was also asked to study the question of the indication of weight of heavy packages, and the limitation of the weight of sacks or bags. These two last questions were originally handed over to the Committee on the protection against accidents of workers engaged in loading or unloading vessels. They were transferred to the first Committee in view of their general character.

The first Committee presented the Conference with a report containing a revised draft questionnaire. This draft followed with certain modifications the lines of the text proposed by the International Labour Office. It was divided into two sections, the first dealing with the general principles of accident prevention and envisaging the adoption of a Draft Recommendation, and the second dealing with the indication of the weight of heavy packages, which it was suggested might lead to a Draft Convention or Recommendation. The Committee recommended that the questionnaire should not deal with the other two questions submitted to it, that is to say, the limitation of the weight of sacks, and the prohibition of the sale of unprotected machinery.

In its discussion of the report of the Committee, the Conference decided by 64 votes to 32 to modify the draft questionnaire by the addition of a question somewhat different from that proposed by the Office on the prohibition of the sale of unprotected machinery. The Conference adopted the draft questionnaire in its revised form by 94 votes to 5. It then decided unanimously by 123 votes, that is to say, by the necessary two-thirds majority required under Article 6 of the Standing Orders and Article 402 of the Treaty of Versailles, to put the the subject of the prevention of industrial accidents on the agenda of the 1929 Conference for a second and final discussion.

The first question then on the agenda of the 1929 Session is the general problem of the prevention of accidents, including the two special points mentioned above. It will not deal with the subject of automatic coupling on railway rolling stock, nor with the protection against accidents of workers engaged in the loading and unloading of vessels. These two questions were examined by special Committees at the Eleventh Session and formed the subject of separate decisions.

As regards the prevention of coupling accidents, the Conference adopted a Resolution asking that the International Railway Union should continue to pursue its studies on the subject and inform the International Labour Office of the conclusions reached as soon as possible, and in any case within two years. The Resolution also calls for the setting up by the Governing Body of the International Labour Office of a Joint Committee of twenty-one persons representing Governments, employers, and workers, to study the technical aspects of the question, to keep in touch with the work of the International Railway Union, and to report as soon as possible.

As regards the protection against accidents of workers engaged in the loading and unloading of vessels, the Special Committee submitted to the Conference a report which advocated the sending out of a questionnaire which would not be limited to the prevention of accidents on board ship, but would deal with any accidents arising out of the loading or unloading of vessels, whether on board ship or on the docks. The proposed questionnaire contains a list of different matters which could engage the attention of Governments in this connection.

After a short discussion, the Conference adopted the Committee's draft without modification by 101 votes to nil. It later decided unanimously by 121 votes, that is to say, the necessary two-thirds majority required under the appropriate Article of the

SICKNESS INSURANCE AND PUBLIC HEALTH IN GERMANY

A study entitled "Benefits of the German Sickness Insurance System from the Point of View of Social Hygiene", prepared by two eminent specialists—Dr. Franz Goldmann (Research Member of the Principal Health Office of the Municipality of Berlin) and Dr. Alfred Grotjahn (Professor of Social Hygiene at the University of Berlin)—has just been published by the International Labour Office (1).

The study describes the part played by sickness insurance benefits in the vast organisation of social health institutions in Germany. It gives an account of the benefits, estimates their value from the point of view of public health, and analyses the work done and results obtained by insurance in reducing the risks of infection, preventing disablement, and maintaining the health of the insured persons and their families, who together form half the total population of Germany. Finally, the authors draw the outlines of a national health programme for the State, and examine the relations which exist or ought to exist between insurance institutions and public health services.

It is hoped that this volume will prove a valuable contribution to the study of the problems of co-ordination and collaboration between public health authorities and social insurance institutions for the prevention of disease, which, in accordance with a decision of the Sixth Assembly of the League of Nations, has been undertaken conjointly by the Health Section of the League and the International Labour Office, with the help of an international committee of experts in social insurance and in public health.

FREEDOM OF ASSOCIATION

The second of the five volumes of the study on "Freedom of Association", which is being published by the International Labour Office, has just appeared (2). The present volume contains monographs on the history, legal status, and actual position of trade unions in Great Britain, the Irish Free State, France, Belgium, Luxembourg, the Netherlands, and Switzerland.

It will be remembered that the first volume, which appeared in December 1927, was devoted to a comparative international survey of trade union law.

In the various monographs, a uniform method has been followed so far as possible. The first part traces the history of the trade union movement and trade union law; the second part is devoted to the present legal status of associations; the third part deals with the possible forms of action by trade unions in the various departments of social and economic life, and the limits of such action. The conclusion deals with the position of trade unions in law and in fact. An effort has been made to study not only the national legislation relating to trade unions but also the relevant legal decisions and administrative practice and the actual position of trade unions.

(1) *Studies and Reports*, Series M (Social Insurance), No. 8. Price: 4s.; \$1.

(2) *Studies and Reports*, Series A (Industrial Relations), No. 29. Price: 5s.; \$1.25.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 20 August 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 325. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 28.

Between 21 July and 20 August the International Labour Office was informed of the registration of twelve new ratifications :

The registration of the ratification by *Cuba* of the Convention concerning the employment of women before and after childbirth, the Convention concerning employment of women during the night, the Convention concerning the minimum age for admission of children to industrial employment, and the Convention concerning the night work of young persons employed in industry, adopted by the International Labour Conference at its First Session (Washington, 1919); the Convention concerning the minimum age for admission of children to employment at sea, the Convention concerning unemployment indemnity in case of loss or foundering of the ship, and the Convention for establishing facilities for finding employment for seamen, adopted by the International Labour Conference at its Second Session (Genoa, 1920); the Convention concerning workmen's compensation for accidents, the Convention concerning workmen's compensation for occupational diseases, the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, and the Convention concerning night work in bakeries, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

The registration of the ratification by the *Netherlands* of the Convention fixing the minimum age for the admission of children to industrial employment, adopted by the International Labour Conference at its First Session (Washington, 1919).

Treaty of Peace, to put the question of the protection against accidents of workers engaged in the loading and unloading of vessels on the agenda of the 1929 Conference for a second and final discussion.

The draft questionnaire adopted by the Conference asks the opinion of Governments, not only on the general problem of accidents to workers engaged on loading and unloading vessels, but also on the safety measures which should be adopted in their interests.

It should be pointed out that the list contained in the questionnaire is not to be considered as closed, but merely as an indication of various points to be considered by Governments in replying to the questionnaire. Governments are naturally free to propose that some of the items mentioned should not be retained on the agenda. They are similarly free to suggest additional points for discussion.

It is under these conditions that the two questionnaires have been finally drafted by the International Labour Office and issued to Governments, in accordance with the Article of the Standing Orders which delegates to the Office the responsibility of making such drafting modifications in the questionnaires as may be necessary after their general approval by the International Labour Conference. On the basis of the replies received from Governments, the International Labour Office will have to draw up for the next Session of the Conference "blue" Reports on the prevention of industrial accidents, and the protection against accidents of workers engaged in the loading and unloading of vessels. It must be borne in mind that, by a special Resolution of the last Conference, the Report on the protection against accidents of workers engaged in the loading and unloading of ships will require to be submitted to the Joint Maritime Committee prior to the Conference for their expert opinion on the maritime aspects of the subject under discussion.

LATEST PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

"THE CONDITIONS OF WORK AND LIFE OF JOURNALISTS"

The International Labour Office has just published a report that it has undertaken, at the request of the International Association of Journalists accredited to the League of Nations, on the conditions of work and life of journalists.

This report calls attention to the increasing importance of the press in modern life. The number of newspapers has increased extraordinarily. In Germany there were 3,812 daily and 4,309 weekly papers in 1926; 1,100 in Belgium, 1,500 in Canada, several thousand in China, more than 2,000 in Spain. In Denmark, in addition to 750 weekly and monthly papers, there are 320 newspapers with a total circulation of 1,100,000 copies, that is to say, one copy per three inhabitants. In the United States, in 1920, there were 2,400 daily and 14,800 weekly papers. The total circulation of daily papers in that country in 1914 was 28,700,000: in 1923 it was 35,730,000. Similar progress has taken place in France. In Paris alone there are more than a hundred daily papers, several of which have a circulation of over 500,000. In Great Britain there are 2,400 papers, one of which has a circulation of over a million. In Italy and in Holland there were a thousand periodicals, more than 3,000 in Japan, and more than 5,000 in Poland at the end of 1924. In Switzerland there are 2,000 newspapers and magazines, equivalent to one per 2,000 inhabitants. In Czechoslovakia there are also 2,000, 710 of which are published in Prague alone.

In recent years, journalism has developed into an industrial enterprise, and a big newspaper to-day is run on very similar lines to that of any other large industrial undertaking. Advertising alone has reached extraordinary proportions. In 1925 the newspapers of the United States of America are estimated to have made 750 million dollars from advertisements. A French paper reckons its advertisement pages as worth 5 million francs. The cost of publication of English newspapers amounted in 1926 to a total of over £10,000,000.

It would not, of course, be true to say that this degree of commercialisation has spread equally to every country. It can, however, be stated, generally speaking, that the introduction of modern methods has profoundly influenced the conditions of journalism. Journalists find themselves faced with difficulties arising on the one hand from the evolution of journalistic methods and on the other from the after-war economic crisis, which affected all categories of workers and more particularly intellectual workers. The consequences were both material and moral. The International Labour Office has

endeavoured to ascertain the causes and remedies in consultation with different national and international journalists' organisations, in the front rank of which should be put the International Association of Journalists accredited to the League of Nations, and the International Federation of Journalists constituted in 1926.

The Labour Office report deals in turn with the general question of the profession of journalism, the conditions of entry into the profession, security of tenure, conditions of employment, hours of work, salary scales, etc.; provision for sickness, old age and kindred risks, provision against unemployment, facilities for finding employment, and other matters affecting their life and work. The constitution of a consultative committee of intellectual workers attached to the International Labour Office will ensure to journalists, as to their colleagues in other intellectual careers, a means of voicing their grievances and a channel for the study of problems susceptible of international solution.

A FURTHER VOLUME OF "FREEDOM OF ASSOCIATION"

The International Labour Office has just published the English text of a further volume of its report on freedom of association. The first volume appeared in December last and contained a comparative analysis of the legal systems in force in the different countries. The second volume appeared in March and comprised monographs on freedom of association in Great Britain, the Irish Free State, France, Belgium, Luxemburg, the Netherlands, and Switzerland. The third volume contains monographs on Germany, Austria-Hungary (pre-war), Austria, Hungary, Czechoslovakia, Poland, the Baltic States, Denmark, Norway, Sweden, and Finland. Two further volumes will supply monographs on the remaining countries.

Each of these monographs deals not only with the national legislation relating to trade unions, but also with the relevant legal decisions and administrative practice, and the actual position of the trade unions in the country concerned.

It will be remembered that in 1927 the International Labour Conference decided that the question of freedom of association should not figure on the 1928 agenda, and the possibility of arriving at an international agreement on the subject was thus postponed. This decision, however, in no way lessens the importance of the collection of material on the subject. Moreover, the Conference at its last Session adopted a Resolution asking the International Labour Office to continue the study of the question, in order that it may be put before the Conference again at some later date.

"METHODS OF COMPILING HOUSING STATISTICS"

An important enquiry into methods of compiling housing statistics has recently been issued by the International Labour Office.

The urgent need for more houses has led many countries to adopt hasty measures as a palliative to an intolerable situation. Before the war in most countries the construction of dwelling houses was regarded by the competent authorities as being exclusively a matter for private enterprise. When Governments and municipal authorities were led to intervene directly in the question, they endeavoured to secure accurate information on which to base their housing policy. The inadequacy of existing statistics and the difficulty of making use of them for comparative purposes then became apparent. It was for this reason that the International Labour Office undertook to examine the possibility of arriving at a uniform system for the compilation of housing statistics to enable countries to profit by each other's experience.

To do this, the Office made use of material collected by the municipal authorities of many large towns, including Amsterdam, Basle, Berlin, Brussels, Budapest, Florence, Frankfurt, The Hague, Hamburg, London, Lyons, Manchester, Munich, Oslo, Prague, Stockholm, Warsaw, and Zurich. Nor have its investigations been confined to municipal statistics alone; it has also put under contribution national statistics, the completion of which has made considerable progress in recent years. It is the outcome of these investigations which the International Labour Office is now publishing. The report will constitute a further important contribution to the study of the housing problem.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE

1. **INTERNATIONAL LABOUR REVIEW** (*Monthly*).
Contains articles on problems of industry and employment, based on special knowledge and research. In some cases, these articles are contributed by leading economists or other persons of authority on industrial and labour affairs. In other cases, they are the outcome of the scientific study by the International Labour Office of questions coming directly under its examination.
Price : per No., 2s. 6d., 60 cents; per year, 24s.; \$6.00
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Contains, in addition to extracts from official and unofficial publications all over the world relating to current events affecting industry and labour, original information derived from the correspondence of the International Labour Office itself, and communications received directly from outside collaborators and from Governments.
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Published every two months; intended to act as a link between those in all countries who are interested in problems of accident prevention.
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A bibliography of industrial hygiene and pathology.
Price : per No., 1s. 3d., 20 cents; per year, 4s.; \$1.00
8. **BIBLIOGRAPHY OF THE INTERNATIONAL LABOUR ORGANISATION** (*Trilingual*) (*Annual*).
Price., 2s.; \$50
9. **MONTHLY RECORD OF MIGRATION** (*Monthly*).
Price : per No., 8d., 15 cents; per year, 8s.; \$2.00
10. **DOCUMENTS OF THE INTERNATIONAL LABOUR CONFERENCE** (*Annual*).
The Questionnaires* and Reports* issued by the Office in preparation for the Sessions of the Conference, the *Report of the Director of the I. L. O., the Final Record of each Session, and the authentic texts of the Draft Conventions and Recommendations adopted at each Session.
Annual subscription, 40s.; \$10.00
11. **STUDIES AND REPORTS** :
Consists of monographs dealing with various labour problems, e. g. *Unemployment, Wages and Hours, Industrial Hygiene, Industrial Organisation, etc.*
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In this Series the following have recently been published ;

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12. SPECIAL REPORTS :

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Total Annual Subscription : £ 8 ; \$40.00

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INTERNATIONAL LABOUR DIRECTORY.

The *International Labour Directory* contains information with regard to organisations, both official and unofficial, which deal with industrial and labour matters. Published in seven parts.

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In two Volumes £2.2s. od.; \$5.50

All the above publications are published in English and French. In addition, those marked * are published in German.

All prices quoted are post free. A full catalogue of the publications of the Office with a specimen copy of any publication will be sent free on demand. Address : INTERNATIONAL LABOUR OFFICE, GENEVA, Switzerland, or its National Correspondents :

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MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 September 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 327. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 28.

Between 21 August and 20 September the International Labour Office was informed of the registration of two new ratifications, namely :

The registration of the ratification by *Germany* of the Convention concerning workmen's compensation for occupational diseases, and of the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE NINTH ASSEMBLY AND THE INTERNATIONAL LABOUR OFFICE

In the course of its last Session, the Assembly of the League of Nations examined a certain number of questions relating directly to the work of the International Labour Organisation.

In the first place, it assigned particular importance to the discussion of the budget both in the Fourth Committee and in the Plenary Session, and the budget of the Organisation was adopted, as presented by the Governing Body of the Office, without modification.

In the Fourth Committee criticisms were made by the delegates of Great Britain, Norway, Switzerland, and India. They were directed against the holding in 1929 of two separate Sessions of the International Labour Conference and the creation at the International Labour Office of seventeen new posts, including a post of chief of division. Some speakers asked for the stabilisation of the budget of the International Labour Office and of those of the other institutions of the League. The delegate of Switzerland stated that the International Labour Organisation voted too many Conventions, while the International Labour Office published too many publications. It would be desirable, he said, to slow up a little the rhythm of this activity. Other observations were made with regard to the representation of various nationalities in the staff of the Office.

The Director replied to these various criticisms. While expressing himself in agreement with the principle of economy, he asked that it should not be forgotten that budgetary stabilisation could only be relative; for the International Labour Office, like the League of Nations itself, was a young organism whose growth could not yet be limited. None the less, budgetary stabilisation was, in fact, realised, since for eight years the budget of the Office had oscillated between about 7 and 8 $\frac{1}{2}$ million francs. The budget of 1929 was no larger than that of 1921. Yet the activity of the International Labour Organisation necessarily followed the development of economic and industrial life. The adoption of new Conventions was determined by the very rhythm of life, which year by year brought to the fore problems concerning new categories of workers. The moral value, as an example and as a model, even of an unratified Convention, was considerable. The systems of legislation of new countries and of reconstituted countries were largely inspired by the work of the International Labour Conference.

Turning to the publications of the Office, the Director pointed out that they were more and more appreciated. The increase in sales was an evidence of this. It had made it possible to pass from an estimate of receipts of 45,000 francs in 1924 to 170,000 francs in 1929.

The normal development of the activity of the Organisation rendered indispensable the new posts, the establishment of which had been voted by the Governing Body. The new Division would co-ordinate the work of the existing Administrative Section and Editorial Section. Its Chief would be responsible for the general direction of the administration of the Office. This would enable the Director and the Deputy Director to devote themselves better than they could do at the moment to the general direction of the Office.

With regard to the interval between the two Sessions of the Conference in 1929, the Director observed that it had been decided by the Governing Body, after consulting all the Governments and groups concerned. It was a necessity of policy. It importe was that at the Maritime Conference only the countries concerned with maritime questions should be represented.

In reply to the observations concerning the "representation" of nationalities in the Office, the Director was led to indicate exactly the practice constantly followed since the start for the recruitment of the staff, a practice constantly approved by the Governing Body, a practice, finally, which was entirely in conformity with the principles recalled by the Fourth Committee itself during the discussion of the budget of the Secretariat, namely: priority of consideration to efficiency, the systematic employment of the procedure of examination, equitable representation of nationalities apart from all consideration of political influence, the maintenance of reasonable opportunities of promotion for the staff of the Office.

Finally, the Director was led to speak of the constitutional problem raised in the course of the general discussion: What are the respective rights and powers of the constituent authorities of the International Labour Organisation on the one hand, and of the Assembly on the other hand, with regard to the budget of the International Labour Office?

Mr. Albert Thomas recalled that the budget which he defended before the Fourth Committee had previously been adopted by the Governing Body of the International Labour Office. Referring to the decision taken by the Council of the League of Nations at San Sebastian, he brought out the fact that it was for the Governments represented in the Governing Body to give to their delegates to the Governing Body precise instructions with regard to the budget of the Office. It would further be desirable that these instructions should have a definitive character and that the delegates of the same Governments to the Fourth Committee of the Assembly should have instructions in conformity with those received by the delegates to the Governing Body. Naturally this observation could not apply to Governments which had no representatives on the Governing Body and which consequently could only discuss the budget of the International Labour Organisation at the Assembly.

In conclusion, the Director observed that, in spite of the relative obscurity of questions of principle, the practice so far had been satisfactory and that it was convenient to keep to it.

The Committee, on its side, was of the opinion that, in accordance with the financial regulations, it was the Assembly alone which had the right to approve or amend the budgetary estimates of the International Labour Organisation. It was convenient, however, that the Assembly, in the exercise of its right, should take account of the system in force in the International Labour Organisation in accordance with which the budgetary estimates submitted to the Assembly are those of the Governing Body of the Office.

The Committee, passing to the vote on the various articles, adopted by 21 votes and 1 abstention the credit asked for for the two separate Sessions of the 1929 Conference. In adopting this decision, however, it unanimously passed the following resolution:

The Fourth Committee recommends that, if in the future the International Labour Organisation decides to hold two Conferences in the course of the same year, the dates may, for reasons of economy, be so chosen that these Conferences may take place consecutively.

On the chapter relating to the establishment of seventeen new posts, Mr. Hambro (Norway) submitted a proposal to abolish altogether the credit of 219,900 francs provided for this purpose. This proposal was defeated by 24 votes to 4.

A proposal of Mr. Yusuf Ali (India) asking for a reduction of 150,000 francs on the credits provided for the new posts was defeated by 21 votes to 3.

A proposal to abolish the credit for the establishment of the new post of chief of division was defeated by 16 votes to 10.

The establishment of the seventeen new posts was therefore adopted.

All the other articles of the budget of the International Labour Office were then adopted without discussion by the Committee.

The debate was continued at the end of the last Plenary Session of the Assembly, where the report of the Fourth Committee was discussed. An amendment submitted by Mr. Hambro to abolish the credit for the establishment of the new post of chief of division was put to the vote at a late hour, when many delegations had already left. Other delegations, having no instructions from their Governments, abstained. The amendment of Mr. Hambro was defeated by 18 votes to 6, with 11 abstentions. The delegations which had voted for this amendment then stated that they did not wish to obstruct, and that they would submit to the view of the majority. The budget of the International Labour Office, including the credit for the new chief of division, was unanimously voted.

With regard to the placing of Russian, Armenian, Assyrian, Assyro-Chaldean, and Turkish refugees, the Fifth Committee and the Assembly registered with satisfaction the progress accomplished. In spite of the difficulties of the general economic situation, more than 7,000 refugees had been transferred this year to countries where they have found work. In addition, the agricultural or urban establishment of more than 7,000 Armenian refugees from the camps of Aleppo, Alexandretta, and Beirut was being carried on.

But the very progress realised rendered desirable a new organisation of the Refugee Service. As the work of placing, properly so-called, which had been handed over to the International Labour Office reaches its conclusion, the problems which come up for consideration are mainly of a political kind. They are problems which pass beyond the competence of the Office. This is the reason why, at its last session, the Governing Body, when adopting the budget of the Refugee Service for 1929, stipulated that this budget should be the last to figure in the budget of the Organisation, and it voted a resolution for the return of the whole Service to the High Commissioner who might be assisted by a mixed committee composed of representatives nominated as to one-half their number by the Council of the League of Nations and as to the other half by the Governing Body of the International Labour Office. It had, in fact, been specified to the Fourth Committee that the budget of the Refugee Service would remain momentarily included for 1929 in the budget of the International Labour Organisation, but that from the time when the High Commissioner should be reorganised on the new basis to be fixed by the Council of the League of Nations, the International Labour Office would exercise on the budget of the Refugee Service only a check of a purely administrative order and would no longer assume any responsibility for the decisions taken by the High Commissioner or his Commission.

The Assembly adopted the following resolutions :

The Assembly :

- (1) After examining the reports submitted by the High Commissioner for Refugees and by the Director of the International Labour Office on questions connected with Russian, Armenian, Turkish, Assyrian and Assyro-Chaldean refugees;
- (2) Recognises the progress achieved in the course of the year;
- (3) Notes that a complete solution of the problem can only be provided by the return of the refugees to their country of origin or their assimilation by the countries at present giving them shelter;
- (4) Earnestly invites the Governments concerned to provide the refugees with all possible facilities for acquiring the nationality of the countries in which they at present reside;
- (5) Whereas, however, in present circumstances, international action is still necessary for some time to come;

(6) In conformity with the resolution of the Governing Body of the International Labour Office, invites the Council to take urgently all necessary steps to appoint an Advisory Commission to be attached to the High Commissioner;

(7) Recommends the Council to invite this Advisory Commission to submit to it, before the next Session of the Assembly, a general report on the possibility of reaching a final solution as soon as possible and on the means by which this object might be attained;

(8) Earnestly invites States Members to adopt and apply, on as wide a scale as possible, the Inter-Governmental Arrangements concluded on 5 July 1922, 31 May 1924, 12 May 1926, and 30 June 1928, which provide the refugee services with means by which they may gradually become financially independent;

(9) Points out, however, that the respective Governments must be left free to decide whether and how far they are prepared to give force of law to the recommendations adopted by the Inter-Governmental Conference of 30 June 1928;

(10) Notes that the taxes to be levied will be fixed in consultation with the respective Governments, that only the representatives of the High Commissioner will be entitled to levy them, and that the employment of the proceeds will be subject to the control of the High Commissioner;

(11) Declares that the Council's resolution of 27 June 1921 shall be applied in regard to all categories of refugees;

(12) Recalls with gratitude the endeavours of the High Commission and of the International Labour Office by which about 800 Russian refugees in Constantinople have been successfully evacuated during recent months;

Cognisant of the very difficult situation of some 2,000 of these refugees who still remain in Turkey and who, in accordance with a Decree of the Turkish Government, must be evacuated from Turkey before 6 February 1929;

Expresses the hope that the High Commission will seize every opportunity to press forward their evacuation and that the various Governments will, as an exceptional measure, and subject to the safeguarding of their own interests, authorise the issue of emergency visas to enable the refugees to leave Turkey;

(13) Adopts the budget for the Refugees Services for 1929, as already approved by the Governing Body of the International Labour Office and by the Supervisory Commission, and

Requests the Supervisory Commission to take into consideration the uncertainty of the position of the officials employed in that Service, to which attention has been drawn by the Governing Body of the International Labour Office, and grant them the improvements asked for on their behalf.

PORTUGAL'S GIFT TO THE INTERNATIONAL LABOUR OFFICE

The members of the Portuguese delegation to the Ninth Assembly of the League of Nations, headed by Dr. Augusto de Vasconcelos, former Prime Minister, visited the International Labour Office on 25 September 1928 to make the official presentation to Mr. Albert Thomas, Director of the Office, of Portugal's gift to the International Labour Organisation.

The gift consists of three panels of blue *azulejos* (faience mosaic), the manufacture of which is a Portuguese national industry. The work is characterised by the vividness of the colour obtained. The panels represent scenes of fishing, grape-gathering and cultivation, three of the most important aspects of economic life in Portugal, and have been placed in the reception hall on the first floor of the Office.

In presenting the gift on behalf of the Portuguese Government, Dr. Alberto d'Oliveira, one of the Portuguese delegates, explained the symbolism used by the artist, Mr. Jorge Colaço. He reaffirmed the devotion of his country to the International Labour Organisation, and expressed cordial good wishes for the success of the Office.

Mr. Albert Thomas thanked the Portuguese representatives for the generous gift of their country, and expressed his confidence in the future of Portugal and its relations with the Organisation.

MONTHLY SUMMARY

OF THE

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 October 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 332. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 25.

Between 21 September and 21 October the International Labour Office was informed of the registration of five new ratifications, namely :

The registration of the ratification by *Austria* of the Convention concerning workmen's compensation for occupational diseases and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

The registration of the ratification by *Japan* of the Convention concerning workmen's compensation for occupational diseases and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925), and the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

THE FORTY-SECOND SESSION OF THE GOVERNING BODY

On the cordial invitation of the Polish Government, the Governing Body of the International Labour Office held its Forty-Second Session at Warsaw, from 5 to 8 October, and at Cracow on 10 October 1928, under the chairmanship of Mr. Arthur Fontaine.

At the opening of the first plenary session, Dr. Jurkiewicz, Minister of Labour of Poland, welcomed the members of the Governing Body and offered his best wishes for the success of their labours. He spoke of the high importance attached by the Government of the Polish Republic to the work of the International Labour Organisation, and he rendered homage to the activity of the International Labour Office which, in a relatively short time, had already produced positive results of considerable importance. Going on to speak of the loyal collaboration which his country had always afforded to the Organisation, Dr. Jurkiewicz recalled that Poland had ratified fourteen International Labour Conventions. In Poland the principle of the eight-hour day had been fully recognised, and in a short time none of the measures necessitated by an exceptional situation would continue to exist. The Minister of Labour ended by expressing the certainty that the Session of the Governing Body at Warsaw would render indissoluble the bonds uniting Poland and the International Labour Organisation.

contact with these distant peoples who have always given evidence of their loyalty to the work of the Organisation.

Mr. Kasama, representative of Japan, stated that his Government would be happy to see Mr. Albert Thomas come to his country. It would give him a warm welcome and would provide him with all facilities to render his visit as fruitful as possible.

As the Director could not return to Geneva before the month of February, the Governing Body decided that its Forty-Third and Forty-Fourth Sessions would be held in the week 11-16 March 1928, with distinct agendas. It was understood that this decision would not create a precedent.

The Governing Body fixed the opening of the 1929 Labour Conference at 30 May, and the opening of the Maritime Session at 10 October.

THE FIRST SESSION OF THE ADVISORY COMMITTEE ON INTELLECTUAL WORKERS

The first session of the Advisory Committee on Intellectual Workers was held at the International Labour Office on 22-23 October. This Committee was appointed by the Governing Body, in agreement with the International Committee on Intellectual Co-operation of the League of Nations, to enable intellectual workers to make known their needs and the particular difficulties of their callings.

The following persons were present: Messrs. de Michelis, Lambert-Ribot, Müller, Destrée, Kruss, Gallié, Lathan, Rygier, Stephen Valot, di Giacomo, Ishii, Olivetti, and Lecocq. The Secretariat of the League of Nations was represented by Mr. Opresecu, and the International Institute of Intellectual Co-operation by Messrs. Luchaire and Weiss.

Mr. de Michelis, representing the Government group of the Governing Body, was appointed Chairman.

The Committee adopted a number of resolutions which will be submitted in due course to the Governing Body.

The Committee considered the question of the inclusion in contracts of service of clauses designed to restrict the freedom of the individual to pursue his occupation after the termination of the contract — provisions generally known as the "radius" clause. It was unanimously decided that, in the opinion of the Committee, no provision of this kind should be valid unless it were limited to the protection of the legitimate interests of the employer against any injury which might result from the disclosure of trade secrets or from competition based on special knowledge acquired in his service. The Committee requested the Governing Body to consider this question when opportunity occurred, with a view to the finding of a satisfactory solution.

The Committee also considered the journalists' "conscience clause", with relates to the possibility of conflict between personal convictions and professional duties. It was decided that this question required further examination in conjunction with the general question of contracts of service, and that it was necessary to take into consultation the managers and publishers of newspapers as well as journalists.

The protection of the rights of inventors who are salaried employees was discussed at some length. The Committee took note of the fact that widely different conceptions were held as to the scope of any protective measures. It decided that the study of the question should be pursued in collaboration with the International Institute of Intellectual Co-operation, in view of the fact that the question is of great importance not only from the point of view of inventors employed as such but also from that of employees who make inventions in the course of their work. The Committee requested the International Labour Office to collect information and opinions on this matter, including the opinion of the International Copyright Office in Berne.

The Committee approved a scheme submitted by the Office for an investigation into unemployment among intellectual workers.

A resolution was adopted suggesting that the Office should consult theatre managers and theatrical artistes, and also theatrical agencies, on the advisability of the extension to the theatrical profession of the principles adopted by the Washington Conference in 1919 with regard to the substitution of public employment offices for private agencies.

Finally, various suggestions relating to the composition of the Committee were referred for consideration to the permanent group of five members which forms the nucleus of the Committee.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 20 November 1928, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 333. At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 26.

Between 21 October and 20 November the International Labour Office was informed of the registration of one new ratification, namely:

The registration of the ratification by the *Netherlands* of the Convention concerning workmen's compensation for occupational diseases, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE DIRECTOR'S VISIT TO THE FAR EAST

Mr. Albert Thomas, Director of the International Labour Office, accompanied by his principal private secretary, Mr. Viple, and the Chief of the Diplomatic Division, Mr. Phelan, left Geneva on 31 October 1928 for a visit to the Far East.

This journey, which will demonstrate afresh the world-wide character of the Organisation, has been undertaken in response to hearty invitations from the Far Eastern countries, especially Japan, which have frequently expressed a keen desire for closer relations with the International Labour Organisation. For some years, the delegates of the Far Eastern countries to every Session of the International Labour Conference — employers' and workers' representatives, as well as Government delegates — have laid stress on the necessity for the Director to establish personal contact with their respective States, and to see for himself on the spot the conditions of life and work which prevail within their vast territories. These representations were put forward with special cogency at the 1928 Session of the Conference.

The Director will visit China, Japan and the Dutch Indies.

He was at Peking on 17 November, and then proceeded to Hankow, Nankin, and Shanghai.

contact with these distant peoples who have always given evidence of their loyalty to the work of the Organisation.

Mr. Kasama, representative of Japan, stated that his Government would be happy to see Mr. Albert Thomas come to his country. It would give him a warm welcome and would provide him, with all facilities to render his visit as fruitful as possible.

As the Director could not return to Geneva before the month of February, the Governing Body decided that its Forty-Third and Forty-Fourth Sessions would be held in the week 11-16 March 1928, with distinct agendas. It was understood that this decision would not create a precedent.

The Governing Body fixed the opening of the General Session of the 1929 Labour Conference at 30 May, and the opening of the Maritime Session at 10 October.

THE FIRST SESSION OF THE ADVISORY COMMITTEE ON INTELLECTUAL WORKERS

The first session of the Advisory Committee on Intellectual Workers was held at the International Labour Office on 22-23 October. This Committee was appointed by the Governing Body, in agreement with the International Committee on Intellectual Co-operation of the League of Nations, to enable intellectual workers to make known their needs and the particular difficulties of their callings.

The following persons were present: Messrs. de Michelis, Lambert-Ribot, Müller, Destrée, Kruss, Gallié, Lathan, Rygier, Stephen Valot, di Giacomo, Ishii, Olivetti, and Lecocq. The Secretariat of the League of Nations was represented by Mr. Opreescu, and the International Institute of Intellectual Co-operation by Messrs. Luchaire and Weiss.

Mr. de Michelis representing the Government group of the Governing Body, was appointed Chairman.

The Committee adopted a number of resolutions which will be submitted in due course to the Governing Body.

The Committee considered the question of the inclusion in contracts of service of clauses designed to restrict the freedom of the individual to pursue his occupation after the termination of the contract—provisions generally known as the "radius" clause. It was unanimously decided that, in the opinion of the Committee, no provision of this kind should be valid unless it were limited to the protection of the legitimate interests of the employer against any injury which might result from the disclosure of trade secrets or from competition based on special knowledge acquired in his service. The Committee requested the Governing Body to consider this question when opportunity occurred, with a view to the finding of a satisfactory solution.

The Committee also considered the journalists' "conscience clause", with relates to the possibility of conflict between personal convictions and professional duties. It was decided that this question required further examination in conjunction with the general question of contracts of service, and that it was necessary to take into consultation the managers and publishers of newspapers as well as journalists.

The protection of the rights of inventors who are salaried employees was discussed at some length. The Committee took note of the fact that widely different conceptions were held as to the scope of any protective measures. It decided that the study of the question should be pursued in collaboration with the International Institute of Intellectual Co-operation, in view of the fact that the question is of great importance not only from the point of view of inventors employed as such but also from that of employees who make inventions in the course of their work. The Committee requested the International Labour Office to collect information and opinions on this matter, including the opinion of the International Copyright Office in Berne.

The Committee approved a scheme submitted by the Office for an investigation into unemployment among intellectual workers.

A resolution was adopted suggesting that the Office should consult theatre managers and theatrical artistes, and also theatrical agencies, on the advisability of the extension to the theatrical profession of the principles adopted by the Washington Conference in 1919 with regard to the substitution of public employment offices for private agencies.

Finally, various suggestions relating to the composition of the Committee were referred for consideration to the permanent group of five members which forms the nucleus of the Committee.

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1928. No. 12.

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This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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The Chairman, Mr. Arthur Fontaine, addressed respectful thanks to the President of the Polish Republic and the Polish Government for its invitation and the welcome which the Governing Body had found at Warsaw. The Sessions of the Governing Body in various countries were very useful, because they enabled the Governing Body to get to know better the peoples represented in the Organisation and to judge better of the variety of their customs and the community of their aspirations. Mr. Arthur Fontaine, recalling the loyalty of Poland to the International Labour Organisation, rendered particular homage to the fruitful activity of Mr. Sokal, representative of the Polish Government on the Governing Body.

Mr. Sokal replied and expressed his joy at seeing the Governing Body meet at Warsaw. He emphasised his conviction that the coming of the Governing Body to Poland would contribute powerfully to render the work of the Organisation better known in that country, and would thus happily complete the task already accomplished in this respect by Mr. Albert Thomas during the journeys which he had already made in Poland.

Mr. Olivetti, on behalf of the employers' group, and Mr. Poulton, on behalf of the workers' group, associated themselves with the thanks expressed by the Chairman of the Governing Body to the Polish Government.

Mr. Albert Thomas expressed the thanks of the Director and the staff of the International Labour Office for the welcome given to them in Poland. He recalled the active and beneficent rôle played at Geneva by Mr. Sokal. He rejoiced to think that the Warsaw Session would enable all members of the Governing Body to realise the intensity of the industrial life of Poland.

The Governing Body then proceeded to the consideration of the questions on its agenda.

The Governing Body considered the steps to be taken consequent upon the Resolutions voted by the International Labour Conference at its Session of May-June last.

The Resolution on the prevention of coupling accidents on railways gave rise to an exchange of views in the Governing Body. This Resolution, it will be remembered, requests the Governing Body to appoint in due course a Joint Committee of twenty-one persons representative of the Governments, employers and workers, to study the whole question, and also to avail themselves of the experience already obtained by the International Union of Railways and report as soon as possible. The question at issue before the Governing Body was whether it should forthwith set up the Joint Committee or whether it should wait until the study of the International Union of Railways had made fresh progress.

After discussion, the Governing Body instructed the Director to get into touch with the International Union of Railways to remind it of the Resolution of the Conference and to inform it of the intention of the Governing Body to constitute the Joint Committee at a very early Session, and in any case before the end of 1929.

A discussion took place also on the question of conditions of work in the textile industries.

The question under discussion was the action to be taken on a Resolution of the last International Labour Conference which, considering the economic difficulties manifesting themselves in various sections of the textile industry throughout the world, requested the Governing Body to consider the possibility of undertaking an investigation into the conditions of work of men, women and children employed, including wages, hours of work, hygienic conditions, and other conditions affecting their employment, in the textile industries of the various countries of the world.

Several members of the employers' group contested whether such an enquiry was opportune. They stated that the actual facts of the case did not justify it, and they raised doubts as to its practical value, in view of the fact that certain employers' organisations, in their desire to maintain complete liberty of action, would not collaborate in the research undertaken by the Office.

On behalf of the workers' group, Mr. Jouhaux spoke against this attitude. The employers' representatives, he said, constantly repeated that the enquiries of the International Labour Office should be made with the collaboration of the organisations concerned. To-day, however, they were basing their arguments on the fact that the employers' organisations would not collaborate in an enquiry in the textile industry to reach the conclusion that this enquiry should not take place. Mr. Jouhaux recalled that Part XIII of the Peace Treaty instructed the International Labour Office to carry on a permanent enquiry on all aspects of the conditions of work of the workers, wages, hours of work, health, unemployment, etc. He maintained that, contrary to the thesis of the employers, the present position of the textile industries in many countries necessitated the fullest study. Almost everywhere there had been strikes, and more than that there was unemployment. The French workers' representative concluded by stating that the International Labour Office would fail in its mission if it did not concern itself with these problems.

In the end, in agreement with a proposal of Mr. Sokal, representative of the Polish

Government, supported by the whole Government group, the Governing Body decided to set up a Committee with instructions to submit proposals to it at its next Session with regard to the field that might be covered by the enquiry, in particular the branches of the textile industry and the questions of hours of work, the protection of women and children, wages, cost of living, cost of production, health, etc.

It will be recalled that the International Labour Conference, in its Session of May-June last, instructed the Governing Body to study the whole problem of the official languages of the Organisation, both from the technical and financial points of view. At Warsaw, the Governing Body considered the practical steps to be taken in conformity with this resolution of the Conference. It decided to set up a special committee of twelve members (four of each group) to prepare a report to the Conference on the question of official languages.

The Governing Body approved the measures taken or the suggestions made by the International Labour Office for the action to be taken on the Resolutions of the Conference relating to the prevention of industrial accidents, documentation on industrial safety, the consultation of the Joint Maritime Commission on the question of the protection of workers employed in loading or unloading ships, the diminution or suppression of the various causes of the reduction of production, the development of the spirit of collaboration between employers and workers, the study of certain dangers in the motor transport industry, the occupational rehabilitation and employment of disabled men, the reform of the calendar, the possible placing of the question of freedom of association on the agenda of the Conference, and the consideration by the Conference of the question of collective agreements in agriculture.

The Governing Body remitted to its Standing Orders Committee the Resolution of the Conference relating to problems concerning the denunciation, revision, modification or amendment of Conventions, and also the question whether the procedure of double discussion should apply to reports relating to the revision or modification of Conventions.

In connection with the Resolution of the Conference relating to the measures taken by the States Members in accordance with Article 405, paragraph 5, of the Treaty of Versailles, the Governing Body, by fifteen votes without opposition, authorised the Director to ask Governments, if necessary, to indicate the reasons why they had not submitted Conventions and Recommendations adopted by the Conference to the competent authorities within the time limits provided for by the Treaty.

In connection with the Resolution relating to the study of the influence of rationalisation and industrial agreements on the conditions of the workers, the Governing Body invited the Office to define the question and to establish a programme of work.

The Office will carry on its study on housing conditions and accommodation of the workers in collaboration with the Secretariat of the League of Nations and the national administrations concerned. The study of the dangers of the one-man driving of locomotives will be carried out in collaboration with the Transit Organisation.

The Governing Body decided not to take action on the Resolution for the creation by the States Members of departments dealing with labour questions and the Resolution concerning the creation of private associations to carry on publicity for the work of the International Labour Organisation.

In agreement with the suggestion of the Joint Maritime Commission, the Governing Body decided to place on the agenda of the 1929 Maritime Conference the question of certificates of competence to be required of officers of the watch on board ship. It will be remembered that this question had been raised by the International Association of Officers of the Merchant Marine in consequence of the *Lotus* incident.

Before taking a final decision with regard to the agenda of the Conference of 1930, the Governing Body requested the Director of the International Labour Office to submit to it a statement of the legislation and practice on the question of the limitation of weights to be carried and on the question of the age of admission of children to employment in commerce. At its next Session the Governing Body will take a decision whether or not these questions should be included on the agenda of the 1930 Conference.

The Governing Body renewed the mandate of the members of the Commission on Article 408.

The Governing Body considered the report of the Committee on Work in Coal Mines. It decided to adjourn the question of the calling of a meeting of directors of experimental stations. Otherwise it adopted the report of the Committee. It was understood that the Office would submit to this Committee a report on the uniformisation of hours of work in coal mines, in connection with a resolution communicated by the Miners' Federation.

The Governing Body adjourned until its next Session the discussion of the report of the Permanent Migration Committee.

Finally, the Governing Body was unanimous, in accordance with the reiterated desires of the delegates of countries of the Far East to the International Labour Conference and as an indication of the universal character of the Organisation, in approving the programme of a journey of the Director to enable him to establish, for the first time,

The Director was due to arrive in Japan on 5 December. The officials and organisations responsible for the arrangements have made preparations for a stay of one month. Here, also, the Director will be received by members of the Government and by the heads of the departments which deal with labour questions. He will come into contact with the most representative workers' and employers' organisations, and will discuss with the responsible authorities the situation of Japan as regards International Labour Conventions and the possibility of further ratifications.

The Director will leave Japan on 5 January, and arrive on 19 January at Batavia, in order to spend a few days in the Dutch East Indies, in response to an invitation from the Government of the Netherlands.

He will arrive back in Geneva in February.

A CORRESPONDENCE OFFICE FOR INDIA

The International Labour Office has just opened a Correspondence Office for India at Delhi.

The establishment of this Office was decided upon by the Governing Body with a view to intensifying the relations already existing between India and the International Labour Organisation. The setting up of a Correspondence Office at Delhi will facilitate intercourse between the International Labour Office and the public administration and trade organisations of India, and this Office will also act as a permanent centre of information and documentation.

TURKEY AND THE INTERNATIONAL LABOUR CONFERENCE

It may be recalled that Turkey, though not a Member of the International Labour Organisation, has been represented at the last two Sessions of the International Labour Conference by an observer. This post was held at the last Session by His Excellency Mehmit Munir Bey, Turkish Ambassador at Berne. The Turkish Under-Secretary for Foreign Affairs, having learned of the welcome extended to the Turkish representative at the Conference, forwarded to the Director of the International Labour Office a letter of thanks, in which he states that the marks of sympathy accorded to his country and its representative have had a noticeable effect in Turkey.

The Government of the Republic (he adds), which studies social evolution with growing interest, is glad to acknowledge the distinct improvement in the conditions of labour brought about by the unceasing and untiring efforts of the International Labour Organisation.

I earnestly hope, Sir, that your efforts may be crowned with success, and that a new order, based on harmony between capital and labour, may succeed in settling the thorny questions which constitute the keystone of the social order.

Turkey, which regards with sympathy the labours of the Conference and is keenly interested in the social questions on the agenda, is anxious to be able to follow them with all the interest that they deserve.

To this end, the Turkish Government will not fail to appoint, from time to time, an observer to follow the deliberations of the Conference

THE REGULATION OF HOURS OF WORK IN EUROPEAN INDUSTRY

The Governing Body of the International Labour Office, at its Thirty-Third Session held in October 1926, examined the international situation with regard to the Washington Eight-Hours Convention, and set up a Committee to "determine the actual position in the various States with regard to legislation on hours of work and its application". The report was to be based upon information already in

the possession of the Office. The Office therefore supplied the committee with a full report on the subject. The report, after being approved by the Committee, was laid before the Governing Body in January 1927, and was subsequently completed in accordance with certain suggestions made by members of the Governing Body. It is as a result of a wish expressed by the Governing Body at its Session of February 1928 that this report has just been published in the *International Labour Review*, Vol. XVIII, Nos. 1, 2 and 3.

It includes a comparative study of the systems of regulation of hours of work for adult workers in European industry. It does not deal with countries outside Europe or with special provisions for women, young persons, and children. It does not consider the regulations for two very important branches of labour: mining and transport. These call for separate study by reason of the special conditions in these occupations; such a study has already been made for mining, and one for transport will be undertaken shortly.

The report published in the *International Labour Review* concludes that general legislation on the subject of hours of work is in force in twenty-one States. Six States have only partial legislation — Denmark, Estonia, Great Britain, the Irish Free State, Luxemburg, and Switzerland. If, however, account is taken of the scope of regulation by collective agreement, it appears that the only States with no regulations on hours of work are Hungary and Turkey (whose European territory is very small), in which industry occupies a quite secondary place in the national economy, and Albania, which has no industrial establishments at all.

Almost all the legislations and collective agreements prescribe a normal working week of forty-eight hours or less. The only exceptions to this rule are certain occupations subject to special legislative provisions (such as dockers in the Netherlands, and bakers in Greece) and small-scale industry in the Serb-Croat-Slovene Kingdom. In Switzerland the collective agreements for the various handicrafts rarely exceed this limit. A considerable number of countries have instituted the Saturday half-holiday. While this does not always reduce the weekly hours of work, it improves the position of the workers as regards weekly rest.

The distribution of hours of work over a longer period than a week has been adopted in a number of countries. Belgium, which has ratified the Eight-Hours Convention, has in a variety of ways avoided the prolongation of hours of work by making a generous use of this derogation. For work which must necessarily be carried on continuously several States have adopted an average working week of fifty-six hours, while others, such as Italy, the Netherlands and Norway, have maintained the average forty-eight hours even in this case. This is also in some degree true of France. In Belgium workers employed in shifts for an average of fifty-six hours a week over a period of three weeks are entitled to a compensatory rest of twenty-six complete days per annum, which reduces by so much the average annual weekly hours of work calculated over the year.

The collective making up of hours lost for reasons as a rule specifically mentioned is allowed by the Austrian, French, German, Italian, Spanish, and Swiss legislations. The extent to which the normal number of hours of work is authorised to be extended in the case of preparatory or complementary work varies according to the different legislations, but rarely exceeds two hours. In addition, certain prolongations are generally authorised without limits in case of accident or *force majeure*. A certain number of hours of overtime are also allowed in the event of exceptional stress of work.

According to the legislation of most countries overtime has to be paid at an increased rate. The minimum rate of increase is generally from 25 to 50 per cent.

Finally, the legislation of the great majority of countries considered provides measures to ensure the regular application of the provisions on hours of work, the establishment of a time-table, its supervision by factory inspectors, and the application of a system of penalties.

" MIGRATION LAWS AND TREATIES "

Under the above title the International Labour Office is issuing a second edition, greatly enlarged and brought up to date, of the study entitled *Emigration and Immigration : Legislation and Treaties*, which was published in 1922. Volume I, dealing with emigration, has appeared; Volumes II and III, dealing respectively with immigration and with international treaties and conventions, will be ready shortly.

The 1922 edition analysed the laws, regulations and treaties of 76 countries, colonies, etc. The number has now been increased to about 200.

The first two volumes contain the laws and regulations of the different countries classified under subject-headings, including definitions, restrictions on the right to emigrate or immigrate, the organisation of migration services, the supply of information to migrants, recruiting and placing in employment, the preliminaries of the journey, the journey itself, the stay abroad, and repatriation. A special chapter deals with migrants in transit. Each of these subjects is first discussed in a general survey, in which an attempt is made to explain the different tendencies represented by the various national laws. This is followed by a summary of the regulations in force in each country.

Volume III deals with international treaties and conventions, of which there are already a large number. A short description of the different forms of these treaties and conventions is given, followed by a systematic analysis under subject-headings.

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INTERNATIONAL LABOUR ORGANISATION

1929 No. 1.

January.

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THE WORK OF THE INTERNATIONAL LABOUR ORGANISATION IN 1928.

The International Labour Organisation has continued and intensified during the year 1928 its endeavours to assure the benefits of labour legislation on an international basis to all categories of workers the protection of which is entrusted to it. With this in view, its work has more and more assumed a character of universality in conformity with the spirit of its Charter, Part XIII of the Peace Treaty.

The Session of the International Labour Conference held at Geneva 30 May to 16 June, with Dr. Carlos Saavedra Lamas, representative of the Argentine Republic, as President, brought together delegates of 46 States. The number of States represented was greater than at any other Conference except 1925. Brazil, although no longer participating in the work of the League of Nations, indicated its desire to continue its collaboration in the Organisation by sending a complete delegation. Turkey, although not a member of the Organisation, sent an observer, and the same was the case with Ecuador.

The journeys of the Director of the Office have contributed to render closer the bonds existing between the Organisation and many European countries, in particular Italy and Spain. The Session of the Governing Body in October held at Warsaw and Cracow, on the invitation of the Polish Government, constituted for Poland an opportunity to manifest the interest that it bears to the work of the Organisation.

Notable progress was made in the development of relations with distant countries. Last year reference was made to the journey of the Deputy Director to South Africa. This year the Director undertook a long journey in the Far East. A correspondent's office for India has been opened at Delhi. Mention should also be made of the intensification of the relations of the Office with the States of Latin America, which this year sent to the Conference a larger number of complete delegations.

Contacts with the great organisations of employers and workers have continued to develop in 1928. The great organisations of salaried employees have given evidence of their satisfaction at the decision to place on the agenda of the Conference of 1929 the question of hours of work of salaried employees. The first meeting of the Advisory Committee on Intellectual Workers enabled these workers to let the Governing Body know their opinion on the particular questions which interest them.

THE RATIFICATION OF CONVENTIONS

From the legislative point of view the year 1928 has been marked by a notable acceleration in the movement of the ratification of International Labour Conventions. On 1 January 1928 the number of ratifications officially registered was 248; at the end of December it was 333, an increase of 85. In the course of the year 1927 there were 33 ratifications, and in 1926, 29.

The Conventions which have obtained the largest number of ratifications are the following : the Convention concerning unemployment, ratified by 23 States; night work of young persons, 21 States; minimum age for admission of children to employment at sea, 21 States; minimum age for admission of young persons to employment as trimmers or stokers, 20 States; compulsory medical examination of children and young persons employed at sea, 20 States; equality of treatment for national and foreign workers as regards workmen's compensation for accidents, 20 States; and employment of women during the night, 19 States.

THE APPLICATION OF CONVENTIONS

Noticeable progress has also been made in connection with the guarantees for the application of Conventions. The procedure inaugurated in 1927 for the consideration by a committee of experts of the annual reports which States, in virtue of Article 408 of the Peace Treaty, must furnish on the measures taken by them for the execution of Conventions to which they have adhered, has continued to operate in 1928. The results of the consideration by the Committee show that the reports received this year were more numerous and more full. All the States, the legislation of which had given rise to observations by the Committee of Experts, have furnished additional information. The method of consideration of national reports instituted in execution of Article 408 of the Treaty has proved really effective. The International Labour Conference, therefore, decided to renew the mandate of the Committee of Experts, which had first of all been appointed for two years only as an experiment.

Improvement is therefore gradually taking place in the system of reciprocal information which should give to all States concerned the certainty that the provisions of ratified Conventions are applied. Ratification and application are two different questions, but both are equally essential to the development of international labour legislation.

THE REVISION OF CONVENTIONS

A third fundamental question has been raised during the year and has constituted the subject of discussions in the Governing Body and at the Conference. This is the question of the revision of Conventions. The discussions have almost always involved the consideration of two connected but distinct problems : the problem of the revision of Conventions, properly so-called a general problem; and the particular problem of the revision of the Washington Eight-Hour Convention.

First of all the general problem. All the Conventions adopted by the International Labour Conference include a clause providing that at least once in ten years the Governing Body of the International Labour Office shall submit to the Conference a report on their application and shall decide if the question of their revision should be placed on the agenda of the Conference. The problem at issue was to establish for the execution of this clause a general procedure of revision. The procedure was not fixed in the Treaty. Should this procedure be of such a kind that the mere fact of commencing it would imply the possibility of a complete

revision of the Convention under examination, or should it allow the Governing Body to propose to the Conference items limited to certain determinate articles of the Convention and to these articles only? This was the question at issue. By 18 votes (the whole Government group and the whole workers' group) against 6 (the whole Employers' group) the Governing Body adopted a procedure permitting the limitation of revision of a Convention to precise points.

THE HOURS CONVENTION

With regard to the Hours Convention, the Governing Body had brought before it by the British Government a proposal with a view to placing the revision of the Washington Convention on the agenda of the ordinary session of the Conference of 1929. The Governing Body did not take a decision on this proposal before establishing a general procedure of revision applicable to all Conventions. When this procedure had been fixed, it considered the British proposal, and finally it decided to invite the Director to prepare on all the Conventions voted at Washington in 1919, the reports provided for in these Conventions to be submitted at least every 10 years, and to submit them to the Governing Body as they were completed.

The problem involved for the future of the Eight-Hour Convention by the British proposal was also brought to the attention of the Conference. The representative of Great Britain stated that his Government, while adhering to the principles of the Washington Convention, desired, as a means of ensuring progress, to define those principles more precisely, thus laying the basis for uniformity and providing what is needed to secure that international action is practicable. The Director, in his reply to those who had spoken on his Report, emphasised the interest of this statement. He noted that even after the British proposal for revision, new ratifications had been registered, both conditional and unconditional, of the Eight-Hour Convention, and even the conditional ratifications signified at least that the countries which had made them considered that the Convention in its present form was applicable and practicable.

THE ELEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Eleventh Session of the Conference reached practical results on the various questions on its agenda.

In the first place it adopted a Draft Convention laying down the obligation for the States which ratified it to undertake to create or maintain machinery whereby *minimum rates of wages* can be fixed for workers employed in certain of the trades or parts of trades, and in particular in home-working trades, in which no arrangements exist for the effective regulation of wages by collective agreement or otherwise and wages are exceptionally low. The adoption of such measures will help to raise in many countries the conditions of categories of workers particularly concerned.

The Conference also voted a Recommendation supplementing the Draft Convention and putting on record for the guidance of the Members certain general principles which, as present practice and experience show, produce the most satisfactory results for the creation of minimum wage-fixing machinery.

The agenda of the Session also included the question of the *prevention of industrial accidents*. This question came before the Conference for the first time. In virtue of the double discussion procedure it could not result this year in the adoption of a Draft Convention or Recommendation. It is only next year, after a second discussion, that it will be possible for the Conference to take a final decision. The discussion which took place this year was very useful in preparing the way for a solution of the problem. The exhibition organised by the Office during the Conference constituted a practical demonstration of what can be done for the prevention of industrial accidents.

In conclusion, the Conference decided that the question of the prevention of accidents should be placed on the agenda of its 1929 Session, and it adopted a draft questionnaire making it possible to consult Governments on the various aspects of the question.

The Conference dealt specially with the question of the *protection of workers employed in loading and unloading ships*. It adopted a questionnaire providing for the possibility of the adoption on this question of a Draft Convention.

In connection with the *prevention of accidents due to coupling on railways*, the Conference adopted a resolution asking that the International Railway Union should continue actively its study of the problem, and should communicate its results to the International Labour Office as soon as possible, and in any case within the next two years. The resolution also asks for the appointment by the Governing Body of a joint committee of 21 persons representative of the Governments, employers and workers, to study the whole question, to avail themselves of the experience already obtained by the International Railway Union, and to report as soon as possible to a further Conference.

The Conference remitted for examination to the Governing Body a draft Resolution and amendments concerning the official languages of the Organisation.

In this connection reference should be made to the practical progress realised by the system of simultaneous telephonic translation applied for the first time at the Conference. The Conference expressed its gratitude to Mr. E. A. Filene, of Boston, who was the first to think of the system and without whose constant encouragement and generous assistance the Office would have been unable to undertake this experiment and bring it to a successful conclusion.

THE GOVERNING BODY

Finally, the Conference proceeded to the election of the Governing Body of the International Labour Office. In accordance with Article 393 of the Peace Treaty the Governing Body is elected for three years.

The new Governing Body appointed the following officials: President: Mr. Arthur FONTAINE, French Government delegate. Vice-Presidents: Mr. HODAČ, employers' delegate Czechoslovakia, and Mr. POULTON, workers' delegate Great Britain.

During 1928 the question of the enlargement of the Governing Body has made notable progress. It will be recalled that in 1922 the Conference at its Fourth Session, with a view to granting larger representation to extra-European countries, adopted an amendment to Article 393 to raise the number of members of the Governing Body to 32—16 representatives of Governments, 8 representatives of employers, and 8 representatives of workers. This amendment has received up to date 40 ratifications; 42 are required before it comes into force. There is every ground to hope that the two ratifications not yet obtained will soon be secured and that the Governing Body may then be enlarged in accordance with the desires of extra-European countries.

The Governing Body held, as usual, four sessions. The three first sessions took place at Geneva in February, April, and May-June. The fourth, in October, was held at Warsaw and Cracow, where the Polish Government organised an extremely warm welcome for the Governing Body. The work of the Governing Body during its four sessions covered all aspects of the activity of the Organisation. Among the decisions taken, apart from those concerning the procedure for the revision of Conventions and the question of the Eight-Hour Day, reference may in particular be made to the decisions relating to the programme of work of the 1929 Conference.

In 1929 two sessions of the International Labour Conference will be held, one session of a general character and one session dealing specially with conditions of work at sea. The general session will open on 30 May. Its agenda includes the

following questions : the prevention of industrial accidents (final discussion); the protection against accidents of workers engaged in loading or unloading ships (final discussion); forced labour (first discussion); hours of work of salaried employees (first discussion).

In addition, a general report on unemployment will be submitted by the International Labour Office.

The Maritime Session will open on 10 October. Its agenda includes : the regulation of hours of work on board ship; the protection of seamen in case of sickness (including treatment of seamen injured on board ship); the promotion of seamen's welfare in ports; the question of the establishment by each maritime country of the minimum of professional competency exigible from captains, navigating and engineer officers in charge of watches on board merchant ships.

MEETINGS OF COMMITTEES

With a view to the preparation of these various questions, several committees have sat in the course of 1928 : the Joint Maritime Committee, 23-26 March at Geneva; Experts of the Correspondence Committee on Industrial Hygiene, 16 April at Geneva; Committee of Experts on Native Labour, 4-8 December at Geneva. The Committee of Experts on Article 408 met also at Geneva on 5 March, and the Standing Orders Committee of the Governing Body on 30 and 31 March at Paris. On 22 and 23 October at Geneva the Advisory Committee on Intellectual Workers held its first session, in the course of which it formulated its opinion on certain interesting questions, such as the journalist's conscience clause, the radius clause, the protection of wage-earning inventors, the employment of theatrical artistes, etc.

THE SCIENTIFIC WORK OF THE INTERNATIONAL LABOUR OFFICE

All these problems have formed the subject of thorough study by the Office. During the year the Office has continued the scientific work which forms the necessary basis of legislative work.

Among the questions to which particular study has been devoted the following may be mentioned. In addition to continuing research on the various questions considered by the Advisory Committee on Intellectual Workers, the Office has undertaken, at the request of the Committee and in collaboration with the International Institute of Intellectual Co-operation, a wide enquiry on the unemployment of intellectual workers. It has continued to study conditions of work in cinematograph studios. It has published the results of an enquiry on the *Conditions of Work and Life of Journalists*, which has given rise to great interest in the world of the Press.

The Office has also published its enquiry on *Wages and Hours of Work in the Coal Mining Industry*, and it is continuing its study of the coal mining industry by extending its research to other conditions of work in coal mines, health, safety, unemployment, etc. A resolution of the Conference has suggested—though the Governing Body has not yet taken a final decision on this question—an enquiry, if not identical, at least analagous, on conditions of work in the textile industry.

On the question of housing, the Office has published a volume on *Methods of Compiling Housing Statistics*, and is at present giving final shape to fresh reports on housing conditions in the various countries of Europe.

Two important works on social insurance have been published, one on *Compulsory Sickness Insurance*, the other on *Voluntary Sickness Insurance*. The office is continuing to make a study on social charges in the principal industrial countries of Europe. In agreement with the Health Organisation of the League of Nations, it is examining the possibility of collaboration between institutions of social health and insurance institutions. During the year it has published a report on *The Benefits of the German Sickness Insurance System* from the point of view of Social Hygiene.

Two new volumes on *Freedom of Association* have appeared in 1928, and also the second volume of the *International Survey of Legal Decisions on Labour Law* and the second volume of the series on *Migration Laws and Treaties*. The Office has also prepared a study on migration movements in the last three years and it is making the necessary technical arrangements for a Conference of migration statisticians for the end of 1929.

The question has been raised, and the Governing Body will take a decision on the matter at its next session, whether the Office, in agreement with the suggestions of the Consultative Economic Committee, should undertake a study of the repercussions of the various methods of industrial rationalisation on the conditions of the workers, wages, hours of work, unemployment, health, safety, etc.

In the field of agriculture the Office is completing two reports requested of it by the Mixed Committee appointed to ensure the co-ordination of its work with that of the International Institute of Agriculture at Rome. One of these reports deals with technical agricultural education, the other with co-operation in agriculture. In addition, the attention of the Office is more and more being drawn to the necessity of a study of labour agreements in agriculture and on rationalisation in agriculture and its influence on conditions of agricultural labour.

The Office has begun the revision of the report which it issued in 1924 on *Conditions of Work in Soviet Russia*.

It goes without saying that the preparation of the two sessions of the 1929 Conference has necessitated important work in the field of information and research on the prevention of accidents, conditions of native labour, hours of work of salaried employees, unemployment, hours of work on board ship, the protection of seamen in case of sickness, the promotion of seamen's welfare in ports, and the establishment by each maritime country of the minimum of professional competency exigible from captains, navigation and engineer officers in charge of watches on board merchant ships.

The Office has continued to develop during the year its intelligence service. The Documents Service now receives 3,500 newspapers and periodicals, an increase of more than 500 over last year. From 1 January 1928 to 31 December 1928, 29,000 new works have been added to the Library. The Library received 10,200 in 1923, 13,000 in 1924, 14,000 in 1925, 20,000 in 1926, 24,000 in 1927. The annual accessions therefore show constant progress. The Library of the Office now contains 230,000 volumes.

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1929. No. 2.

February.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 January 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 335.

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations was 29.

Between 21 December 1928 and 20 January 1929, the International Labour Office was informed of the registration of two new ratifications, namely :

The registration of the ratification by *Czechoslovakia* of the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and the Convention concerning sickness insurance for agricultural workers, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

THE DIRECTOR'S JOURNEY IN THE FAR EAST

Mr. Albert Thomas, the Director of the International Labour Office, who is now on his return journey from China and Japan, had a lengthy telephone conversation on 21 January with the International Labour Office from Batavia. The Dutch Government had been good enough to place at his disposal the new service which was inaugurated on 1 January between The Hague and the Dutch East Indies. Communications go by wireless from Batavia to The Hague and from there on by the ordinary telephone system. In this way Mr. Albert Thomas was able to speak personally with Mr. H. B. Butler, Deputy Director of the International Labour Office, in his office at Geneva.

Mr. Thomas said that his voyage in Asia had been a great success and made enquiries concerning the work of the International Labour Office, particularly as regards the next meeting of the Governing Body.

THE INTERNATIONAL LABOUR OFFICE AND NATIVE LABOUR.

On his return from Japan the Director of the International Labour Office stopped in Batavia. In view, however, of the length of the journey from the East, and of the fact that he must be in Europe by February, he was only able to stay in the Dutch East Indies for a few days. Mr. Albert Thomas only had time to get into touch with the authorities of the country, and he left it to a member of his staff, Mr. Grimshaw, chief of the Native Labour Section of the International Labour Office, to study the conditions of work in that country on the spot.

Mr. Grimshaw started for Batavia at the end of December, and will stay a month in the Dutch East Indies on the invitation of the Dutch Government, which has been good enough to undertake responsibility for all the material arrangements for the voyage, and give every possible assistance with regard to the enquiry that Mr. Grimshaw will undertake.

Before returning to Geneva, Mr. Grimshaw will go to South Africa, where he has also been invited to obtain a first-hand knowledge of the conditions of work,

THE INTERNATIONAL LABOUR CONFERENCE AND FORCED LABOUR

The International Labour Office has sent to the Governments of all States Members of the Organisation the Report on "Forced Labour" which has been prepared for discussion at the next International Labour Conference to open in Geneva on 30 May.

This Report is the result of a careful examination of the question by the International Labour Office with the aid of a Committee of Experts of recognised competence on native labour questions. The Report shows how the subject had been brought in no uncertain manner into the limelight of international affairs by the vote of the Assembly of the League of Nations on the Slavery Convention. It goes on to deal in detail with the law and practice in the matter of forced labour, mainly in colonies, possessions, protectorates, or mandated territories. It also quotes the opinion of a number of authorities with regard to the social and economic effects of forced labour. It concludes with a certain number of principles which would seem to provide a basis for the international regulation of the matter in such a way as to abolish at once the abuses that arise from forced labour.

The conclusion of the Report also contains the text of a Draft Questionnaire to be sent to the Governments in the event of the Conference deciding, in accordance with the double discussion procedure, to place the question of forced labour on the Agenda of the 1930 Conference with a view to the adoption of Draft Conventions and Recommendations.

What is meant by "forced labour" or "compulsory labour"?

The Draft Questionnaire prepared by the Office suggests the following definition: "All work or service which is exacted under menace of any penalty for its non-performance and for which the worker concerned does not offer himself voluntarily".

The question is one which affects for the most part, though not exclusively, the working conditions of subject peoples who are under the administration of races alien to themselves. Such peoples are frequently designated by the term "natives" and their conditions of labour by the term "native labour" — terms somewhat unfortunate in their applications and their implications, for many peoples whose conditions of labour are analogous to those of "natives" are not usually termed "natives", and indeed would resent the application of the term to themselves, and, on the other hand, there are "natives" who enjoy superior conditions of labour not usually thought of when the term "native labour" is employed.

Consequently, the Report on Forced or Compulsory Labour, though it deals for the most part and inevitably with what is understood as "native labour", is more comprehensive in its scope than the latter term would imply, and if the Conference should decide to

proceed further with the matter, there seems to be no valid reason why any questionnaire which it may decide to draft, or, indeed, the Convention or Recommendation which it may ultimately adopt, should not be perfectly general in their terms and their application.

It would indeed be of little use solemnly to abolish slavery if conditions of employment analogous to slavery were still to be maintained in the form of forced labour. For this reason the Assembly of the League of Nations in 1926, after adopting an international Slavery Convention, passed a formal Resolution drawing attention to the importance of the work being undertaken by the International Labour Office with a view to studying the best means of "preventing forced or compulsory labour from developing into conditions analogous to slavery".

The studies which have since been made, and the advice of the Committee of Experts which has assisted the Office in its task, have made it possible to formulate a certain number of principles which would seem eminently fitted for embodiment in international agreements.

The final aim to be kept in view is the complete suppression of forced labour. The system is a survival of bygone times, and its continuance is in contradiction with all modern conceptions of the relationship between man and man. If, however, there are districts where it may be difficult to bring to an end immediately all forced labour, it is indispensable that recourse to this form of labour should be very carefully regulated, in order to prevent any form of abuse. In any case, if for important reasons of public policy, forced labour should be resorted to, it is essential that the authority responsible should be the highest central authority of the territory concerned, or, when considered desirable, an authority of the metropolitan country.

Another principle follows logically. In no case whatever should the competent authority impose or permit the imposition of forced labour for the benefit of private individuals, companies or other entities than the general community. Where such forced labour exists, every effort should be made to bring it to an end as soon as possible. The illegal exaction of forced labour should be punishable as a penal offence.

It being agreed that forced or compulsory labour should not be imposed for the benefit of private interests, the next question is the regulation of forced labour for public purposes. The Report of the Office reproduces a certain number of measures already in force in various territories which it would appear might be adopted by all States. For example, before authorising forced labour for public purposes, competent authorities should be satisfied :

- (i) that the work or service is in the direct interest of the community called upon to do it;
- (ii) of its actual or imminent necessity;
- (iii) of the impossibility of obtaining voluntary labour by the offer of the rates of wages ruling in the area concerned for similar work or service;
- (iv) that the work or service will not lay too heavy a burden on the present population, having regard to the labour available and its capacity to undertake the work.

No kind of forced or compulsory labour should be exacted from other persons than adult able-bodied males.

From any given community there should not be taken for forced labour more than a fixed proportion of the resident able-bodied adult males.

The normal maximum period for which any individual may be taken for forced labour of all kinds should not exceed sixty days in the year, or, in exceptional cases where workers come from long distances, six months in the year.

Workers under compulsion should not, except in cases of special necessity, be transferred to districts where the food and climate differ so considerably from those to which they have been accustomed as to endanger their health.

When this transfer nevertheless takes place, measures of gradual habituation to the change of diet and of climate should be adopted.

Measures of habituation to regular labour should be adopted in all cases where the forced workers are unaccustomed to it, particularly in regard to the hours of labour and to the ameliorations of dietary which may be necessary.

The normal hours of work should not exceed eight a day and forty-eight a week, and hours worked in excess should be remunerated at rates higher than the rates for the normal working hours.

In the case of forced transport workers, the normal daily journey should correspond to an average eight-hour working day, account being taken not only of the distance covered, but also of the nature of the route, the season of the year, the weight to be carried and other relevant factors, and that where hours of journey in excess of eight per day are exacted, they should be remunerated at rates higher than the normal rates.

Forced workers, including forced transport workers, should in all cases be paid at the rates ruling for similar kinds of work in the district in which they are employed.

Wages should be paid to the workers individually and not to their tribal chiefs or other authorities.

The days necessary for travelling to and from the workplaces should be counted for the purpose of payment as working days.

Deductions from wages should not be made either for the payment of taxes or for special food, clothing or accommodation supplied for the purpose of maintaining the worker in a condition to carry on his work, nor for the supply of tools.

The competent authority or the authority employing forced workers should hold itself responsible for their future subsistence when, owing to accident or sickness arising out of the circumstances of their employment, they are rendered incapable, or only partly capable, of maintaining themselves.

The competent authority or the Administration should similarly satisfy itself that the dependants of dead or incapacitated forced workers are provided for, if necessary taking measures to assure their subsistence.

The Administration should see that the duties of any labour inspectorate which has been established for the inspection of voluntary labour are extended to forced labour. In the absence of such inspectorate, it should take other measures to assure that the regulations governing the conditions of forced labour are applied.

When forced workers other than forced transport workers are compelled to remain for considerable periods for works of construction or maintenance at workplaces distant from their homes, measures should be taken to assure their health and to guarantee the necessary medical care, and in particular (a) they should be medically examined before commencing the work and at intervals during the period of service, (b) an adequate medical staff should be provided, with the dispensaries and hospital accommodation necessary to meet probable eventualities, and (c) the sanitary conditions of the workplaces, the supply of drinking water, food and, where necessary, of housing and clothing should be assured.

Recourse should be had to compulsory cultivation solely as a measure of precaution against famine or a deficiency of food supplies and always under the condition that the food so produced should, in lieu of wages, remain the property of the individuals or of the community producing it.

Compulsory cultivation should in no case be imposed to further the production of crops for export.

It would no doubt have to be provided that in cases of emergency such as fire, flood, amine, earthquake, epidemic disease, invasion by animal or insect pests, and so on, recourse to forced labour should be permitted.

A NEW VOLUME OF "FREEDOM OF ASSOCIATION"

The International Labour Office is shortly to publish a new volume on freedom of association. This is the fourth of a series which will include five volumes altogether.

The first appeared about a year ago and gave a comparative analysis of the legal positions of trades unions in the different countries. The next two volumes, which appeared in March and August 1928, consisted of monographs on freedom of association in Great Britain, the Irish Free State, France, Belgium, Luxemburg, Netherlands, Switzerland, Germany, former Austria-Hungary, Austria, Hungary, Czechoslovakia, Poland, the Baltic States, Denmark, Norway, Sweden, and Finland.

The volume which is shortly to appear will cover Italy, Portugal, Greece, the Serb-Croat-Slovene Kingdom, Bulgaria, and Rumania. Each of these monographs will deal not only with trade union law in the countries concerned, but also with the legal status and forms of activity of the trade unions, and their position in law and in fact.

MONTHLY SUMMARY

OF THE

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 25 February 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 341 (including 8 conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

Between 21 January and 25 February 1929, the International Labour Office was informed of six new ratifications, namely :

The registration of the ratification by *Austria* of the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and the Convention concerning sickness insurance for agricultural workers, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

The registration of the ratification by *Spain* of the Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week, adopted by the International Labour Conference at its First Session (Washington, 1919)¹, the Convention concerning workmen's compensation for accidents, and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

The registration of the ratification by *Switzerland* of the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE DIRECTOR'S RETURN

Mr. Albert Thomas, Director of the International Labour Office, returned to Geneva on 19 February, after a journey of three and a half months, during which he visited China, Japan, Indo-China and the Netherlands Indies, accompanied by Mr. Phelan, Chief of the Diplomatic Division, and Mr. Marius Viple, the Director's principal private secretary.

The Director will submit to the Governing Body a report on his journey, an account of which will appear in the following number of the *Monthly Summary*.

(1) Subject to the ratification by France, Germany, Great Britain and Italy.

THE FORTY-THIRD AND FORTY-FOURTH SESSIONS OF THE GOVERNING BODY

On account of the Director's journey to the Far East, it was decided by the Governing Body at its last Session, which took place at Warsaw in October 1928, to hold the Forty-Third and Forty-Fourth Sessions consecutively from 11 to 16 March 1929 at Geneva.

Some fifteen items are contained in the Agenda, among which figure the following : the fixing of the Agenda for the 1930 Conference, the consideration of the reports of the Office on the working of certain Conventions adopted at the Washington Session of the Conference (especially of that on the eight-hour day), the convening of a Conference on Silicosis at Johannesburg, the effect to be given to the resolution of the International Miners' Federation on hours of work in coal mines, the record of the meeting of the Permanent Migration Committee, the reports of the Standing Orders Committee and of the Committee on the Language Question, the record of the meeting of the Advisory Committee on Intellectual Workers, the record of the meeting of the Committee of Experts on Native Labour, and the Director's Report.

THE HOURS OF WORK OF SALARIED EMPLOYEES

The International Labour Office has forwarded to all the Governments of States Members of the Organisation the report which it has drawn up on the hours of work of salaried employees, with a view to the discussion of this question at the next Session of the International Labour Conference, to be held on 30 May 1929 at Geneva.

The question of the hours of work of salaried employees has been before the Organisation since the beginning of its work, as forming an important aspect of the general problem of hours of work.

In the Preamble to Part XIII (Labour) of the Treaty of Peace of Versailles the "establishment of a maximum working day and week" is placed first among the measures stated to be urgently required if the "peace and harmony of the world" are to be preserved. Since no one class of workers is mentioned in preference to any other, it seems reasonable to infer that the authors of the Treaty intended the limitation of working hours to apply to manual and non-manual workers alike.

In pursuance of this provision of the Preamble, the question of "the application of the principle of the eight-hour day or forty-eight-hour week" was included in the Agenda of the First Session of the International Labour Conference, held at Washington in 1919.

The Conference confined itself on that occasion to dealing with the regulation of hours of work in industrial undertakings, and left for consideration at a later date the question of limiting hours in commerce, the mercantile marine, and agriculture. It would, indeed, have been difficult to embody in one and the same Convention different systems of regulation for these three categories of employment, and accordingly the Convention on hours of work in industry adopted at Washington provided for the calling of a special Conference to deal, among other things, with hours of work in the mercantile marine. This Conference was held at Genoa in 1920, but on the subject in question simply adopted two Recommendations for limiting hours of work, in the one case in the fishing industry, and in the other in inland navigation.

The question of the limitation of hours of work in the mercantile marine, it will be recalled, is to be reconsidered by a special Session of the Conference in October 1929.

As to the regulation of hours of work in agriculture, this question was struck out of the Agenda of the Third Session of the Conference of 1921.

As regards commercial undertakings, it will be found that the report presented at Washington on behalf of the Commission on Hours of Work states that "the Commission is not proposing to extend the Draft Convention to include commercial establishments, and . . . banks and administrative offices with their numerous personnel are not subject to the Convention". The report goes on to say that "in refusing to extend the benefits of the eight-hour day to commercial establishments at the present time, the majority of the Commission based their decision on the fact that its application would be difficult in shops and small stores and also on the fact that the question was not yet ripe, and deserved special study". The Commission adopted this decision by 9 votes to 6.

At the present time, then, there is no international regulation of hours of work for some of the largest classes of workers. The feeling that such regulation should be extended to salaried employees has, however, grown rapidly in recent years.

During its Tenth Session, in June 1927, the International Labour Conference adopted the following resolution, which was proposed by Mr. Schürch, Swiss Workers' Delegate :

Whereas the Treaty of Peace has provided that the hours of work of all workers should be regulated;

Whereas the Washington Convention has regulated the hours of work for all industrial workers;

Whereas, moreover, in some countries the hours of work of workers other than industrial workers (commercial employees) are regulated by law;

The Conference requests the Governing Body of the International Labour Office to consider the possibility of placing on the Agenda of an early Session of the Conference the question of the international regulation of the hours of work of all workers other than industrial workers (commercial employees).

In pursuance of this Resolution, the Office began an investigation into *hours of work of salaried employees*, and the Governing Body, at its meeting in October 1927, took note of a preliminary report on the possibility of including this question in the Agenda of the Session of the Conference to be held in 1929. A definite decision was, however, deferred to the Governing Body's meeting in February 1928, when, by 12 votes to 9, the above subject was included in the Agenda of the Twelfth (1929) Session of the Conference.

In conformity with the double-discussion procedure, the aim of the Report prepared by the Office is to furnish the Conference with a basis for its discussions on the present question, and accordingly it consists of a survey of existing laws and regulations on hours of work of salaried employees in the various countries, and of a preliminary Draft Questionnaire for the consultation of the Governments at a later stage.

The survey covers all countries possessing legislation on the subject. For the United States, where legislative provisions and regulations are very numerous, and for Mexico, where they are about to be replaced by a single enactment, the principal statutory provisions have been summarised in appendices.

The survey also deals with all classes of salaried employees, i.e. all men, women, young persons and children classed as non-manual workers or working in commercial undertakings; but, in accordance with instructions given by the Governing Body at its Session in February 1928, salaried employees in industry coming under the Washington Convention on the eight-hour day and the forty-eight-hour week, as well as employees in agriculture and maritime work, have been excluded from its scope.

The Report gives a general survey of the law and practice, including an historical outline of systems of regulation, a description of the nature of existing legislation, and certain figures showing the number of salaried employees in various countries, which gives an approximate idea of the scope of the legislation. It then examines the scope of application of existing legislation, the normal hours of work prescribed by it, the exemptions allowed, and, finally, administrative measures for its enforcement.

FORCED LABOUR

All the Governments of the States Members of the International Labour Organisation received some weeks ago the *Report on Forced Labour* prepared by the Office in view of the discussion of this question at the forthcoming Session of the Conference. A brief analysis of this Report appeared in the previous number of the *Monthly Summary*, but some further details of the manner in which the study of this problem has been undertaken and carried out will doubtless not be without interest.

The International Labour Office has been preoccupied by the question for many years. Brought into direct contact with it since 1921 through its representation on the Permanent Mandates Commission and, later, on the Temporary Slavery Commission, it had carried out considerable research when the Assembly, in 1926, adopted, as part of its action against slavery—then reaching the stage of the adoption of a Convention against slavery—the following resolution :

The Assembly :

Taking note of the work undertaken by the International Labour Office in conformity with the mission entrusted to it and within the limits of its constitution;

Considering that these studies naturally include the problem of forced labour :

Requests the Council to inform the Governing Body of the International Labour Office of the adoption of the Slavery Convention, and to draw its attention to the importance of the work undertaken by the Office with a view to studying the best means of preventing forced or compulsory labour from developing into conditions analogous to slavery.

When the Council of the League (Forty-Third Session, 6 December 1926) came to examine a report on the Assembly's work, it adopted in its turn, on the motion of Sir Austen Chamberlain, the following Resolution :

The Council instructs the Secretary-General to communicate to the

Governing Body of the International Labour Office a copy of the Slavery Convention which was adopted by the Assembly of the League of Nations on 25 September 1926, at its Seventh Ordinary Session, and to inform the Governing Body of the importance which the Assembly and the Council attach to the work undertaken by the Office with a view to studying the best means for preventing forced or compulsory labour from developing into conditions analogous to slavery.

The preoccupations of the Assembly and of the Council in this matter are easily explained. The labours of the Temporary Slavery Commission had revealed clearly enough that the suppression of slavery and the slave trade would not necessarily put an end to all conditions of labour of a servile character, and there was no lack of evidence that forced labour might result, and had resulted, in evils analogous to some of those produced by slavery. The Assembly had for that reason inserted in the Slavery Convention a clause condemnatory of forced labour, without, however, entering into the details of its regulation, which, as Viscount Cecil of Chelwood observed in the British House of Lords, were matters which the International Labour Office was much better equipped to consider. The Assembly and the Council, aware that the Office was already occupied with the question, wished then, by the adoption of the above-cited resolutions, to recognise the importance of the work and to indicate their opinion as to its intimate relation with that kind of abuse which the Slavery Convention combated.

The preparation of the report has not been without difficulty. Forced labour occurs for the most part in areas where administration has not reached the point of efficiency attained in more developed countries, and from which exact information is either non-existent or not easily obtainable. The Office was anxious under these circumstances to surround itself with all possible safeguards, and at its request the Governing Body created at its Thirty-First Session (May 1926) a Committee of Experts on Native Labour. The Committee, as at first formed, was composed of the following eminent personalities :

General Freire d'Andrade, former Governor-General of Mozambique, former Minister of Foreign Affairs, Portugal, Member of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. Gohr, Director-General in the Ministry of the Colonies, Belgium, Member of the Temporary Commission on Slavery.

Sir Charles Ernest Low, K.C.I.E., former Member of the Indian Industrial Commission, former Secretary to the Government of India for Commerce and Industry, former Director of Agriculture, Central Provinces of India.

Right Hon. Sir Frederick Lugard, G.C.M.G., C.B., D.S.O., former Governor-General of Nigeria, Member of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. Merlin, Honorary Governor-General of the Colonies, former Governor-General of French Congo, former Governor-General of French West Africa, former Governor-General of French Indo-China, Member of the Permanent Mandates Commission.

Commandant Ostini, ex-M.P., Head of the Colonial Schools Department at the General Emigration Commissariat, Rome.

Mr. Van Rees, former Vice-President of the Council of the Dutch East Indies, former Secretary-General of the Dutch Colonial Institute, Vice-President of the Permanent Mandates Commission, Member of the Temporary Commission on Slavery.

Mr. Sugimura, Counsellor of Embassy, Assistant-Director of the Japanese League of Nations Office, Accredited Representative of Japan at the Seventh Session of the Permanent Mandates Commission.

Mr. H. M. Taberer, Chief of the Native Labour Recruiting Organisation of the Transvaal Chamber of Mines.

Later the following additional nominations were approved :

Mr. Camille Lejeune, of the "Compagnie Nossibéenne d'Industries agricoles" (Madagascar).

Mr. Saura del Pan, Spanish Consul at Oran, former Chief of the Section of Civil Colonial Affairs in the Department for Morocco and the Colonies.

Freiherr von Rechenberg, former Governor-General of German East Africa.

Mr. H. R. Joynt, of the Federal Secretariat of the Malay States.

Professor F. P. Chamberlain, of the University of Columbia, U. S. A.

Sir Ernest Low and Mr. Sugimura resigned from the Committee and were replaced by :

Sir Selwyn Freeman, C.S.I., C.I.E., ex-Member of the Viceroy's Legislative Council for the purpose of the Factories Bill (India), and

Mr. Nobudumi Ito, of the Japanese Office for the League of Nations in Paris.

It is with the assistance of this Committee that the Office report has been compiled.

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1929. No. 4.

April.

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 March 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 342 (including 8 conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 33.

Between 26 February and 21 March 1929, the International Labour Office was informed of one new ratification, namely :

The registration of the ratification by *France* of the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

THE FORTY-THIRD AND FORTY-FOURTH SESSIONS OF THE GOVERNING BODY

The Governing Body of the International Labour Office held from 11 to 16 March at Geneva consecutively its Forty-Third and Forty-Fourth Sessions under the Chairmanship of Mr. Arthur Fontaine.

THE EIGHT-HOUR DAY IN INDUSTRIAL UNDERTAKINGS

The meetings of 11 and 12 March were entirely devoted to an important discussion on the eight-hour day in industrial undertakings. The Ministers of Labour of France, Germany and Great Britain, Mr. Loucheur, Mr. Wissell and Sir Arthur Steel-Maitland, took part in this discussion.

Among the questions on the agenda of the Governing Body figured the consideration of the draft reports prepared by the International Labour Office on the application of two of the Conventions adopted by the Washington Conference in 1919 : the Convention on hours of work in industrial undertakings and the Convention on the minimum age for admission of children to industrial employment. It was for the Governing Body to determine definitely the terms of these reports on application and to decide whether to transmit them to the Conference or to initiate the procedure of revision or amendment of these Conventions.

Sir Arthur Steel-Maitland, Minister of Labour of Great Britain, proposed the revision of the Convention on hours of work. He said that his Government and his country had

always been in favour of the principle laid down at Washington. British industries, with very few exceptions, already conformed in practice to the Washington principles. Why then did Great Britain not ratify the Washington Hours Convention? The reason was that it contained points on which ambiguity might arise and which might be interpreted in different ways by the countries which ratified it.

It was on account of the difficulties of interpretation of the Convention that the London Conference had been held in 1926. The agreement reached at that Conference was no doubt an advance towards a final solution, but the London Conference could not itself produce a final solution, in the first place because the five countries there represented could not arrogate to themselves the right to bind other countries, and any other country might interpret a point differently, and would then have been within its rights in appealing to the Permanent Court of International Justice for a ruling. In the second place the Law Officers of the Crown had advised that even if the conclusions reached at London were embodied in an Act of Parliament, Great Britain would not be legally entitled to ratify the Convention. For example, they considered that the five-day week of forty-seven hours which was practised in some industries was inadmissible under the Convention. Great Britain, therefore, desired that the Convention should be revised in such a way as to ensure that it would be uniformly applied by all countries.

Sir Arthur Steel-Maitland, accordingly, proposed that the Convention should define more closely the expression "hours of work" so as to ensure that the rules of the Convention were always applied to the same unit of measurement. It should also be made clear whether the expression "week" meant the six working days or the calendar week. He suggested that the Convention itself should give guidance as to the line of demarcation between industry on the one hand and commerce and agriculture on the other, instead of leaving this to the competent authorities of each country. He also asked for greater precision as regards the exceptions in case of accident and *force majeure* and the provisions relating to continuous processes. He further asked that the Conference should consider the special problem which arose in certain countries in connection with small undertakings employing not more than five workers. He thought greater elasticity was desirable in the provisions which allowed the normal forty-eight hours' work to be distributed in other ways in certain cases. The British Government wished it to be possible to distribute the forty-eight hours over five or even four days. It might also be desirable to allow averaging out of hours in the case of seasonal industries and those dependent on climatic conditions. Among other points dealt with in the British revision proposal were the question of continuous processes in which a fifty-six hour week might be worked, the regulation of overtime, making up for time lost, difficulties of application to certain transport undertakings and the Article of the Convention which stated that its application could be suspended in any country by order of the Government in case of war or other events endangering national safety.

Sir Arthur Steel-Maitland added: "If at this moment we had an amended Convention in the drafting of which these points had been satisfactorily considered and settled, I would recommend my Government to-morrow to ratify, and I am sure they would consent."

His proposal was not in any way intended as an ultimatum, but was inspired solely by a desire to collaborate with a view to arriving at a clear and intelligible Convention which, so far from diminishing the protection or lowering the standards provided by the Washington Convention, would increase the first and drive home the second.

A detailed discussion on the proposal of Sir Arthur Steel-Maitland then took place.

The workers' group declared itself unanimously hostile to the revision of the eight-hour Convention.

The employers' group pronounced in favour of revision, with an indication of its preference for a procedure which would make it possible to consult all those concerned before the Conference should be seized of the matter.

The representatives of the Governments maintained various views. The representatives of Belgium and Italy opposed the proposal for revision; those of India and Sweden supported it. The Ministers of Labour of France and Germany defended the Washington Convention and showed the dangers of revision. However, with the object of facilitating the ratification of the Convention by Great Britain, they envisaged the possibility of the introduction in the Convention, either by an addition to the text of 1919 or by the adoption of a supplementary Convention, of the protocol of interpretation on which the Ministers of Labour found themselves in agreement in London in 1926.

In the end the Governing Body was called upon to take a decision on the various proposals which had been brought before it.

By 12 votes to 9 (the 6 votes of the employers' group and the votes of the Governments of Great Britain, India and Sweden) it rejected a proposal of Mr. Khaitan, Indian employers' delegate, which was as follows:

1. The Governing Body should first take only a preliminary decision as to whether a revision of the Convention should be considered.

2. If the Governing Body decides in the affirmative, the Office should communicate to all the States Members a verbatim record of this meeting showing the proposals already received and invite all the States Members to say whether they support all or any of the proposals and whether they want modification on any other point.

3. A Committee of the Governing Body should examine the replies.

4. The report of the Committee should be considered by the Governing Body, and the questions to be laid on the agenda of the Conference should be decided by the Governing Body.

By 13 votes to 7 (the vote of the British Government and the 6 votes of the employers' group) the Governing Body rejected a proposal of Mr. Lambert-Ribot, French employers' delegate, which was as follows :

The Governing Body,

Having taken note of the report of the International Labour Office on the situation in the various countries concerning the Hours Convention and having heard the proposals put forward by the British Government and the observations of other members of the Governing Body,

Considering that, if the Hours Convention is to be ratified as widely as possible it is indispensable that a discussion should take place between all the parties concerned — Governments, employers and workers — with a view to reaching definite conclusions for submission to the Conference,

Decides :

That the report of the International Labour Office, the statement of the British Government and the observations of the members of the Governing Body shall be communicated to the Governments of all States Members of the Organisation, and

That the 1930 (1929) Session of the Conference shall be requested to set up a special committee on the widest possible basis, on which all the parties concerned would be represented, and the terms of reference of which would be to draw up definite conclusions on the basis of the observations put forward, such conclusions, if any, to be submitted (to the Governing Body and) to the 1931 Session of the Conference for approval.

After rejecting, by 11 votes to 6, an amendment of Mr. Lambert-Ribot embodying in another form his proposal for the consultation of all Governments, the Governing Body rejected by 8 votes to 8 (the employers' group abstaining) a proposal of Sir Arthur Steel-Maitland which was as follows :

The Governing Body, while affirming the necessity of leaving the principles of the Washington Convention intact, having taken into consideration :

- (a) the report on the Washington Hours Convention presented to them in accordance with the Standing Orders by the International Labour Office; and
- (b) the points in that Convention suggested by Great Britain as requiring further consideration,

are of opinion that the question should be further pursued. Before, however, actually opening the procedure provided in Article 7 (a), they are of opinion that a further examination of the points of difficulty is required, and they accordingly appoint a Sub-Committee to consider all the relevant documents and to report to them at the May meeting of the Governing Body as to what points, if any, special attention should be drawn.

Finally by 10 votes to 7 (the employers' group abstaining) the Governing Body rejected a proposal of Mr. Sokal, delegate of the Polish Government, which was as follows :

The Governing Body decides to set up a Committee of nine members (three from each group) in order to examine the reports prepared by the Office under the titles "Draft Report of the Governing Body upon the application of the Convention limiting hours of work in industrial undertakings to eight in the day and forty-eight in the week and Draft Report of the Governing Body upon the application of the Convention fixing the minimum age for admission of children to industrial employment", together with the communications of the British, Swedish and other Governments regarding these Reports. The Committee should submit to the Governing Body at its next Session a report with a view to facilitating the decision to be taken by the Governing Body in accordance with Article 7 (a) of the Standing Orders.

AGENDA OF THE 1930 SESSION OF THE CONFERENCE

The Governing Body decided by 12 votes to 10 not to place any fresh question on the agenda of the 1930 Session of the International Labour Conference. This Session will thus be devoted to the second discussion of the questions of forced labour and hours of work of salaried employees which are to be discussed for the first time by the Conference at the 1929 (Ordinary) Session — supposing that the Conference decides this year to hold a second discussion thereon.

SUMMONING OF A CONFERENCE ON SILICOSIS AT JOHANNESBURG

The Governing Body decided to arrange for a Conference on Silicosis to be held at Johannesburg in 1930, with the assistance of the Transvaal Chamber of Mines. The agenda of this Conference will include the following items: the medical aspect of silicosis (i. e. the pathological and clinical phenomena of the disease), preventive measures, and compensation.

MEMBERSHIP OF THE STANDING ORDERS COMMITTEE

The Governing Body considered a proposal to increase the number of members of the Standing Orders Committee from twelve to fifteen. The result of the discussion was that the Director was instructed to submit to the next Session of the Governing Body a report on the questions of principle involved in this proposal.

HOURS OF WORK IN MINES

The Governing Body decided to request the Committee on Conditions of Work in Coal Mines to consider what action, if any, it might be possible to take on the resolution adopted by the International Miners' Federation at its Annual Congress at Nimes in June 1928¹, concerning hours of work in coal mines. For this purpose the Governing Body decided to call a meeting of the Committee on Conditions of Work in Coal Mines for 22 May 1929. It also decided to increase the number of members of this Committee from six to nine.

REPORT OF THE COMMITTEE ON THE LANGUAGE QUESTION

At the Session held in Warsaw in October 1928, the Governing Body decided, in pursuance of a resolution which had been submitted to the Eleventh Session of the Conference, to set up a special committee to consider the various aspects of the problem of the use of various languages in the organs and the publications of the International Labour Organisation.

This Committee in its report to the Governing Body recommended that the question should be approached from a strictly objective and practical point of view, regardless of any political considerations. In this spirit, the representatives of the workers' group, the members of which had submitted the resolution in question to the Conference, made it clear that they do not insist that the question of "official" languages as such should be dealt with, provided that adequate means could be found without delay to enable representatives insufficiently acquainted with French and English to take a full part in the work of the Organisation. This view of the question was shared by other members of the Committee, who pointed out that the difficulties raised by the language question affected the three groups on the Governing Body and at the Conference alike. The Committee proposed that the Office should be instructed to prepare a detailed report on the question as a whole, with particular reference to certain suggestions and proposals for practical improvement.

The Committee will hold a further meeting in connection with the Forty-Fifth Session of the Governing Body, which will be held immediately before the opening of the next Session of the Conference. The Committee will then examine the report which is to be prepared by the Office and will submit to the Governing Body proposals which could, if adopted, come into effect at the next Session of the Conference.

PERMANENT MIGRATION COMMITTEE

In pursuance of the wishes expressed by the workers' organisations, the Governing Body considered the organisation of the Office's work in regard to migration. Owing

(1) Cf. *Ind. and Lab. Information*, Vol. XXVI, p. 437.

to the continually increasing interest of the majority of countries in these problems, the Governing Body decided to continue and intensify the Office's efforts in this sphere. For this purpose it decided to substitute for the old migration committee a new Permanent Migration Committee consisting of twelve members of the Governing Body (four members from each group) together with experts.

REPORT OF THE STANDING ORDERS COMMITTEE

The Governing Body considered the report of its Standing Orders Committee on the problems concerning the denunciation, revision or modification, and amendment of Conventions.

At a previous Session the Governing Body had decided on the procedure which it should adopt for placing on the agenda of the Conference the question of revising or modifying the Conventions. It still had, however, to consider the question of the revision of Conventions from the point of view of the Standing Orders of the Conference, of the legal mechanism of revision, and of the clauses to be inserted in future Conventions.

The employers' representatives on the Governing Body stated that they must reserve full liberty of speech and action until the discussion of these problems by the Conference. They therefore abstained from voting on the Governing Body.

After hearing a statement by the Chairman of the Committee, followed by declarations from various of its members, the Governing Body decided that, as the questions raised would have to be considered by the Standing Orders Committee of the Conference, it would transmit the report of its own Standing Orders Committee without modification to the forthcoming Session of the International Labour Conference.

It was also decided to defer until the May Session of the Governing Body the discussion of the question of the standard clauses to be inserted in future Conventions.

INTERNATIONAL MANAGEMENT INSTITUTE

The Governing Body decided to guarantee its contribution to the International Management Institute at the same rate as in 1927 for a period of three years as from 1 July 1929.

In view of the importance of the study of rationalisation to the work of the Economic Organisation of the League of Nations, and in view also of the resolutions adopted by the Economic Conference requesting that certain studies should be undertaken for it on the effects of rationalisation, the Governing Body decided to express the hope that the Economic Organisation would consider the desirability of collaborating with it in furthering the work of the Institute.

REPORT OF THE FINANCE COMMITTEE

The Governing Body approved the budget estimates for the International Labour Organisation for 1930. The British Government representative and the members of the employers' group abstained from voting. The net amount of the budget for 1930 as approved by the Governing Body is 8,405,678 francs.

SOCIAL INSURANCE IN UPPER SILESIA

A request was submitted to the Governing Body by the Polish Government under the terms of Article 312 of the Treaty of Versailles for the setting up of a committee to draw up recommendations concerning the transfer of the reserves for miners' insurance in the part of Upper Silesia ceded to Poland. The Governing Body decided to accede to this request and appointed three experts to sit on the Committee.

VARIOUS COMMITTEES

The Governing Body decided that the ninth session of the Joint Maritime Commission should be held in the course of the week beginning 15 April 1929.

It postponed until its May Session consideration of a proposal to set up an Advisory Committee on Salaried Employees, submitted by the German Government representative, and of a proposal to set up an Advisory Committee on Handicrafts, submitted by the Italian Government representative.

The Governing Body approved the summoning of a session of the Mixed Advisory

Agricultural Committee for July 1929 on the proposal of the International Institute of Agriculture.

It decided to call a meeting of the Committee on Social Charges for 24 and 25 May 1929.

It decided that the Committee set up to supervise the enquiry of the Office on conditions of work in the various branches of the textile industry should meet on 24 and 25 June 1929.

THE DIRECTOR'S VISIT TO THE FAR EAST

The Governing Body postponed until its May Session consideration of the Director's report on his visit to the Far East.

The Chairman, Mr. Arthur Fontaine, stated that everything that was known of the Director's visit, both from his reports and from the lectures which he had delivered since his return, demonstrated its great importance and value.

Mr. Yoshisaka, speaking in the name of the Japanese Government, expressed agreement with the Chairman, and thanked the Director for his visit to Japan.

DATE OF THE NEXT SESSION

The Forty-Fifth Session of the Governing Body will open at Geneva on 27 May 1929.

THE DIRECTOR'S VISIT TO THE FAR EAST

The Director of the International Labour Office, Mr. Albert Thomas, submitted to the Governing Body at its last Session a report on his visit to the Far East. The following is a summary of the report.

The Director, who left Geneva on 31 October 1928, was accompanied by Mr. Phelan, Chief of the Diplomatic Division of the Office, and Mr. Viple, the Director's principal private secretary. In the course of the journey he visited China, Japan, French Indo-China, and the Dutch East Indies. In China and Japan, the Director met the heads of the Government and other responsible ministers; in Indo-China and the Dutch East Indies he called on the Governors and administrative authorities, meetings with a warm welcome everywhere. He got into touch the most representative organisations of employers and workers and was able to examine on the spot and with the help of the authorities the position of each of the countries visited in regard to the Conventions adopted by the International Labour Conference. The press spontaneously provided the publicity which is one of the advantages that the work of the Office obtains from such visits, and which, in this case, particularly served to emphasise the world-wide character of the Organisation.

Mr. Albert Thomas travelled to China by way of the Trans-Siberian Railway. His arrangements in Moscow were of a private character and the Russian press abstained from comment. He took the opportunity, however, of developing the relations which have been formed in recent years between the services of the International Labour Office and those of the Soviet Union. These relations consist in the exchange of publications and information and in mutual assistance of a purely technical character for the purpose of enquiries and other work. The Director got into direct touch with the administrative departments which had already established relations with the Office, including the People's Commissariat for Foreign Affairs, the People's Commissariat for Labour, the People's Commissariat for Public Health, the Federation of Trade Unions, the co-operative organisation and scientific institutions.

He was received everywhere with the greatest courtesy, and his requests for information on various points met with an enthusiastic response.

The Director received the impression, from what he saw in Moscow, that the notions of life under the Bolshevik regime which are spread abroad by systematic propaganda, whether favourable or unfavourable, are false. There is an increasing need of impartial, objective and scientific study to arrive at exact knowledge of living and working conditions in Soviet Russia, irrespective of prejudice.

The Director arrived in China on 15 November 1928 and remained there three weeks. During this time he was accompanied by Mr. Chan, the Chinese member of the staff of the International Labour Office.

At Mukden, he visited Marshal Chan-Hsio-Liang. At Peking he visited the tomb of Sun Yat Sen at Pi-jan-sze. He was welcomed by Marshal Yen-shi-shan, the local

authorities, the political sub-committee of the Kuomintang, the Chamber of Commerce, and representatives of the trade-unions. He was present at a meeting of workers' and employers' organisations, at which Government services, intellectual workers and journalists concerned with social policy were also represented. He gave a lecture at the Franco-Chinese University. At Hankow he was received by Marshal Li-tsong-jin, and paid visits to several factories.

At Nanking the Director got into touch with members of the Nationalist Government. He had several conversations with the Minister of Foreign Affairs and the Minister of Industry, Commerce and Labour. In conjunction with them and with the heads of departments concerned, he studied the position of China in regard to the International Labour Organisation.

It will be remembered that China has been a member of the Organisation from the beginning. At the Washington Conference the conditions in China were referred to in the report on countries faced with special difficulties from the point of view of workers' protection. Since then the progress achieved has been very uncertain. In China there are still factories where women and young children work eleven hours a day with an interval of one hour, or work by night. It has been possible to point to wages which are hardly adequate to feed a family and to the miserable housing conditions of the workers. In order to carry out the principles of Sun Yat Sen and to enforce the resolutions of the General Congress of the Kuomintang, the Nationalist Government has held that one of its first tasks should be the drafting of legislation for the protection of labour. A new Labour Code has been drafted. The Minister of Industry, Commerce and Labour submitted the text to the Director and asked him to obtain the views of the International Labour Office on it. The Director has submitted the draft to experts on the staff of the Office, and will communicate to the Chinese Government their remarks or suggestions, as requested. In the conversations which he had in Nanking, Mr. Albert Thomas drew the attention of the authorities concerned to the necessity of having well-organised inspection services in order to ensure the enforcement of the social legislation now in course of preparation.

In this connection, one of the greatest problems confronting the Chinese Government is that of the concessions and foreign settlements, where it would be difficult for the Government either to permit the establishment, for factories owned by foreigners, of legislation inferior to that of China itself or to allow the absence of any legislation whatever. So long as concessions and settlements continue to exist, the Chinese Government will have to take account of this position in regulating conditions of labour, but, whatever the difficulties of application may be, the work undertaken will mark a stage in the social evolution of China.

Two other questions particularly attracted the attention of the Director. These were the question of the regular representation of China at the annual Sessions of the International Labour Conference and the question of the establishment of a Correspondent's Office for the International Labour Office in China.

Up to the present China has sent only Government representatives to the Conference; employers and workers have never been represented. As a result of the conversations on this subject which the Director had at Nanking, it is hoped that at the next Session of the Conference there will be a complete Chinese delegation.

The establishment of a Correspondent's Office has been emphatically asked for both by the Government and by scientific institutions. Moreover, the growing international importance of China makes it one of the countries about which exact information is most needed. The proposed Correspondent's Office would have the duty of co-ordinating all the data, at present so irregular and fragmentary, which are available on conditions of labour in China, and would serve as a link between the International Labour Office and the Chinese Government. The Director submitted this proposal to the Governing Body during the discussion on the Budget for 1930.

During his stay in Nanking Mr. Albert Thomas also interviewed the organising committee of the trade unions. He was present at a meeting of the executive committee of the Kuomintang, visited various factories, and gave a lecture at the University.

From Nanking he went to Shanghai, where he was received by the Mayor and the Municipal Council, the Bureau of Social Affairs, employers' and workers' organisations, and the Pan-Pacific Union. He visited tobacco factories, silk mills, printing works, the headquarters of the printing workers' union, the tramway workers' union, and the co-operative societies, and the Exhibition of National Products.

He left for Japan on 3 December, and returned to China on 1 January 1929. He again spent a few hours at Shanghai, then travelled to Hong Kong and thence to Canton, where he was received by the Government of Canton, the workers' unions, and the employers' organisations.

From what he saw in China the Director received the impression of a great effort, the success of which will naturally depend to a great extent on the strength of the Nationalist Government and the amount of popular support it can obtain. The authority of the Government and the progress made towards national unity would appear sometimes to be underestimated abroad. The tendencies of the labour movement seem still to be somewhat uncertain. There are, however, in Shanghai, and especially in Canton, some trade union groups which appear to be the forerunners of a true occupational movement.

In any case it is certain that, during the great period of reconstruction through which this vast country of more than 300 million inhabitants is passing, the International Labour Organisation can play a useful part and one entirely in keeping with its mission in the world.

The Director spent nearly a month in Japan. He was accompanied there by one of the Japanese officials of the International Labour Office, Mr. Ayusawa.

On his arrival he was received by the Seamen's Union and delegates of the Suzuki Federation, together with the representatives of employers' organisations. At Kobe, he visited the trade union headquarters, where he was received by the delegates of the five workers' federations. He was also received by the seamen and visited various employers' organisations.

At Tokyo, where he made a longer stay, Mr. Albert Thomas was received by the Emperor. He saw the Prime Minister and members of the Government as well as the different parliamentary groups and several leaders. He paid frequent visits to employers' and workers' organisations and co-operative organisations. He gave several lectures at the University and to the members of the League of Nations Union and the Association for International Labour Legislation, as well as broadcasting a speech. He was received by the Pan-Pacific Union and the Chamber of Commerce and visited many social institutions, including the employment exchange, maternity homes, workers' institutes, the centres for the retraining of disabled men and for vocational training, homes for the aged, etc. He visited the Correspondent's Office of the International Labour Office and also several factories, silk mills, railway workshops and agricultural schemes.

From Tokyo the Director went to Yokohama, where he got into touch with the Seamen's Union and the shipowners, then to Nikko and afterwards to Kyoto, where he visited several silk factories and porcelain and lacquer works and where he was received by the Confederation of Labour. He also visited several industrial and agricultural undertakings at Osaka, where he gave a lecture arranged by the most important newspapers, and got into touch with the workers' organisations, the Chamber of Commerce, and the Cotton Federation.

On his return to Kobe he studied in conjunction with the Joint Maritime Committee the programme of the next Maritime Session of the Conference, which opens in Geneva on 10 October 1929. He visited the headquarters of the unions of seamen and officers of the mercantile marine, the emigration office, and the dockyards.

Throughout his stay in Japan the Director was mainly concerned with problems relating to Japanese co-operation in the work of the International Labour Organisation. Japan has always taken an active part in this work. As one of the eight States of chief industrial importance, Japan is a permanent member of the Governing Body and has sent complete delegations to every Session of the International Labour Conference, as well as being represented on most of the technical committees. Since 1921 Japan has kept a permanent delegations in Geneva accredited to the Governing Body. Through the medium of the Correspondent's Office at Tokyo, the public services and the organisations for statistics and research in Japan provide the International Labour Office with all the scientific data it requires.

Besides the White Phosphorus Convention, Japan has ratified nine International Labour Conventions; among them were three Conventions for the protection of children. The Director attempted in the course of long conversations with the authorities to give explanations which might in the future facilitate further ratifications. The officials of the Bureau of Social Affairs, which is in effect a department of labour under the Ministry of the Interior, gave him valuable help in this work. At meetings convened by the President of the Chamber of Deputies and the President of the House of Peers, and afterwards at meetings of the representatives of the different parties, he was able to observe the interest taken by eminent men of all parties in the work of the International Labour Office.

The difficulties in the way of the ratification of the Conventions prohibiting night work for women and regulating hours of labour were carefully studied in the course of these conversations. Two sets of causes were referred to as explaining the failure to ratify these two Conventions. The first of these refer to economic circumstances, including the depression in 1920, the earthquake in 1923, the financial panic in 1927, and the difficulties of the present time arising out of over-population, shortage of raw materials, and markets.

The other was the survival in Japan of a special industrial system known as the "family system", which imposed very heavy burdens on undertakings and made impossible any comparison with industry in other countries.

The Director pointed out that the problems of markets and raw materials might well be the subject of international discussions such as those initiated or suggested by the Economic Organisation of the League of Nations. As to the "family system", it obviously could not remain in force in great factories employing hundreds and thousands of workers. The modern technical methods to which the Japanese people with their marvellous powers of assimilation and tenacity are rapidly adapting themselves make it more and more difficult to maintain in industrial life a purely individual co-operation between employers and workers. The spirit of harmony must manifest itself increasingly through organisations rather than individuals. But the problem of the relations between employers' and workers' organisations is in fact one of the most serious questions in Japanese social life.

Japanese labour has not yet achieved unity. Doubtless this is a difficulty inherent in every period of establishment and growth of workers' organisations. It may be hoped that, as in other countries, difficulties will diminish as organisation improves. Again, the splendid energy of Japan should be able within a short period to overcome the economic obstacles which have slowed down its progress in social legislation. The sentiments which were expressed to the Director by Japanese statesmen, who are anxious to undertake all the obligations of modern industrial life, give grounds for the hope that the International Labour Organisation will meet full success in Japan.

The French Government having learned of the Director's journey had invited him to visit Indo-China, where he arrived on 8 January. He was received at Hai-Phong by the Governor-General, Mr. Pasquier, and visited in succession Hanoy, Hué, Tourale, and Saigon. He had an opportunity of making contact with this French colony at a specially opportune moment in its economic and social evolution.

Indo-China, after a period of administrative and agricultural colonisation, is now on the threshold of an era of industrial and financial organisation. Action taken at the appropriate moment to secure regulation of labour conditions may well prevent many evils. Several Decrees promulgated by the previous Governor-General, Mr. Varenne, on 25 October 1927 regulate the position of native workers engaged under contract. A labour inspection service was instituted in July 1927. A beginning is being made in the organisation of labour supervision in the plantations.

The Director ventured to urge the Governor-General that, before night work for women and child labour developed further, protective regulations should place Indo-China at least on the same level as neighbouring countries with respect to the protection of the workers. The Governor-General said that these problems were receiving his consideration. Possibly twelve years would be considered as the minimum age for the admission of children to industrial employment. Before the arrival of the Director, the Governor-General had already studied the possibility of applying, in the case of persons of French nationality, the legislation of 1898 relating to industrial accidents, and of establishing a special system of workmen's compensation for natives. At the request of the Governor, the Office will supply all the information needed. The Director brought back with him for use in the Asiatic enquiry a collection of documents which the Government had prepared for him.

The Office will follow with sympathy the efforts at organisation made by the French and native workers, many of whom are familiar with the work of the Office and follow its development:

Mr. Albert Thomas embarked at Saigon on 14 January. He reached Singapore on 17 January and Batavia on 19 January. It will be remembered that, on learning of the Director's proposed visit to the Far East, the Netherlands Government invited him to visit the Dutch East Indies. In view of the limited time at his disposal, the Director confined himself during his brief visit to Java to getting into touch with the Governor-General's department and the various central services, the employers' organisations and the social groups constituted for the purpose of studying the workers' interests. He decided, however, in order to meet the desire expressed by the Netherlands Government, to send Mr. Grimshaw, Chief of the Native Labour Section of the International Labour Office, on a mission to Java and Sumatra, as Mr. Grimshaw would have more time to make a detailed study of the life led by contract labourers and the general conditions of work on the plantations.

Efforts were made in various quarters to elicit the Director's views on the grave problem of penal sanctions. In a lecture which he gave at Batavia, and at which many employers were present, he replied to these attempts by dealing with the spirit and methods of the International Labour Organisation. It is possible to argue that the text of Part XIII does not condemn penal sanctions even by implication. On the other hand,

it would be more rash to endeavour to find in that document arguments in favour of such a system. If it is possible to dispute the justification of a denunciation of this system as a survival of servile labour, the system is none the less contrary to the general spirit of the Labour Charter and to the modern-social movement as a whole, which for more than a century past has been tending to give contracts of service a purely civil character. The Government will doubtless discover in the exercise of its own sovereign power a practical way of carrying out reforms abolishing penal sanctions.

This question did not prevent the Director from observing the general progress which has been achieved in the Dutch East Indies and which commands the admiration of the world. After visiting a few tea and cinchona plantations in Java and looking through a mass of documentary material, he was able to form an idea of the huge efforts which have been made on behalf of the health, sanitation, education and recreation of the workers. The Netherlands Government has not neglected to make clear, in conformity with Article 421 of the Treaty of Peace, the conditions under which Conventions ratified by the Netherlands are applied in the East Indies.

During his return voyage the Director took advantage of the passage through the Suez Canal and of the calls at Suez and Port Said to visit Cairo. There he met His Excellency Rida Pasha, Under-Secretary of State in the Ministry of Justice. In the course of a conversation with him and some members of his Commission, including representatives of employers' organisations, the Director was able to appreciate the present position with respect to the investigations and discussions carried on by the Commission with a view to the drafting of a Labour Code. The Director was asked to give his opinion on various points. The Under-Secretary of State accepted his proposal that the draft Code when drawn up by the Commission should be examined by the technical services of the Office. Pending the entry of Egypt into the League of Nations, the Director can only express his appreciation of the unofficial collaboration which has been established between the Egyptian Government and the International Labour Office.

In his report to the Governing Body the Director drew from his impressions several general conclusions.

One point must be noted immediately: personal contact and personal representations with a view to urging the fulfilment of the obligations laid down in the Peace Treaty are essential if results are to be obtained. Without this it would be impossible for the Office to appreciate at their full value the political, moral and social factors on which the Office must rely in each country for the promotion of international legislation. Again, the diversity of the countries which the Director visited led him to reflect afresh on the tasks which the International Labour Organisation has to fulfil in different parts of the world. It is difficult for the world to educate itself to the idea of unity. The everyday problems of different peoples are utterly different. In spite of the technical facilities for the transmission and dissemination of news, one still feels in the Far East a curious impression of total separation from Europe, and an immense amount remains to be done in the way of information and education in this connection. This effort is all the more necessary since the prestige of the white race has suffered lately in these regions. In every country the nationalist idea has made its appearance; the racial problem is universal; Communist propaganda gives an edge to racial feelings. To these movements Western civilisation opposes its organising capacity, its systematic methods, its technical progress. It is not enough to convince the peoples of the Far East of the necessity of free and frank co-operation; the truth is that such co-operation can only be created on the basis of a common system of ideas.

Throughout his journey the Director could not cease reflecting on the immense work which in the present circumstances the International Labour Organisation might perform. The establishment of fair and human conditions of work in all the Far Eastern countries; the diffusion of principles of social justice in all these new industrial communities and the demonstration that under these principles native and European workers enjoy the same rights and that Chinese and European employers accept the same regulations and the same obligations; above all, the efforts made by the more advanced countries, such as Japan, to overcome their psychological and economic difficulties and fall into line with the great industrial countries; such progress as this will not merely show the value of the Organisation's work but will possess the immense advantage in the world of labour of substituting ideas of collaboration and human equality for racial and national conflict. It will fully demonstrate the possibility of peaceful co-operation. Thus, the International Labour Organisation will have made by its own activities a real contribution to the establishment of peace.

The Director arrived back in Geneva on 17 February 1929.

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1929. No. 5.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 21 April 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 349 (including eight conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the country concerned, but had not yet been registered with the Secretary-General of the League of Nations, was twenty-eight.

Between 22 March and 21 April 1929, the International Labour Office was informed of seven new ratifications, namely :

The registration of the ratification by *Finland* of the Convention concerning the use of white lead in painting, adopted by the International Labour Conference at its Third Session (Geneva, 1921), and the Convention concerning the simplification of the inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

The registration of the ratification by *France* of the Convention concerning unemployment indemnity in case of loss or foundering of the ship, adopted by the International Labour Conference at its Second Session (Geneva, 1920), and the Convention concerning the rights of association and combination of agricultural workers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

The registration of the ratification by *Portugal* of the Convention concerning workmen's compensation for accidents, the Convention concerning workmen's compensation for occupational diseases, and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS

The Committee of Experts appointed by the Governing Body of the International Labour Office to examine the annual reports that are presented under Article 408 of the Treaty of Versailles by the different States on the measures

taken by them to apply the International Labour Conventions that they have ratified sat at Geneva from 21 to 23 March.

After a speech of welcome by Mr. Albert Thomas, Director of the International Labour Office, Mr. Tschoffen, Senator, former Minister of Labour, Industry and Social Welfare, of Belgium, was elected to the chair. Mr. Jules Gautier, Vice-President of the National Economic Council of France, was appointed reporter.

This year the Committee has had 223 reports to examine, as against 175 last year. These 223 reports concern the application of twenty Conventions which have been in force for more than a year for States that have ratified.

The Committee approved the text of the report drafted by its reporter. This report states that out of the 223 reports received, 192 give rise to no observations, and that the national legislation in the States that have ratified is in harmony with the International Conventions. The report will be forwarded to the Governing Body of the International Labour Office for submission to the International Labour Conference, the Twelfth Session of which opens at Geneva on 30 May next.

THE NINTH SESSION OF THE JOINT MARITIME COMMISSION

The Ninth Session of the Joint Maritime Commission was held in Paris, at the Ministry of Labour, on 18 to 20 April, 1929, under the chairmanship of Mr. Arthur Fontaine (France), Chairman of the Governing Body of the International Labour Office.

There were present :

Representatives of the Governing Body : Mr. Lecocq (substitute for Mr. Olivetti), Employers' Group; Mr. Ben Tillett (substitute for Mr. Poulton), Workers' Group.

Shipowners' Representatives : Mr. Cuthbert Laws (Great Britain), Mr. de Rousiers (France), Mr. Rehmke (Germany), Mr. Odjfell (Norway), Mr. Nakamura (substitute for Mr. Matsukata, Japan), Mr. Perosio (substitute for Mr. Brunelli, Italy), and Mr. Deckers (Belgium).

Seamen's Representatives : Mr. Ehlers (France), Mr. Henson (Great Britain), Mr. Kohler (Germany), Mr. Fimmen (Netherlands), Mr. Lundgren (Sweden), Mr. Mahlman (Belgium), Mr. Brandt (Belgium), Mr. Mas (deputy member, France).

Before the Commission began the discussion of its agenda, several members, including the Chairman, paid a tribute to the memory of Mr. Havelock Wilson, formerly a member of the Commission, news of whose death had just been received. It was decided that a telegram of condolence should be sent to Mr. Havelock Wilson's family.

The Protection against Accidents of Workers employed in Loading and Unloading Ships.
— It will be remembered that the International Labour Conference, at its 1928 Session, had on its Agenda the wide problem of the prevention of industrial accidents. For the consideration of this question in its various aspects, the Conference set up three Committees : a general Committee on the Prevention of Accidents, a Committee on the Prevention of Accidents due to Coupling on Railways, and a Committee for the Protection against Accidents of Workers employed in Loading and Unloading Ships.

On the proposal of this last Committee, the Conference placed as a separate item on the Agenda of its 1929 Session the Protection against Accidents of Workers employed in Loading and Unloading Ships, and it adopted a questionnaire for the consultation of Governments on the desirability of an International Convention on the subject.

It also adopted the following Resolution :

"When the International Labour Office, after the replies of the Governments, shall have prepared the Draft Convention with the object of ensuring the safety of workers employed in the loading and unloading of ships, this Draft shall be sent to the Joint Maritime Commission, which shall give its opinion on the maritime aspects of any of the clauses proposed. The opinion of the Joint Maritime Commission shall be communicated to all the Governments before the opening of the session of the Conference which will be called to decide on the Draft Convention."

Accordingly the Blue Report containing the proposed Draft Convention prepared by the Office on the basis of the replies of the Governments was submitted to the Joint Maritime Commission at its Ninth Session.

The Commission adopted certain resolutions, including two of a general character on the proposed Draft Convention. The first of these was as follows :

"The Joint Maritime Commission supports the view expressed by the Governments of Denmark, Finland, the Netherlands, Norway and Sweden based on the principles embodied in the Copenhagen Convention, viz. that the countries ratifying the Draft Convention should reciprocally agree to recognise each other's inspection and supervision."

The Commission proposed a clause which should be added to the Draft Convention in order to give effect to this view.

The second resolution of a general character was as follows :

"The Joint Maritime Commission desire to record their view that, so far as relates to ships, the provisions of the Draft Convention, while designed to provide protection for men engaged in loading and unloading ships, must always have regard to any rules laid down by the proper authorities governing the construction and seaworthiness of ships."

The Commission then proceeded to consider the proposed Draft Convention Article by Article. A number of suggestions were put forward, in some cases by the Commission as a whole and in others by one of the two groups. The various observations made will be communicated to Governments in accordance with the Resolution of the Conference which was quoted above.

The Director's Report. — The Commission considered the Report submitted by the Director of the International Labour Office on maritime questions, and in particular on the preparation of the Maritime Conference which will meet in Geneva on 10 October.

The Report indicates the progress made in international labour legislation relating to maritime matters. While this progress is not yet in accordance with the hopes authorised by the engagements undertaken through the Peace Treaty and at the International Labour Conference, the movement of ratification of Maritime Conventions continues.

The Director indicated in his Report the action taken on the suggestions made by the Joint Maritime Commission at previous sessions, particularly with regard to conditions of work in the fishing industry, statistics of wrecks and accidents on board ship, questions relating to the safety of the crew, such as those of deck cargoes, overloading of ships, etc. He gave an account of the present position of various studies, the enquiry on conditions of engagement and of work in inland navigation, studies of social charges in the mercantile marine, enquiry on conditions of work in fishing for sponges, pearls, coral and other submarine products.

The Report gives fuller information on the questions which figure on the agenda of the forthcoming Maritime Conference, namely : the protection of seamen in case of sickness (including treatment of seamen injured on board ship); the promotion of seamen's welfare in ports; the question of the establishment by each maritime country of the minimum of professional competency exigible from captains and navigating and engineer officers in charge of watches on board merchant ships; and the regulation of hours of work on board ship.

The Director drew attention to the precautions taken to surround with every possible guarantee the study of the last question, which is particularly complex. In order to obtain from all countries agreed information with regard to national regulation and its practical application, the Joint Maritime Commission, at its previous session, had suggested consultations of shipowners and seamen organised by the Governments of all maritime countries, at which the International Labour Office might be represented. Most of the Governments concerned agreed to collaborate in this work of practical information.

Mr. Albert Thomas stated in his Report that the Office considered that it had accomplished almost all of the preparation that could be expected of it. He expressed the hope that this might help the parties concerned to reach in a spirit of mutual understanding practical results which would conciliate the interests and the hopes involved.

The Joint Maritime Commission proceeded to an exchange of views on various points in this Report, and in particular on the measures taken to give effect to the suggestions that it had made at its Eighth Session with regard to the joint consultation of shipowners and seamen by the Governments of maritime countries with a view to obtaining agreed information on the actual practice as regards hours of work on board ship.

Penalties to be imposed and competent courts to deal with offences of an occupational character committed at sea. — This question had previously been considered at the Eighth Session of the Commission in connection with questions arising out of the "Lotus" case. It was agreed that the Office should keep in touch with the organisations responsible for dealing with those aspects of the matter which did not come within its own competence. Among these was the question of an international agreement on the legal consequences of collisions at sea, which was submitted to the Transit Organisation of the League of

Nations by the International Mercantile Marine Officers' Association. The Advisory Committee on Communications and Transit did not, however, consider it possible to take action on the matter. Both groups on the Joint Maritime Commission maintained their view that it was of great importance that an international agreement on the subject should be concluded and accordingly the Commission unanimously adopted the following resolution :

"The Joint Maritime Commission, considering that it is necessary to lay down by means of an international Convention the competent courts and the penalties to be imposed in case of collision at sea,

"Considering that the question, which was referred successively to the Advisory and Technical Committee on Communications and Transit and the Permanent Committee on Ports and Maritime Navigation, appears to have been set aside rather than solved by those bodies,

"Re-affirming the serious reasons which led it to ask for a solution as an urgent matter, especially as regards the danger that ships' masters and shipowners may be liable to more than one prosecution for the same offence :

"Expresses the wish that the International Maritime Committee of Antwerp, which has already successfully undertaken the drafting of a number of international Conventions of a legal character, should deal with the settlement of the penal consequences of collisions outside territorial waters, and should place this question on the agenda of the next meeting, with a view to the preparation, in concert with the International Labour Office, of an international agreement containing provisions which would complete, by means of rules concerning penal sanctions, the Convention at present in force on collisions and assistance at sea."

THE SALE OF INTERNATIONAL LABOUR OFFICE PUBLICATIONS

The sale of publications of the International Labour Office has again increased in 1928. In 1925 the sum obtained from this source amounted to 133,500 gold francs; in 1926 to 149,600, in 1927 to 220,100, and in 1928 to 241,500 gold francs.

International Labour Office publications are now sold in sixty-one countries throughout the world. Increases in sales have been most noticeable in Germany (37,000 francs in 1928 as against 8,000 in 1925), Great Britain (25,000 francs in 1928 as against 13,000 in 1925) and Spain (25,000 francs in 1928 as against 8,000 in 1925). The next countries on the list are France and Italy. In the United States of America the sale of publications in 1928 brought in 20,000 francs, in Switzerland 15,000, in Japan 13,000, and in Argentina 8,000.

A complete set of the publications issued by the International Labour Office in different languages during the year would cover 43,000 pages of print, for the most part in octavo.

FORTHCOMING MEETINGS

- 22 May : Committee on Conditions of Work in Coal Mines.
- 24 May : Committee on Social Charges.
- 27 May : Forty-Fifth Session of the Governing Body.
- 30 May : Twelfth Session of the International Labour Conference.
- 24 June : Committee on Conditions of Work in the Textile Industry.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS

On 30 May 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 351 (including eight conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations was thirty.

Between 22 April and 30 May 1929, the International Labour Office was informed of the registration of two new ratifications, namely :

The registration of the ratification by *Estonia* of the Convention concerning seamen's articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva 1926).

The registration of the ratification by *Greece* of the Convention concerning the application of the weekly rest in industrial undertakings, adopted by the International Labour Conference at its Third Session (Geneva 1921).

THE TWELFTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twelfth International Labour Conference opened on Thursday, 30 May 1929, at Geneva.

Fifty Governments sent official delegations. Last year the number was forty-six. Fifty represents the largest number of delegations sent to any Conference since the inception of the International Labour Organisation.

At its first sitting, the Conference elected Dr. Heinrich Brauns, former Minister of Labour of the German Republic and head of the German Delegation, as its President.

It will be remembered that the questions on the Agenda of the present Session

are : Forced Labour, Hours of Work of Salaried Employees, the Prevention of Industrial Accidents and the Protection against Accidents of Workers engaged in Loading or Unloading Ships. The Conference will also have to examine an International Labour Office Report on Unemployment, the Report of the Director of the Office on the activity of the Organisation during 1928, and the reports supplied by States under Article 408 on the application of Conventions ratified by them.

A full report of the work of the Conference will appear in the next *Monthly Summary*.

THE REPORT OF THE DIRECTOR ON THE ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION

The International Labour Office has issued to Governments of States Members of the League of Nations the Report of the Director on the activity of the International Labour Organisation during 1928. This Report invariably forms the basis of an interesting discussion during the Sessions of the International Labour Conference. As in previous years, it consists of two large volumes, one of which is the Report properly so-called, while the other summarises the annual reports supplied under Article 408 of the Treaty of Versailles which calls on Governments to give specific information on the application of Conventions ratified by them.

Part I consists of two sections. The first is devoted to the working of the Organisation and gives information, not only on its relations with Member-States, but also with States that are not Members of the League of Nations, and in particular the United States of America and Russia. It then deals with the legal questions raised by the working of the Organisation and of the Conference, with the work of the Governing Body and of its Committees, the organisation of the International Labour Office, its relations with the League of Nations, and its information and general relations activities during the last year.

The second section begins with an account of the world economic situation in 1928, and deals with the results obtained during the year in the various fields of activity of the Organisation with particular reference to the application of the Conventions and Recommendations adopted by previous Conferences.

In the concluding pages of his Report, the Director draws certain general conclusions. Replying to criticisms made during the discussion of the International Labour Office budget during the last Assembly of the League of Nations, the Report calls attention to the increasing success of the Office publications. Although these publications are distributed gratis to Government administrations and often also to organisations constitutionally represented at the Conference, their sales increase continuously. Last year's income from this source was 170,000 francs. Countries not using one of the official languages constantly demand that Office publications should be translated into their languages.

The most encouraging progress during 1928, however, has probably been in the field of international labour legislation. There has been an unprecedented increase in the number of ratifications. While former reports have noted some thirty-four or thirty-five fresh ratifications per year, and on one occasion fifty-seven, no fewer than seventy-nine were ratified between 15 March 1928 and 15 March 1929. A real spirit of competition seems to have shown itself among the large industrial countries, while other States which have till now remained indifferent or hesitating are taking action which should lead to the acceptance of International Labour Conventions. If the States of South America follow the example of Chile and Cuba in the matter of ratifications, rich harvests should be reaped in future years.

Nor is this all. Time has served to dispel the doubts that were once entertained with regard to the full application of Conventions. Two years ago a Committee of Experts was set up to examine the annual reports from each State under

Article 408 of the Peace Treaty on the application of the Conventions ratified. At first it seemed that this Committee would find difficulty in having its authority recognised. The last Conference, however, not only accepted the conclusions of the Committee, but encouraged it to continue and extend its task. States, too, have readily responded to the requests addressed to them for further explanations and fresh information. The suggestions and findings of the Committee have often led to legislative action, and shown that the texts of the Conventions are not a dead-letter, but on the contrary are producing practical and beneficial results.

This does not, of course, imply that there is nothing more to be done than to wait quietly for the natural growth of principles that have become generally accepted or the automatic functioning of international machinery which is now more or less in running order. Experience of the last ten years has shown that international life is never spontaneous, but is the result of a constant effort of will. There are certain tasks that the International Labour Organisation has not yet brought to a successful conclusion, such, for instance, as the problem of the Eight Hours' Convention. In that connection, however, it would be unjust to speak of a check, for progress in the direction of the eight-hour day is constantly being made. In several countries a fresh stage towards its acceptance was reached in 1928. Great Britain's proposal for revision is, despite all the misunderstandings and uneasiness that it created, striking evidence of a universal feeling that complete international agreement on this vital question must be reached. It is no use, however, to pretend that there are not many difficulties still to overcome. The establishment of a procedure for the revision of Conventions which will not endanger the solidity of the structure of labour legislation is in itself a delicate and complicated question. Fresh tasks are urgently claiming the attention of the Organisation. This will be the Conference's first venture into the difficult question of native labour, which differs so widely from modern industrial labour conditions. On the other hand, there are in the older industrial communities certain classes of workers who have become conscious of their special interests, and feel that they are insufficiently protected against the difficulties that they have to encounter and ask for special reforms — salaried employees and technical and professional workers. Some international regulations will no doubt require to be framed in their interest.

The Report then examines the sources to which the Office can look for assistance in completing the tasks that are already in hand and undertaking the fresh duties that are being imposed upon it. After a passing reference to various political considerations, the Report says that the general economic situation gives ground for hope. "In the last resort, however, any examination and assessment of the factors which may contribute to the development of the work of the Organisation always lead back to the importance of moral forces. Progress can only be made with the ratification and application of Conventions if organisations (those of the employers as well as those of the workers, but particularly the latter) are clearly conscious of their destiny and appreciate the value of legislation for securing their protection and liberty. The problem of social reform, as has frequently been stated, is essentially a problem of faith and will."

The Report then deals with the encouragement that can be found in the movement of the masses towards a higher culture, intellectual emancipation and moral improvement, in various political developments, and certain marked aspirations towards social justice; and the Director ends by referring to his recent visit to the East :

It is not only in countries with a long industrial tradition that the influence and action of the International Labour Organisation can be seen. During last year its horizon has widened considerably. Touch has been established with countries whose civilisation is old, but whose industry is still young, with races whose instincts as well as their tradition and culture make them in general ready to accept and follow the great principles contained in the Pact of the League of Nations and the International Labour Charter. There are still innumerable prejudices, conflicting interests, profound and at times apparently

insurmountable misunderstandings, not to mention the feeling of hostility which exists in more or less varying degree between the white and yellow races. Communism, too, with its direct, clear-cut and brutal propagande, frequently helps to stir up feelings of hatred which no marvels of modern technical progress can allay. But, as the Office pointed out in a report to the Governing Body, its affirmation of the principles of the Organisation and its efforts to have them understood and translated into practice should in themselves create fresh possibilities of conciliation and peace.

Surely an effective contribution will have been made towards abolishing the sharp sense of racial inequality when uniformly equitable and humane working conditions are established for all, when the benefits of protection and insurance are extended, in forms suited to their traditions, to native workers as well as to those in large industrial countries. To establish the reign of justice and equity in labour conditions is surely to work for peace.

Thus, in carrying out the special task assigned to it, the Office can justly claim to be doing its share in the general work of the League of Nations.

THE FORTY-FIFTH SESSION OF THE GOVERNING BODY

The Governing Body of the International Labour Office met at Geneva on 27 and 28 May.

In first examined the questions on which it was necessary to take a decision before the opening of the Twelfth Session of the International Labour Conference. Consequently it examined the report of the Committee of Experts on the reports furnished by the different States, under Article 408 of the Peace Treaty, with regard to conventions ratified by them. This report, a general summary of which was given in a recent number of the *Monthly Summary*, only gave rise to observations on certain purely formal points. It will be submitted to the International Labour Conference, which will entrust a special Committee with its detailed examination.

The Governing Body then examined the report of its Standing Orders Committee with regard to certain legal problems which present themselves in connection with the revision of International Labour Conventions, and in particular the problem of the standard Articles on revision to be inserted in future Conventions.

Is it advisable to maintain in the texts of Conventions which the Conference may be asked to vote on in the future the standard article concerning a possible revision every ten years?

What would be the fate of a Convention already ratified by a certain number of States if it were to be later revised by the passing of a new Convention?

These are two of the many complex questions considered by the Standing Orders Committee.

The Governing Body, after taking note of the report of this Committee, decided to submit it to the Conference.

It was also decided to transmit to the Conference a proposal put forward by Dr. Riddell, Government delegate of Canada, concerning the constitution of Conference Committees.

The Governing Body then adopted the report of its Committee on the language question. The Committee had dealt with this matter from the practical viewpoint of giving delegates who do not know the official languages an opportunity of following the work of the Organisation.

The Committee noted with satisfaction that effective steps had already been taken as regards the Conference. The system of simultaneous telephonic translation, on which experiments were made last year, will be improved upon this year, and a larger number of apparatus will be in use. In addition, experiments will be made in projecting on a screen, in several languages, the text of the different resolutions, amendments, etc., under discussion.

The Governing Body decided the conditions under which the representatives of the different groups should be appointed to the Migration Committee, the general constitution of which had already been agreed upon at the previous Session.

It also studied the question of the constitution of the Joint Committee on Automatic Coupling. It will be remembered that, at its 1928 Session, the International Labour Conference, when discussing the question of the prevention of industrial accidents, set up a special Committee for the study of the particular problem of the prevention of accidents due to coupling on railways. As a result of the report drawn up by this Committee, the Conference voted a Resolution calling upon the Governing Body to nominate a Joint Committee on Automatic Coupling. The Governing Body at its Forty-Second Session, being notified of the Resolution passed by the Conference, adopted the following Resolution :

The Governing Body requests the Director to approach the International Railway Union, and particularly to draw its attention to the Resolution adopted by the Conference concerning the prevention of coupling accidents, and to inform it of the Governing Body's intention to set up the Committee for which that Resolution provides at an early Session, and in any case before the end of 1929.

The Governing Body, after having taken note of the correspondence exchanged between the Director and the International Railway Union, decided at its October Session to set up a Joint Committee on Automatic Coupling composed of twenty-seven members, each of the three groups of the Governing Body appointing one of its number and eight experts.

The Governing Body also discussed its financial relations with the Assembly of the League of Nations. On this subject Sir Atul Chatterjee made a formal proposal with a view to the adoption of some practical method of harmonising the administrative autonomy of the Office with the general responsibilities of the Assembly in matters of finance. The Governing Body referred the question to its Finance Committee for consideration.

The Governing Body will meet during the Conference, at times to be fixed later, for the examination of the questions remaining on its agenda.

THE COMMITTEE ON CONDITIONS OF WORK IN COAL MINES

The special Committee on Conditions of Work in Coal Mines met at the International Labour Office on 22 May 1929.

The Committee consists of nine members (three representatives of each of the Governing Body groups). It was appointed by the Governing Body to follow the enquiry undertaken by the International Labour Office into the conditions of work and pay in the coal-mining industry.

The following members were present : Mr. Neitzel (Germany) accompanied by Mr. Hagen, Mr. Sokal (Poland) and Mr. Somervell (Great-Britain) accompanied by Mr. Hurst, representing Governments; Mr. Jungst (Germany), Mr. Lee (Great Britain) accompanied by Mr. Minton, and Mr. Parent (France, representing employers; and Mr. Schmidt (Germany) accompanied by Mr. Berger, Mr. Herbert Smith (Great Britain) accompanied by Mr. Richardson, and Mr. Vigne (France) accompanied by Mr. Delattre (Belgium), representing workers. Mr. Somervell, the British Government representative, was nominated to the Chair.

The Committee examined the draft report prepared by the International Labour Office on its enquiry into the hours of work and wages in coal mines in Europe during 1927, in continuation of its previous enquiry which has already been published and which gives figures for the year 1925.

The Committee then discussed what action, if any, should be taken on the resolution adopted by the International Miners' Federation at its Nîmes Congress in June 1928. This resolution, which had been transmitted to the International Labour Office, related to the question of hours of work in the mines.

The Committee noted the statements of the Director with a view to suggesting to the Governing Body that it should request the Office to continue its study into the possibilities of unifying conditions of work in coal mines in the different

countries. On the basis of further information that it obtains, the Office would make precise proposals which would at a later date, but as soon as possible, be forwarded for the consideration of the Committee on Conditions of Work in Coal Mines.

THE COMMITTEE ON SOCIAL CHARGES

The Committee on Social Charges met on 24 May 1929. This Committee was appointed by the Governing Body to assist the International Labour Office in its study into the cost of insurance systems and similar charges in different countries.

It consists of six members, two representatives of each of the three Governing Body groups.

The following members were present: Mr. Yoshisaka (Japan) and Mr. Grieser (Germany), representing Governments; Mr. Forbes Watson (Great Britain) and Mr. Vanek (Czechoslovakia), representing employers; and Mr. Müller (Germany) and Mr. Thorberg (Sweden), representing workers. They were assisted by the following experts: Sir Walter Kinnear (Great Britain), Mr. Janko (Czechoslovakia), Mr. Horowitz (Poland), and Mr. Dreyfus (France).

Mr. Yoshisaka, of Japan, was appointed Chairman.

After examining the report of the Office on the cost of the various systems of social insurance in certain important industrial countries, namely, Czechoslovakia, France, Germany, Great Britain and Poland, and after recognising the value of the information so far obtained, the Committee came to the conclusion that opinions varied considerably as to the field that should be covered in the study of this subject. It therefore decided to ask the Office to draw up and present to a further meeting, to be held probably before the end of the year, a report setting out the different points of view, with the advantages and disadvantages of each, in order to enable it to take a definite decision as to the exact field to be covered.

MONTHLY SUMMARY

OF THE

INTERNATIONAL LABOUR ORGANISATION

1929. No. 7.

July.

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THE TWELFTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

Fifty of the fifty-five States Members of the International Labour Organisation were represented at the Twelfth Session of the International Labour Conference, which took place at Geneva from 30 May until 21 June. This is the largest number of States which have yet been represented at the Conference. For the first time, China sent a complete delegation. There was also a complete delegation from Brazil, which, although it is no longer a Member of the League of Nations, thus once more manifested its desire to maintain its collaboration with the International Labour Organisation. Turkey, though not a Member of the Organisation, once more sent an observer this year.

The importance of the questions which the Conference had before it amply justified the interest manifested by the various States Members. As Mr. Arthur Fontaine, Chairman of the Governing Body, pointed out: "All the questions which were discussed, numerous and difficult as they were, have been settled in a definite way. This will facilitate the work of the Governing Body as well as that of future Conferences, and will expedite the progress of the social reforms which the workers are awaiting." The Twelfth Session may thus be regarded as having been particularly successful.

The President of the Conference was Dr. Heinrich BRAUNS, German Government Delegate, and former German Minister of Labour. The Vice-Presidents were Mr. DUZMANS, Government Delegate of Latvia; Mr. ČURČIN, Employers' Delegate of the Serb-Croat-Slovene Kingdom; and Mr. THORBERG, Workers' Delegate of Sweden.

It will be remembered that there were four items on the agenda :

- (1) Prevention of industrial accidents.
- (2) Protection against accidents of workers engaged in loading or unloading ships.
- (3) Forced labour.
- (4) Hours of work of salaried employees.

The Conference was only asked to take final decisions on the first two questions, which had previously been considered at last year's Session. The third and fourth questions came up for preliminary consideration this year under the double discussion procedure which is followed by the Conference.

The decisions arrived at may be summarised as follows :

Prevention of Industrial Accidents

The Conference adopted four decisions on this subject, which relates to the organisation of what Mr. Albert Thomas calls "the international Red Cross on the battlefield of labour": (1) a Recommendation concerning general principles for the prevention of industrial accidents; (2) a Draft Convention concerning the marking of the weight on heavy packages transported by vessels; (3) a Recommendation concerning responsibility for the protection of power-driven machinery; (4) a Resolution concerning industrial accident statistics.

The general Recommendation concerning the prevention of accidents was adopted by 100 votes to 12. It includes four parts. The first part relates to the problem of enquiry into the causes of accidents and the methods of preventing them. The second deals with the part to be played by the State, the employers and the workers in accident prevention, and gives definite indications as to the methods which may be adopted for that purpose. The third relates principally to the legal obligations imposed on employers and workers for the purpose of accident prevention. It suggests that before Governments issue regulations for any particular industry, opportunity should be given to the representative organisations of employers and workers in the industry to submit their views. The Recommendation suggests by way of example that workers should take part in the inspection of factories. The fourth part contains various suggestions relating to insurance companies as a factor in accident prevention.

The Draft Convention concerning the marking of the weight on heavy packages transported by vessel was adopted by 98 votes to 24. Its purpose is to protect workers against certain kinds of accidents which are particularly frequent. When the weight is not marked on packages or heavy objects which it is necessary to load or unload by mechanical means, it may happen that the cranes which are used have not been constructed to bear so heavy a load, and may therefore break, thus causing serious accidents. The Draft Convention, which applies both to maritime and inland navigation, accordingly lays down the principle that packages which are to be transported by water must be marked with their weight if this is a thousand kilograms or over.

The Recommendation concerning responsibility for the protection of power-driven machinery is intended to provide an additional safeguard for workers. The Recommendation suggests that, without prejudice to the responsibility for protecting machinery, which should in any case rest on the employer, this should be supplemented by placing responsibility on the person who, within the territory of the country, supplies or installs the machinery in the undertaking. This would increase the probability that national safety regulations were properly observed.

A Recommendation on this subject was adopted by 87 votes to 28.

Finally, the Conference unanimously adopted a Resolution requesting the Governing Body of the International Labour Office to consider the desirability of convening a Conference or Commission of experts in accident prevention and accident statistics, to consider the possibility of laying down uniform bases for the compilation of such statistics.

Protection against Accidents of Workers of engaged in Loading or Unloading Ships

The Eleventh Session of the Conference, which discussed the general problem of accident prevention, considered it necessary, in addition to the measures of a general character referred to above, to establish special international regulations for work in ports. The transport workers' organisations also expressed a strong desire for regulations of this kind. The Twelfth Session of the Conference accordingly adopted a Draft Convention concerning the protection against accidents of workers engaged in loading or unloading ships. The Draft Convention, which was adopted by 84 votes to 22, does not confine itself to laying down general principles, but contains a number of detailed provisions.

The Draft Convention covers all work of loading or unloading, whether performed on shore or on board any ship, whether engaged in maritime or inland navigation, with the single exception of ships of war. It lays down the measures to be adopted in connection with approaches over docks, wharves, quays, or similar premises, with a view to the safety of workers. It also lays down the measures to be taken for the protection of the ways of access.

There are also provisions dealing with hoisting machinery and gear both on shore and on board ship. All such machinery and gear must be periodically inspected. Safeguards are laid down for engines, transmission gear, electric cables, cranes, derricks, etc. Certain dangerous methods of work are prohibited, and the means of ensuring that first aid for the injured is rapidly available are provided. There are also provisions intended to ensure efficient inspection and the imposition of penalties.

This important Draft Convention is supplemented by two Recommendations. The first, which was adopted by 101 votes to nil, draws the attention of States Members to the desirability of concluding reciprocal agreements. The second, which was adopted by 88 votes to nil, refers to the consultation of the employers' and workers' organisations concerned with a view to the establishment of regulations for the safety of workers engaged in loading and unloading ships. The Conference also unanimously adopted a Resolution inviting the Governing Body of the International Labour Office to set up an international technical Committee to work out a model set of regulations which might guide Governments in framing or modifying their respective regulations with a view to putting them into agreement with the Draft Convention.

Forced Labour

The other two questions which were placed on the agenda of the Conference—that of forced labour and that of hours of work of salaried employees—did not come up for final decision this year. Under the double discussion procedure, the Conference was simply asked to decide whether the questions should be placed on the agenda of the 1930 Session, and, if so, to adopt questionnaires with a view to the second discussion, by means of which the Governments would be asked whether they considered international regulations on the subjects desirable, and what provisions should be included. The Conference will be in a position to adopt Draft Conventions or Recommendations in 1930 on the basis of the Governments' replies.

In dealing with the question of forced labour, the International Labour Conference entered a new field. The question affects millions of persons, and is connected with the great problem of colonisation, the relations between civilised and backward or primitive peoples, and the exploitation of natural wealth which is an indispensable factor in the economic life of the world. It will be remembered that the question of forced labour was laid before the International Labour Organisation as a result of the Slavery Convention adopted by the Sixth Assembly of the League of Nations. The ground was prepared for the Conference by a Committee of Experts on Native Labour set up in connection with the International Labour Office.

After full discussion the Conference decided by 101 votes to 15 to place the question of forced labour on the agenda of the 1930 Session. It adopted by 83 votes to 17 a questionnaire for Governments which deals with all aspects of the problem and the possible solutions. This may lead to the adoption next year of a Draft Convention for the abolition of forced labour, or at any rate for its limitation, and the prevention of abuses in connection with it. Without going into details, it may be said that there was unanimous agreement that forced labour for private individuals should be abolished, and that forced labour for public purposes should be regulated with a view to the ultimate total abolition of a system which has justly been called a survival of slavery.

The Draft Questionnaire drawn up by the Committee was amended by the Conference, at the suggestion of the Workers' Group, in three important respects—right of association for native workers, a maximum eight-hour day in the case of forced labour, and the institution of a permanent Committee of Experts on Forced Labour in connection with the Office.

The nature of the proposals which will be laid before the next Session of the Conference will of course depend on the Governments' replies, but there can be no doubt that great progress has been accomplished, and that the International Labour Conference has done important humanitarian work on this question.

It should also be noted that the Conference, by 64 votes to 21, adopted a Resolution asking the Office to undertake, with a view to future action, a study of various problems connected with forced labour, and in particular of penal sanctions in connection with indentured contract labour.

Hours of Work of Salaried Employees

The Conference decided by 103 votes to 17 to place the question of hours of work of salaried employees on the agenda of the 1930 Session. By 92 votes to 15 it adopted a questionnaire by means of which Governments will be asked to supply full information

with a view to the decision to be taken at the 1930 Session in the form of a Draft Convention or Recommendation.

The questionnaire deals with the various ways of determining the scope of the future Convention or Recommendation. Governments are asked whether the scope should include all salaried employees if it is found possible to establish a general definition of that term, or whether, in the absence of such a definition, the classes of workers to be covered should be enumerated. Governments are asked whether in any case the Convention or Recommendation should include persons employed in commercial undertakings of whatever kind, undertakings which are both industrial and commercial in so far as they are not treated by national law as industrial undertakings (and as such already covered by the Washington Hours Convention), in undertakings and public administrative services in which the staff is mainly engaged in office work, in institutions for the preventive and curative treatment of the sick, infirm, destitute and mentally unfit, in theatres and places of public amusement, in hotels, clubs, cafés, restaurants and other refreshment houses. Governments are also asked to indicate any other kinds of undertaking which they wish to propose. They are also asked whether the Convention or Recommendation should apply to all undertakings of the kind specified, whether they are public or private, whether they are secular or religious and whether or not they are carried on for profit. Governments would also be requested to state whether they consider that undertakings in which only members of the employer's family are employed should be excluded.

A subsequent question relates to the definition of the term "hours of work". Reference is made to a general weekly maximum of 48 hours and a daily maximum of eight hours for all persons employed in the undertakings to be covered. There is also a question relating to various methods of distributing hours of work.

Unemployment

Although the question of unemployment was not placed on the agenda of this year's Session with a view to the adoption of decisions, the Conference nevertheless voted special attention to the subject. It may be remembered that it had before it a report by the International Labour Office relating more particularly to the effect of certain important factors of an international character on the unemployment situation in recent years.

The Conference set up a special Committee to study the report of the Office and two draft Resolutions on the subject of unemployment submitted by Mr. Schurch and Mr. Mertens respectively. As the conclusion of its discussions, the Committee decided to propose a Resolution dealing with various aspects of the unemployment problem.

In this Resolution, which was adopted by the Conference, satisfaction was expressed at the setting up in association with the Financial Committee of the League of Nations of a Committee of experts to examine the causes of fluctuations in the purchasing power of gold and their effect on the economic life of the nations. The Office is asked to offer its assistance to the Committee of experts in the investigation of the effects of monetary fluctuations on the economic situation of the workers, to communicate to that Committee the results which have already been obtained by its studies concerning the effects of monetary fluctuations and the stability of employment of the workers, and, if possible in co-operation with the Committee of experts, to undertake further investigations concerning the effects of these fluctuations on the standard of living of the workers, on their efficiency, their hours of work, the relations between employers and workers and the general development of legislation for the protection of workers.

The Resolution goes on to invite the Governing Body of the International Labour Office to study the best means of bringing about the adoption of measures, either nationally or internationally, which may be thought desirable for the reduction of unemployment among workers in coal mines. It also invites the Office to continue its investigations on the problem of unemployment in the textile industries and to undertake similar investigations in the case of other industries, not excluding agriculture.

The Office is further invited to pursue investigations on the development of public employment agencies and their administrative organisation.

Finally, the Governing Body of the International Labour Office is invited to examine, after consideration of the activities of the League of Nations in connection with the coal industry, the desirability of placing the question of unemployment among miners on the agenda of a forthcoming Session of the Conference, preferably the 1930 Session.

Resolutions

Unanimously or by large majorities the Conference adopted Resolutions submitted by individual delegates in favour of the consideration by the Governing Body of the following questions for possible discussion at future Sessions of the Conference :

- (1) The organisation of work in sheet-glass factories on a shift basis which would ensure to the workers a regular weekly rest;
- (2) Insurance against old-age, invalidity and death, and the rights of foreign workers in connection therewith;
- (3) The underground work of women and young persons;
- (4) Equality of treatment between national and coloured foreign workers.

The Conference also adopted the following Resolutions unanimously :

A Resolution expressing the hope that the expansion of the activities of the International Labour Organisation will not be hampered by a policy of restrictive economy in connection with its budget, but that Governments will freely place at its disposal the funds needed for the progressive development of its work.

A Resolution calling for a report on the organisations of white and non-white workers in countries where non-white workers are in the majority, as a basis for judging to what extent such workers obtain representation in the Conference.

A Resolution requesting the Governing Body to report to an early Session of the Conference on the observance by States of their obligation under Article 405 of the Peace Treaty to bring Conventions and Recommendations before the competent authorities within a prescribed time limit.

A Resolution requesting the Governing Body to enquire into the operation of the Washington Recommendation concerning the recruiting of bodies of workers for employment abroad, and to report to next year's Conference.

A Resolution to the effect that, in the event of a revision of the Hours Convention, particular attention should be drawn to the higher maxima fixed for "special" countries, such as India and Japan.

At the last sitting the Conference discussed the Resolution submitted by Mr. Tchou, Chinese Government delegate, concerning the application of labour legislation to the nationals of countries enjoying the privilege of extra-territorial jurisdiction or similar privileges. The Resolution obtained 53 votes to nil. As a large number of the delegates had already left and the quorum was not attained, the Resolution was not adopted, although it was not rejected.

The Conference also examined the reports of Governments on the *application of Conventions*, and considered the *procedure for the revision of Conventions*,

THE DIRECTOR'S REPORT

The Conference as usual devoted several sittings to the discussion of the Report of the Director of the International Labour Office, in which he gives an account of the work of the Organisation and the principal features of the development of social affairs in the past year. Fifty-nine delegates belonging to more than thirty countries took part in the discussion. It was during the discussion on the Director's Report that the British Government representative announced the intention of that Government to take the necessary steps to ensure at the earliest possible date the ratification of the Washington Hours Convention.

In the speech which he made replying to the delegates who had spoken on his Report, Mr. Albert Thomas emphasised the great importance of the statement of the British Government which, he said, makes it possible to look forward with greater calmness and confidence towards the general adoption of the eight-hour day, which is the keystone of international labour legislation.

The Director reviewed the various other problems which arise in connection with the future of the Organisation. He drew attention to the idea of the universality of the Organisation, which had formed one of the principal preoccupations of the various speakers.

"Will our activities extend to all countries without exception? Will they succeed in interesting all countries, in bringing them daily into closer and more effective contact?"

"Léon Bourgeois was in the habit of repeating this dictum: 'The League of Nations is essentially universal. It will be universal or it will fail.' Part XIII of the Treaty of Peace says with more precision: 'the failure of any nation to adopt humane conditions of labour is an obstacle in the way of other nations which desire to improve the conditions in their own countries.' It is possible that in recent years this truth has not been brought

out by the facts. The lack of equilibrium in foreign exchanges and the difficulties in connection with raw materials were such that conditions of work were only a secondary factor in international competition. Mr. Olivetti has rightly remarked that monetary peace and industrial peace will bring this factor into relief again. This is the reason for the apprehensions which in various forms have been given expression in the Conference; and for the questions, some of them pressing, which have been put to us."

The Director went on to speak of the question of the Indian Native States, and the still wider question of the Far East and more particularly of China, with its enormous wealth of men and raw material, where, he said, there will doubtless arise in the next few years formidable competition in which, perhaps, poor working conditions will play the most important part. Will Chinese legislation, he asked, be of any avail if in the concessions and leased territories the largest factories continue to be exempt from all legislation?

"It is possible that the Chinese Delegates emphasise the political consequences of such a state of affairs. In fact, the position is a disturbing one for the peace of the world. Do not let us forget this saying of a young novelist: 'The Far East has become the nerve centre of the world.'"

The Director noted with satisfaction the assurances of devotion to the Organisation which had been given by the delegates of countries, certain representatives of which had criticised it. He welcomed the steady increase in the representation of Latin America. Seven Latin American countries were represented in 1926, ten in 1927, ten in 1928 and sixteen in 1929. There were three complete delegations in 1926 and five in 1929. There was only one cloud on the horizon as far as Latin America was concerned: the absence of Argentina, which, in spite of its somewhat uncertain situation in the League of Nations, had hitherto always sent a complete delegation to the Conference and had a seat on the Governing Body. The Director continued as follows:

"Allow me to say here that the International Labour Office ardently desires that this admirable country, full of human energy, rich in virtue of an alert capitalism and a working class which is enthusiastic and capable of organisation and of action, will not long remain separated from us."

The Director then went on to speak of those countries which had never been Members of the Organisation. He made the following reference to Russia:

"We will not utter any rash words on Russia. It is not for us to pronounce judgment on the policy of the League of Nations. We have given an impartial and accurate description of the arrangements for the mutual exchange of information—scientific information—with the Russian administrations. Following upon our visit and certain personal contacts, some newspapers have spoken of collaboration. We were reminded that an exchange of documents could not constitute collaboration in the strict sense of the word. We will be satisfied with scientific and informative relations. It was stated in the Report how economic or political events could hasten certain evolutions. Let us hope that when the time comes a noble sentiment of human solidarity will usher in an era of collaboration."

He then gave an account of the present state of relations with the United States and said that in all those countries which were not yet Members of the Organisation he would continue to follow the situation so as to see by what material and economic evolution they might come to adopt another attitude. "We shall be on the watch to take advantage of any symptoms indicating a change of attitude. Our progress in this direction will depend in a large measure upon our own activities. It is by our continued activity, by our own efforts that we shall one day bring about the adherence of all."

Mr. Albert Thomas went on to review the work accomplished during the past year. The research work of the Office, he said, had developed, and its value was now universally recognised. There had been a considerable increase in the progress of ratification. There had been 79 fresh ratifications since the last Conference, whereas the highest figures reached in preceding years had been 34 and 35. This was a matter for great satisfaction. There was, however, still much to be done before the hopes which the workers reposed in the Organisation would be realised.

"To sustain confidence", the Director continued, "to encourage faith and to prove that we are already accomplishing our mission, two great efforts are necessary: in the first place to accelerate material results, and in the second place to throw into relief the common ideal towards which we are all advancing, and to give our common faith its utmost value and efficacy."

The Director outlined the plan of action for the coming years in the following terms: "Twenty-six Conventions have been adopted. They constitute the first group. On the eve of the second decade the Governing Body may ask us to make a general study of the question. We should then see in which order the questions might be re-considered and pushed forward methodically and rationally, or what new problems should be taken up.

"In any case, should any urgent question arise the Conference might apply the procedure of lessening the delays in placing questions on the agenda, as provided by Article 402. Different conditions might determine the order and the choice of questions. Perhaps we shall agree that in the first place those who are the worst off, the workers who are subject to such measures of forced labour as still exist, and those who suffer from prejudice, or inequality of races, should be protected. Surely we shall also agree that the work which has already been undertaken for the protection of women and children should be energetically pursued.

"In spite of controversy on this point, in spite of real economic difficulties, the regulation of hours of work in all its forms, with all its different measures of application, should be consolidated and completed for all categories of workers — from the eight-hour day to the weekly rest, and even holidays with pay.

"From the point of view of the range of our Organisation, from the point of view of its universality, these are the tasks to which we should apply ourselves.

"Side by side with the programme of application and of reform we must also have a programme of research; unemployment, migration, legal problems, etc.

"Determining the programme with a desire to show the masses the positive value of our work, we contribute as is desired by the Workers' representatives to the authority and to the credit of the Organisation."

The Director pointed out the importance of economic problems and their relation to social problems and suggested further possibilities of progress. He concluded his speech as follows :

"We may perfect our methods; we may develop and simplify the procedure of the Conference; by our enquiries we may endeavour to reduce economic barriers; we may accelerate the process of ratification. In reality, however, all that seems to me vain, if in the Organisation in general, and in each of the individual States, the soul of the Organisation, the real concern for social justice, does not develop.

"This is an impression which I gained from my visit to the Far East. I saw certain marvellous examples of material civilisation. In many countries I saw tangible proof of the benefits of material progress in general, and I said to myself, when I saw what this progress amounted to under certain circumstances, that it was of remarkably small importance in the political and moral relations between countries. Social progress in itself, the realisation of all the reforms of which I spoke a little while ago—would it be sufficient to prevent disunion and animosity between races, hatred between employers and workers of these different races? I returned from my voyage with the profound conviction that in order to combat certain dangerous theories, it is absolutely essential to oppose one faith to another. Thus more and more, without being concerned with doctrine, I come back to the ideal laid down by the International Labour Charter.

"It will perhaps appear, Ladies' and Gentlemen, that this ideal is a simple one, and very vague. I heard in this Conference a very close analysis of the International Labour Organisation, and of certain statements which the Director may make after contact with countries which he has visited.

"Mr. Bottai said : 'Speaking of his visits to Italy and Russia as well as to Japan and China, the Director in all cases concludes with expressions of cordial sympathy and encouragement in almost identical terms. He gives a certificate of good conduct which seem to be without much practical consequence.' Mr. Bottai hastened to add that there was nothing ironical in what he was saying. No, there is no irony, but he will surely agree with me that his analysis was not without humour. I endeavour to study with interest, often indeed with passion, the situation in the various countries. My object is to ascertain what elements there are which may contribute to the realisation of the common ideal, and this is what has led me to approve, unlike some of my friends, the value of the constructive efforts of the Fascist corporations. That fact, however, does not prevent me from appreciating the splendid history of the British working-class movement which has led it to that liberty of conscience and dignity of labour which underlies the industrial peace which it is seeking to promote. That does not prevent me from understanding how the age-long efforts of French workers leads them to seek their share in the direction of the nation's affairs. That does not make me forget the admirable constructive efforts of Germany's social policy as described so nobly by the President at the opening of this Conference. Nor does it prevent me from appreciating, in spite of anything which may be contrary to my ideas, the spirit of sacrifice of Russian workers endeavouring to promote complete social justice through the maintenance of a regime which they consider as their own. No doubt we could work simply as intelligent bureaucrats, diligent administrators, or even as accomplished diplomats without being carried away by any missionary zeal. I might be content to direct this Organisation like a Conference in which there would be present simply the representatives of Governments desiring only to maintain a balance of power or the respect of individual sovereignties,

but this is not how I have understood my task. I regard this Organisation as a meeting-place of men capable of aspiring towards a single ideal. Men capable of acting for the benefit of all humanity, and it is in this spirit that our work goes on from day to day. If I may venture, Mr. Bettai, to define my attitude by a comparison, allow me to profit by my experience during my recent visit to the Far East and to quote you a page of Confucius which has greatly impressed me. Someone said one day to the philosopher: 'What do you think of Tsen Lou?' The philosopher replied: 'I admire his capacity to command the military forces of a kingdom, but I do not know what his humanity is.' 'And what do you think of Kilou?' The philosopher replied: 'He might be the governor of a city of a thousand houses or a family of a hundred cars, but I do not know what his humanity is.' 'And what do you think of Chi?' The philosopher replied: 'If he were given an official position at the Court he would be able owing to his flowery eloquence to introduce visitors, but I do not know what his humanity is.' I examine the realities and the possibilities which exist in each country, but I continually ask myself what connection they have with our common ideal, and what faith they reveal in social justice. It is in this spirit that I would ask the Conference to carry on its work from year to year and thus promote the unity of mankind in social justice.

'Mr. Chetty has expressed what we all feel: 'We bear in mind the fact that as citizens of a new world we owe a duty to that wider human society of which Geneva is rapidly becoming the centre.'

"Citizens of a new world, we shall all create within ourselves the soul of peace and justice. Everything will then become easy and straightforward."

The same reassuring conclusion found expression in the closing speech of the President of the Conference, Dr. Heinrich BRAUNS:

"The International Labour Organisation has now been in existence for ten years. Its importance is uncontested. We can all see its success and look forward to its future work in the service of human progress. We therefore regard it with gratitude and sympathy and are anxious to give it our energetic support. Whatever may be our motives, whether general humanitarian considerations, religious ideals or the ideals of Christian charity, we are all at one in the object at which we aim—to bring more light and sunshine into the lives of those who earn their bread in the sweat of their brow."

Monthly Summary of the International Labour Organisation

1929. No. 8

AUGUST

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 23 July, 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 362 (including eight conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 27.

Between 30 May and 23 July, 1929, the International Labour Office was informed of the registration of eleven new ratifications, namely:

The registration of the ratification by *Germany* of the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928); the Convention fixing the minimum age for admission of children to employment at sea, adopted by the International Labour Conference at its Second Session (Genoa, 1920); and the Conventions fixing the minimum age for the admission of young persons to employment as trimmers or stokers and concerning the compulsory medical examination of children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

The registration of the ratification by *Great Britain* of the Convention concerning seamen's

articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926), and the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928).

The registration of the ratification by *Norway* of the Convention concerning the rights of association and combination of agricultural workers and the Convention concerning the use of white lead in painting, adopted by the International Labour Conference at its Third Session (Geneva, 1921); the Convention concerning workmen's compensation for occupational diseases and the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

The registration of the ratification by *Rumania* of the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

THE FORTY-FIFTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held two further sittings during the Session of the Conference on 14 and 15 June, 1929, in order to complete the discussion of the items on the agenda of its Forty-fifth Session.

The Governing Body elected as its Chairman Mr. Arthur FONTAINE (France), as Employers' Vice-Chairman Mr. OLIVETTI (Italy), and as Workers' Vice-Chairman Mr. POULTON (Great Britain).

The Governing Body decided by nine votes to eight to set up an Advisory Committee on Salaried Employees. The Committee will consist of 14 members, including 9 representatives of salaried employees' organisations, 2 representatives of employers' organisations and 3 members of the Governing Body, one from each group.

The Governing Body considered an offer by Mr. Filene to provide a sum of 25,000 dollars for the extension of the research work of the Office on wages and the cost of living in a certain number of towns. After discussion the Governing Body decided by nine votes to seven to adopt the principle of accepting Mr. Filene's offer. It further decided to appoint a committee of three members, one from each group, to consider in agreement with the Director the conditions under which the sum can be finally accepted.

The Governing Body considered the Director's Report on his visit to the Far East. Mr. Yoshisaka, Japanese Government representative, thanked Mr. Albert Thomas for his visit and paid a tribute to his Report. A discussion took place between Mr. Yoshisaka and Mr. Albert Thomas on a number of questions, including the ratification of international labour Conventions, the special industrial system existing in Japan which is known as the "family system," and the necessity of improving the supply of mutual information between the East and the West.

The Governing Body decided to hold its next session at Geneva on 4 October, immediately before the Maritime Conference which, it will be remembered, is to open on 10 October.

THE MARITIME SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

It will be remembered that the Governing Body of the International Labour Office decided last year that two sessions of the International Labour Conference should be held in 1929—a general session, and a session confined exclusively to the study of maritime questions. The first of these sessions took place from 30 May to 21 June; the second is opening at Geneva on 10 October. Its agenda includes the following items:

1. Regulation of hours of work on board ship.
2. Protection of seamen in case of sickness (including the treatment of seamen injured on board ship), namely:
 - (a) The individual liability of the shipowner towards sick or injured seamen;
 - (b) Sickness insurance for seamen.
3. Promotion of seamen's welfare in ports.
4. Establishment by each maritime country of a minimum requirement of professional capa-

city in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

In accordance with the so-called double-discussion procedure, this year's Conference will make a preliminary examination of these four questions and decide whether they should be placed on the Agenda of a future session, at which after the consultation of Governments definite decisions can be taken.

THE FIRST SESSION OF THE COMMITTEE ON THE TEXTILE INDUSTRY.

The recently appointed Committee on the Textile Industry held its first meeting at the International Labour Office on 24 and 25 June.

It will be remembered that this Committee was set up after the adoption by the International Labour Conference, at its Eleventh Session in 1928, of the following resolution:

"Considering the economic difficulties which are manifesting themselves in various sections of the textile industry throughout the world;

"Considering that in finding a solution of these difficulties it is necessary to have the fullest possible information in order to demonstrate the importance of existing legislation and other social measures for the protection of the workpeople engaged in this industry;

"Considering, furthermore, the advisability of determining the exact labour situation in an industry wherein women constitute the majority of the workers, more especially in order to facilitate the ratification and universal application of the international labour Conventions concerning the protection of women and children;

"The Conference requests the Governing Body to consider the possibility of undertaking an investigation as early as possible into the conditions of work of men, women and children employed, including wages, hours of work, hygienic conditions and other conditions affecting their employment, in the textile industries of the various countries of the world."

The Governing Body in October 1928, at Warsaw, decided to constitute a committee out of its own members consisting of four members from each group to examine any proposals submitted to it by the International Labour Office with regard to the Conference resolution. This Committee, which met for the first time on 24 and 25 June, is composed as follows:

Government representatives: Mr. WOLFE (Great Britain), Mr. GUPTA (India), Mr. DE MICHOLIS (Italy), Mr. YOSHISAKA (Japan).

Employers' representatives: Mr. FORBES WATSON (Great Britain), Mr. OLIVETTI (Italy), Mr. MIJAJIMA (Japan), Mr. TCHOURLCHINE (Serb-Croat-Slovene Kingdom).

Workers' representatives: Mr. ROEDEL (Germany), Mr. ELVIN (Great Britain), Mr. JOUHAUX (France), Mr. CABALLERO (Spain).

A large number of experts also attended the meeting.

The Committee unanimously appointed Mr. WOLFE, of Great Britain, as its Chairman. After a short general discussion it began the examination of the International Labour Office proposals. These proposals concern the countries and industries to be considered, wages, hours of work and other labour questions, including production, unemployment, hygiene, prevention of accidents, and the work of women and children.

The Committee proposed that the International Labour Office inquiry into conditions of work in the textile industries should cover the following countries:

European countries: Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, Holland, Hungary, Italy, Poland, Rumania, Kingdom of the Serbs, Croats and Slovenes, Spain and Switzerland.

Non-European countries: Brazil, China, India, Japan, Mexico, and the United States of America.

It was agreed that the inquiry should deal in the first case with certain operations in the cotton and wool industries (carding, combing, spinning, weaving, dressing, bleaching, dyeing

and printing), and later on, if possible, with the artificial silk industry.

The inquiry should differentiate between the work of adult men and that of women and juveniles who are engaged in very large numbers in the textile industries. It should also take account of the progress of mechanisation in the industries in the different countries, and of the facilities and aptitude for work resulting from race and environment.

The Committee agreed that in order to get the required data, the International Labour Office should draw up a questionnaire with the help of technical experts. This questionnaire should then be put before the Committee and the Governing Body before being forwarded to Governments.

VISIT OF THE KING OF EGYPT.

On 5 July, 1929, KING FUAD I of Egypt visited the International Labour Office. He was received in the meeting chamber of the Governing Body, where, in the absence of the Director and the Deputy Director, the Chief of the Diplomatic Division, Mr. Phelan, extended to him an official welcome. The King replied to the address of welcome, and subsequently the chief officials in attendance were presented to him. After having signed the Golden Book, the King visited various parts of the office building.

Monthly Summary of the International Labour Organisation

1929. No. 9

SEPTEMBER

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 23 August, 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 362 (including eight conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

The International Labour Office has not been notified of any new ratifications during the period 24 July to 23 August.

THE FORTY-SIXTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office will meet in Geneva on 4 October, 1929, for its Forty-sixth Session. There are over a dozen questions on the Agenda, including the following :

Proposal by Mr. de Michelis concerning the setting up of a Committee on Handicraftsmen.

Setting up of the Committee on automatic coupling.

Setting up of the Advisory Committee on salaried employees: appointment of members to represent employers and salaried employees.

Agenda of the 1931 Conference.

Report on the working of the Convention on the minimum age for the admission of children to industrial employment.

Effect to be given to the Resolutions adopted by the Conference at its Twelfth Session.

Proposals concerning the reports to be furnished by the Governments under Article 408.

Consideration of the decisions of the Assembly of the League affecting the International Labour Organisation.

Report of the Committee on working conditions in the textile industry.

Record of the meeting of the Safety Subcommittee.

Report of the Finance Committee.

The Director's Report, etc.

THE PROTECTION OF SEAMEN IN CASE OF SICKNESS (INCLUDING THE TREATMENT OF SEAMEN INJURED ON BOARD SHIP).

With the question of the protection of seamen in case of sickness, including the treatment of seamen injured on board ship, which the International Labour Conference will consider at its Maritime Session in October next, the Conference will for the first time begin to deal with the general problem of covering the occupational and social risks of seamen.

International regulation of the method of covering the occupational and social risks of workers engaged in industry, commerce and agriculture is well advanced, and substantial results have already been obtained in this sphere. But the Conference, in adopting Draft Conventions in these fields, respected the special sphere of competence of the Maritime Session, and expressly declared that seamen were not covered by these international regulations. The

Draft Convention concerning Workmen's Compensation for Accidents (1925) contains a clause providing that it shall not apply to seamen and fishermen, "for whom provision shall be made by a later Convention." The Draft Convention concerning Sickness Insurance for Workers in Industry and Commerce and Domestic Servants (1927) provides that that Convention shall not apply to seamen and sea fishermen, "for whose insurance against sickness provision may be made by a decision of a later session of the Conference." The Conference has therefore left a clear field so far as seamen are concerned.

The phrase "the protection of seamen in case of sickness" is both clear and comprehensive. It definitely embraces the two usual methods by which the risk of sickness is covered, viz., the general obligations imposed on shipowners by merchant shipping legislation or commercial codes on the one hand, and sickness insurance on the other.

In accordance with rules of very ancient origin, the shipowner is obliged to provide treatment for seamen who fall sick during the voyage. The shipowner's responsibility begins in some countries from the moment that the seaman is entered on the ship's articles; in others from the moment that he takes up his duties; in others again from the moment that the vessel sails. As a general rule, the provision which the shipowner is obliged to make includes medical and surgical treatment and medicaments, maintenance, the payment of wages, and, if necessary, repatriation. The obligations of the shipowner cease in some countries as soon as the seaman is restored to health; in others as soon as he is repatriated; in others again on the expiry of a period determined by law or as soon as the sickness is shown to be incurable.

Sickness insurance, whether a special scheme for seamen or a general scheme covering workers as a whole, comes into play as soon as the obligations of the shipowner cease.

Thus the obligations of the shipowner and the operation of sickness insurance are two closely linked elements in the protection of seamen, and both must play their respective parts if the risk is to be fully and properly covered.

The definition adopted by the Commission and approved by the Governing Body makes it possible to consider the adoption of international regulations based on both methods of covering the risks which are ordinarily encountered in national laws.

The second part of the question placed on the Agenda is "the treatment of seamen injured on board ship," which is an important aspect

of the general problem of covering the risk of accident in the case of seamen.

The covering of this risk, like that of sickness, is effected by two distinct sets of legal provisions.

In the first place, the laws impose general obligations on shipowners similar to those which arise in the case of sickness.

Secondly, workmen's compensation or accident insurance legislation comes into play (either a general scheme covering all workers or a special scheme for seamen only) where, after the shipowner's obligations cease, the injury is still not cured, or, being cured, leaves permanent total or partial incapacity.

Of these two stages in the protection against the risk of accident, the Joint Maritime Commission desired to exclude the second, *i.e.*, workmen's compensation or accident insurance legislation. In the course of the discussion which led up to the definition of the question, it was specified by several members of the Commission that the "question of pensions in case of accident" was excluded.

The International Labour Office, moreover, deemed it necessary to afford the Joint Maritime Commission and the Governing Body an opportunity to elucidate the practical meaning to be given to the words "treatment" and "on board ship."

The word "treatment" may refer either to the whole of the shipowner's obligations towards an injured seaman (food, wages, medical and surgical treatment and medicaments, repatriation, etc.) or exclusively to medical and surgical treatment and medicaments. The adoption of the restricted interpretation would lead to the separation of the shipowner's obligations towards an injured seaman into two parts, only one of which would be submitted to the Conference. Such a separation would be in contradiction with all the national laws, which specify that an injured seaman is entitled not only to medical treatment but to maintenance, wages, and repatriation. All these items are linked up with one another, and are indispensable for the recovery of the injured man.

The expression "on board ship" may indicate either the place where the accident occurs or the place where the injured person is treated, according as it is read in conjunction with the word "injured" or the word "treatment." Whatever meaning may be attached to this expression, it does not correspond with the general obligations imposed on the shipowner, which, on the one hand, cover certain accidents which neither occur nor give rise to treatment

on board, and, on the other, may exclude certain accidents which do occur, and do give rise to treatment, on board, particularly where the accident was due to the wilful act of the seaman.

With the object of avoiding difficulties of interpretation, the Office proposed, first to the Joint Maritime Commission (Eighth Session, March, 1928), and then to the Governing Body (Thirty-ninth Session, April, 1928), which accepted it, the following form of words for the question on the Agenda:

The protection of seamen in case of sickness (including the treatment of seamen injured on board ship).

This item includes—

(a) the individual liability of the shipowner towards sick or injured seamen;

(b) the question of sickness insurance for seamen.

In drawing up the Report submitted to the Conference, account has been taken of the division of the question as it appears on the Agenda, and comprises three parts.

The first part consists of an analysis of the legal provisions relating to the obligations of shipowners towards sick or injured seamen.

The second is devoted to a description of schemes of compulsory sickness insurance.

In the third part, entitled "Conclusions," those aspects are indicated which seem capable of being the subject of international regulations.

THE PROMOTION OF SEAMEN'S WELFARE IN PORTS.

This question also figures on the Agenda of the Maritime Session of the International Labour Conference, which will open on 10 October next in Geneva. The International Labour Office, in the report prepared for the discussion of this problem, recalls that since the First Maritime Conference (Genoa, 1920) the promotion of seamen's welfare in port has more and more appeared to be the natural complement to the protective measures already adopted or contemplated in favour of this class of worker.

For the seaman, and particularly the seaman engaged on deep-sea trade, who may be called "the vagrant of the sea," the family is frequently a memory or a hope, but only too rarely a reality. Moreover, it is frequently impossible for him to enjoy the benefit of the social institutions which exist for workers in various countries.

When he disembarks after a long voyage with few distractions due to confined quarters and

the necessary disciplinary regulations, he is left to wander alone in the neighbourhood of the docks. While awaiting the sailing day or a fresh engagement he may try to find some respite from his nomadic life; only too frequently he will be surrounded by dangers and will be the victim of abuses which go far to reduce the practical effect of the measures taken for the protection of seamen.

Despite its peculiar difficulties, the problem of the well-being of seamen is in many respects comparable to that of workers' spare time, though its scope is rather special. If the seaman is helped to use his spare time in port in a satisfactory manner his character will be developed and his health preserved. The shipping industry has everything to gain from the effective protection of seamen against the dangers confronting them when in port.

The Genoa Conference recommended that the following point should be examined:

The provision of adequate facilities for recreation at all large ports under the administration of joint organisations representative of owners and seafarers,

and it added:

The Conference desires in addition to call the special attention of the International Labour Organisation to the importance of the recommendation about facilities for recreation.

On 10 March, 1925, Mr. Salvesen, Deputy-Director of the Norwegian Shipowners' Association and shipowners' representative on the Joint Maritime Commission, requested the International Labour Office to undertake a study with a view to the removal of the dangers to which seamen are exposed when on shore.

The Joint Maritime Commission, at its Fifth Session in Paris in April of the same year, decided to set up a sub-committee to study the question of the protection of the health of seamen. This sub-committee, consisting of Mr. Salvesen as representative of the shipowners and Mr. Havelock Wilson as representative of the seamen, submitted its report to the Sixth Session of the Joint Maritime Commission in Paris in May, 1926.

The Sub-Committee pointed out that the examination of the information received had led to the following conclusions:

The national authorities, central and local, have done practically nothing to protect the interests of foreign seamen in various seaports. At present, except for the consuls, it is practically only institutions supported by private charity that do any important work to safeguard the interests of seamen in foreign ports. Indeed, it would seem as if the law did not ordinarily exist in the seamen's more or less international quarters.

The Sub-Committee emphasised the necessity for greater vigilance on the part of the public authorities, but expressed the opinion that the first steps should be taken in the international sphere; it suggested that the whole problem should be submitted for study to the Session of the Maritime Conference which was to meet in the following June.

On the unanimous suggestion of the Joint Maritime Commission this report was submitted to the Ninth Session of the Conference, which adopted the following Resolution:

The Conference,

After having examined the conclusions of the report of the Sub-Committee on seamen's welfare in ports decides:

(1) To instruct the International Labour Office to continue the study of seamen's welfare and to submit the above-mentioned report to the attention of the Governments of the States Members of the International Labour Organisation;

(2) To request the Governing Body to consider the possibility of placing this question upon the agenda of an early Session of the Conference with a view to the adoption of a Recommendation.

In accordance with the usual procedure for dealing with maritime questions, the Resolution of the Conference was submitted to the Joint Maritime Commission at its Seventh Session in Geneva in January, 1927. The Commission recommended the Governing Body to give effect to the Resolution of the Conference as soon as a

fresh Maritime Session was convened. Consequently the Governing Body decided unanimously to place the question of the promotion of seamen's welfare in port on the agenda of the Thirteenth Session of the Conference.

In the meantime various aspects of the problem had attracted the attention of other organisations: the Oslo Conference, organised on the initiative of the Norwegian Red Cross and the League of Red Cross Societies for the purpose of considering the possibility of improving health conditions in the mercantile marine; the Permanent Seamen's Welfare Committee; the British Council for the Welfare of the Mercantile Marine; and a Conference on the Health and Welfare of Merchant Seamen to be held at Geneva in October, 1929, immediately before the opening of the International Labour Conference to be attended by representatives of a great number of voluntary organisations all desirous of drawing up a programme of international action for the welfare of seamen.

The success of these efforts cannot but facilitate the task of the Conference, which, it would seem, must consist chiefly in the direction and co-ordination of the various steps which are being taken. Indeed, the moment seems to have come when an international agreement can be arrived at to ensure effective collaboration between all interested in the question and to secure the support of the Governments, the shipowners and the seamen.

Monthly Summary of the International Labour Organisation

1929. No. 10

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RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 23 September, 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 366 (including eight conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

Between 24 August and 23 September, 1929, the International Labour Office was informed of the registration of four new ratifications; namely, the ratification by *Bulgaria* of the four Conventions, adopted by the International Labour Conference in 1925, concerning workmen's compensation for accidents; workmen's compensation for occupational diseases; equality of treatment for national and foreign workers as regards workmen's compensation for accidents; and night work in bakeries.

THE TENTH ASSEMBLY AND THE ORGANISATION.

The Tenth Assembly of the League of Nations took a number of decisions of direct concern to the International Labour Organisation.

The most important was that calling for immediate international action to remedy the position in the coal industry. The coal problem was naturally referred to in the extensive discussions on the work of the Economic Organisation of the League of Nations. It is of interest to recall in this connection the prominent place that economic questions occupied in the deliberations of the International Labour Conference in June last. On that occasion, in reply to those who, in the discussion of his Report, had spoken on this subject, more particularly Mr. Curcin,

the Director defined afresh the functions of the International Labour Organisation in this field and showed what valuable aid it can render in efforts to find general solutions. It may be said that this aid has been fully appreciated by the Assembly, for after dealing with the coal problem, on the proposal of the British and French delegations, it adopted the following resolution resulting from the merging of texts submitted by these delegations:

" 8. (a) The Assembly expresses its sincere appreciation of the work performed by the Economic Committee in investigating the causes and effects of the present difficulties confronting the *coal industry*, and congratulates it upon its illuminating Interim Report, which it has already issued.

" (b) It notes the statement of the Economic Committee in its Interim Report that ' as regards the third of the proposals for international action, that which relates to wages and hours, we will confine ourselves at this stage to saying that action in this field would appear to fall within the competence of the International Labour Office, not that of the Economic Organisation of the League.'

" It further understands that the International Labour Organisation has been conducting enquiries as to hours, wages and conditions of work in coal-mines since 1925, and that for several months the Governing Body has had under consideration a request from the Congress of the International Miners' Federation, which met at Nimes last year, to convene a conference of the principal coal-producing countries with a view to the equalisation and reduction of hours of work.

" Owing to the great urgency of the matter, the Assembly is of opinion that the International Labour Organisation should pursue its work without delay, and accordingly invites the Council to request the Governing Body of the International Labour Office to consider the inclusion in the agenda of the International Labour Conference of 1930 of questions relating to hours, wages and conditions of work in coal-mines with the object of agreeing upon an international convention or conventions thereon, while in the meantime the Economic Committee will consider its final report, which, together with the Interim Report, will be available to the Conference referred to in this resolution.

"The Assembly further suggests that the Governing Body should consider the advisability of convening at an early date a preparatory technical conference, consisting of representatives of the Governments, employers and workers of the principal coal-producing countries of Europe, in order to advise it as to what questions relating to conditions of employment in coal-mines might best be included in the agenda of the International Labour Conference of 1930, with a view to arriving at practical international agreement.

"The Assembly invites the Council, on the one hand, to consider the recommendations which the Economic Committee may formulate as a result of the meeting of experts convened for September 30th with regard to the difficulties at present encountered in the coal industry, in particular the fluctuations in price and the existing difference between production and consumers' needs, and, moreover, to consider, taking into account more especially the results of this examination, the expediency of convening a conference of the Governments concerned to study the recommendations in question."

The Council communicated this resolution to the Governing Body of the International Labour Office. It should be added that in order to enable the Governing Body to convene a technical preparatory conference the Assembly sanctioned the requisite additional expenditure

The Assembly also adopted without alteration the Budget for 1930 as drawn up by the Governing Body. In contrast to last year, no proposal for the reduction of credits was made, either in the Fourth Committee or the Assembly itself.

The contribution paid for the second half of 1928 by Brazil, which is no longer a Member of the League of Nations, but continues to collaborate with the International Labour Organisation, was included as a supplementary receipt in the 1930 budget of the Organisation. The Secretary-General of the League of Nations made the following statement in the Fourth Committee:

"While the budget of the International Labour Office did not fall within his province, there was one question that was raised in this budget on which he felt bound to make a short declaration to the Committee, in view of the fact that the International Labour Office was, according to Article 392 of the Peace Treaty, part of the organisation of the League. The receipts, as appropriations in aid, which appeared in the budget of the International Labour Office included a sum of 124,662 gold francs, which was declared to be the contribution of Brazil to the Organisation. He trusted that when the Fourth Committee gratefully accepted that contribution, as he felt sure it would accept it, it would be on the understanding that its action in so doing in no way prejudiced any constitutional questions arising under the Treaty provisions which had established the Labour Organisation. In the present circumstances the question of the precise legal situation with regard to the continuance of Brazil's membership of the Labour Organisation could be considered as being of so theoretical a character that there did not seem to be any need to endeavour to solve it. Circumstances might arise, however, which would make a solution of

the constitutional point involved highly desirable, and it would, to his mind, be unfortunate if arguments could be drawn in favour of any particular thesis from the action of the Fourth Committee and of the Assembly in the present case."

In order to safeguard the constitutional rules laid down for the International Labour Organisation in the Treaty of Peace, the Director made the following statement in reply:

"He quite understood the reasons why the Secretary-General had wished to make this statement, which was based upon Article 392 of the Peace Treaty. The Committee would doubtless understand the reservation which he wished to make in his turn, in order to safeguard the constitutional rules which had been laid down for the International Labour Organisation in Part XIII of the Peace Treaty, and for the observance of which the Governing Body and the Director of the Office were responsible.

"The Secretary-General had stated that, in his opinion, acceptance by the Fourth Committee and by the Assembly of the contribution of 124,662 gold francs, which Brazil had offered to the budget of the Labour Organisation, should not prejudice the solution of any constitutional problem which might be raised in this connection.

"Mr. Albert Thomas agreed that it would be incorrect to attribute any theoretical or absolute value to the incorporation of the Brazilian contribution in the budget of the Labour Organisation. The Secretary-General's reservation could not, however, constitute at some future date an argument against the legal consequences of the positive fact that this contribution had been paid. In any case it could not affect the rights of Brazil and the obligations that it had assumed in virtue of its participation in the International Labour Organisation."

The Fourth Committee noted these declarations.

In the Fourth Committee and in the Assembly itself prolonged discussions took place on the revision of the Staff Regulations, decided upon at the Session of 1928. The Director was asked to furnish information on various technical points as regards the Office. He regretted that the problems raised some time ago could not be immediately solved. Finally, a committee was appointed to deal with the staff both of the League of Nations and of the International Labour Office. It includes two members of the Governing Body of the Office (Mr. Sokal and Sir Atul Chatterjee).

The revision of the Statute of the Court of International Justice was also of concern to the International Labour Organisation. The Court is the tribunal entrusted with the settlement of all difficulties arising out of the working of the Organisation. The Rules of the Court relating to advisory opinions contemplated the participation of international organisations in the discussion. But the committee of jurists for the revision of the Statute proposed to incorporate these provisions in the revised text, but to omit all references to such participation. The Governing Body, at its

May-June Session, instructed the Director to urge the competent organisations of the League of Nations to maintain the previous system, whereby it was possible for international organisations to have a part in the advisory procedure. The Office was allowed to state its case before the Conference for the revision of the Statute of the Court, held at Geneva from 4 to 12 September, and after an exhaustive discussion its proposal was accepted, the Conference deciding to re-insert mention of international organisations in the provisions about advisory procedure, which had been transferred from the Rules of Court to the Statute itself. This is a significant result, for it is of importance to secure confirmation in the Statute of the Court of the possibility of associating international organisations with the advisory functions of this supreme tribunal.

THE REGULATION OF HOURS OF WORK ON BOARD SHIP.

The first item on the Agenda of the Maritime Session of the International Labour Conference, which opens in Geneva on 10 October, is the regulation of hours of work on board ship. This is perhaps the most difficult problem of all those with which the International Labour Organisation has had to deal. It is, in any case, that which has given rise to most controversy.

The Treaties of Peace mention the establishment of a maximum working day and week as the first of the improvements required in order that the "peace and harmony of the world" may not be imperilled. Accordingly, the International Labour Conference was asked at its First Session (Washington, 1919) to discuss the "application of the principle of the eight-hour day and the forty-eight-hour week." The discussions were confined to the regulation of hours of work in industry, and the drafting of rules relating to the mercantile marine, agriculture, and commerce was adjourned. The Conference, however, pointed out that it was necessary and urgent to entrust to a special Session the drawing up of rules suited to the special conditions of the maritime transport industry, and indicated in the Draft Convention concerning hours of work in industry that the principle of the eight-hour day was to be applied to maritime transport.

It was thus chiefly with a view to laying down special rules to apply the principle, or, according to the expression used, to "adapt" the Washington Convention to the mercantile marine, that the Governing Body called the Second Session of the Conference (Genoa, 1920). The Office there submitted a proposed Draft Convention limiting actual hours of work for the

whole crew in principle either to eight hours per day and forty-eight per week, or to a number of hours representing an equivalent limitation, but calculated on the basis of a period other than a week. Definite rules of application were laid down for ships of over 2,500 tons.

The British Government Delegation put forward an alternative draft in which the eight-hour day or the forty-eight-hour week were mentioned as the standard to be aimed at, but not as a principle which should be immediately and necessarily applied to all categories of staff and all classes of trade. Compulsory rules were, however, laid down for mechanically propelled vessels under 2,000 tons gross engaged in international trade.

Opinions in the Committee set up by the Conference were sharply divided, but, after long discussions, a short Draft Convention was drawn up consisting of a preamble and ten Articles. Most of these, when they came up for discussion in Conference, met with strong opposition, not only from practically all the shipowners' representatives, but also from the Governments of several important Maritime States, which supported the British criticisms. The chief criticism was that, although the draft laid down the rule of a forty-eight-hour week for deck hands, it authorised fourteen hours' overtime provided that compensation was given, either in the form of equivalent time off or in that of special pay. The British Government maintained that the authorisation of overtime, without its being absolutely compulsory to grant a compensatory rest period, was a veiled means of increasing weekly hours of work, and that it was better to lay down a limit, which might in some cases be higher than eight hours, but which was absolutely binding, rather than a limit of eight hours laid down as a principle, but with constant facilities for overtime on condition that extra pay was given. When a vote was taken, the preamble, which stated that the eight-hour day was the standard to be aimed at where it had not already been attained, was adopted by 65 votes to 5 with 8 abstentions. The draft as a whole, however, obtained 48 votes with 25 against, and this did not constitute the two-thirds majority required for the adoption of a Draft Convention. (It will be noted that if one more vote had been cast for the Convention, instead of against it, it would have obtained the necessary majority.)

The disappointment of the seamen at the failure to secure a Convention was such that there seemed to be some danger that their organisations might call a general strike in the shipping industry with a view to imposing recognition of the rights which they regarded

as sanctioned by the Washington Conference. However, in August, 1920, the International Seamen's Congress asked the Director of the International Labour Office to arrange for arbitration in which shipowners' and seamen's representatives would be heard, with a view to arriving at an agreement as to the application to seamen of the principles laid down in the Peace Treaty. A joint conference was held in Brussels in January, 1921, under the chairmanship of the Director, and decided to set up two committees to examine the technical aspects of the question, one committee for the work of the deck and engine-room staff, and the other for that of the catering department. The first committee met, but the International Shipping Federation decided not to confirm the provisional agreement reached by it, according to which a practical experiment was to be made of a system of work comprising a seven-hour day and a forty-nine-hour week. The second committee never met.

It is not possible to recapitulate in detail the successive efforts which were made during succeeding years to re-open this question. It was not until 1926 that the first definite decision was arrived at. At the Maritime Session of the Conference, held during that year in Geneva, the seamen's delegates proposed a Resolution requesting the Governing Body to place on the agenda of a special Maritime Session the question of the regulation of hours of work on board ship, and to submit this question to the Joint Maritime Commission at its next regular session. After a long discussion, the resolution was adopted by 67 votes to 26. The Joint Maritime Commission, consulted in January, 1927, decided, by 7 votes to 5, in favour of placing the question on the agenda. Finally, the Governing Body, in April, 1927, decided, by 15 votes to 6 and 3 abstentions, to place it on the agenda of a special Conference to be held in 1929.

The discussion, then, will be renewed by the Conference on 10 October, 1929. The preparatory report drawn up by the International Labour Office, after having retraced the vicissi-

tudes of the past ten years, notes that the question is now perhaps more ripe for settlement than it was at the time of the Genoa Conference. Apart from the general improvement in the economic position, and its possible repercussions on the shipping industry (perhaps a controversial question), there are several new factors which seem likely to facilitate a settlement.

There is no longer any danger of the Conference being tied by too rigid formulæ. It is no longer necessarily a question, as at Genoa, of the "application to seamen of the Convention drafted at Washington," but rather of opening a general discussion. It is, of course, impossible to lose sight of the principle laid down by the Treaties, but as regards the extent to which that principle can be immediately applied all possibilities remain open.

Further, the new methods adopted by the Conference provide certain guarantees, and render it easier to avoid misunderstandings. Under the double discussion procedure, the Conference will not be required to take an immediate decision this year. The first discussion in 1929 will indicate the main points on which Governments are to be consulted with a view to the final vote to be taken at a later Session. The interval between the two Sessions will provide an opportunity for removing any difficulties revealed during the first discussion.

Finally, the information available as a basis for the discussions will be far more abundant, and based on more thorough investigation than was possible in 1920. At the suggestion of the Joint Maritime Commission, and in order to verify and supplement its information, the Office obtained as much information as possible as to the knowledge and experience of various national administrations; whilst in order to ascertain the views of the representatives of the employers and workers concerned, joint consultations of shipowners and seamen, organised by national Governments, were instituted wherever possible.

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RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 October, 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations was 377 (including nine conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 23.

Between 24 September and 31 October, the International Labour Office was informed of the registration of eleven new ratifications, namely:

The ratification by *Italy* of the Convention concerning seamen's articles of agreement and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

The ratification by *Sweden* of the Convention concerning workmen's compensation for occupational diseases, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925), and the Convention concerning the simplification of the inspection of emigrants on board ship,* adopted by the International Labour Conference at its Eighth Session (Geneva, 1926).

The ratification by the *Kingdom of Yugoslavia* of the Conventions concerning unemployment indemnity in case of loss or foundering of the ship and for establishing facilities for finding employment for seamen, adopted by the International Labour Conference at its Second Session (Genoa, 1920); the Conventions concerning the rights of association and combination of agricultural workers and concerning the use of white lead in painting, adopted by the

* The ratification of this Convention shall come into effect only from the date on which the Secretary-General of the League of Nations shall register the unconditional ratification of this Convention by Denmark, Finland and Norway.

International Labour Conference at its Third Session (Geneva, 1921); the Conventions concerning seamen's articles of agreement and the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926); and the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

THE FORTY-SIXTH SESSION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE.

The Forty-Sixth Session of the Governing Body of the International Labour Office was held in Geneva from 4 to 8 October, 1929, under the chairmanship of Mr. Arthur Fontaine (France).

At the opening of the first sitting, the Chairman expressed to the representative of the German Government the deep grief felt by all the members of the Governing Body on hearing of the sudden death of Mr. Stresemann. "Mr. Stresemann," said Mr. Arthur Fontaine, "was one of the great European builders of peace. As peace is one of the objects for which the International Labour Organisation is working, so much the more keenly do we feel the loss of the eminent statesman who has just passed away. I beg you to convey to the German Government our deepest sympathy and condolence."

The representative of the German Government thanked the members of the Governing Body for their expression of sympathy.

The Governing Body examined the Director's Report on the activity of the International Labour Office. It associated itself with the regrets expressed in the Report on the occasion of the death of Dr. Robertson, member of the Correspondence Committee on Industrial Hygiene, and that of General Freire d'Andrade, member of the Committee of Experts on Native Labour. The Chairman and the representatives of the Government, Employers' and Workers' Groups of the Governing Body also

paid homage to the memory of Mr. Harold Grimshaw, Chief of the Native Labour Section of the Office, who died last August from illness contracted in the course of his mission to the Dutch East Indies and South Africa.

The Governing Body then discussed the preparations for the Maritime Session of the International Labour Conference, convened for 10 October at Geneva.

In the course of a discussion which took place on this subject, the Chairman welcomed the new representative of the British Government, Mr. J. J. Lawson, Parliamentary Secretary to the Ministry of Labour, who was present for the first time at a meeting of the Governing Body. Mr. Lawson thanked the Chairman for his welcome, adding that he felt it an honour to be able to participate in the work of such an important body, which was exercising an increasing influence throughout the whole world and in the development of which the British Government took the deepest interest.

A discussion followed on the subject of the inquiry for which Mr. Ford had asked into the purchasing power of wages in a certain number of European towns, to cover the cost of which Mr. Filene had offered the Office 25,000 dollars.

Members of the three groups of the Governing Body took part in the debate.

In reply to the various speakers, the Director reminded them of the conditions of this inquiry, which was accepted in principle by the Governing Body at its June session. The details of the inquiry had been fixed on 9 September by agreement between the Director, three representatives of the Governing Body who had been appointed for the purpose, and Mr. Filene. The object of the inquiry had been precisely defined. It was to determine the standard of living made possible in Detroit by a wage of six dollars a day, and then to ascertain what wages should be paid to secure an equivalent standard of living in the European towns under consideration. The duty of the Office would be to supply exact figures obtained by strictly scientific methods. It will then be open to anyone to draw conclusions from these figures, as in the case of any other information which the Office has been requested to collect and publish.

The Chairman reminded the Governing Body that it has already voted in favour of the acceptance of this inquiry at its previous Session, and that it only remained now to ensure that it should be carried out in the most scientific manner possible. Finally, the Governing Body approved the agreements reached on this subject and emphasised anew the necessity of collaboration with national and local statistical departments.

The Governing Body then considered the resolution adopted by the last Assembly of the League of Nations requesting the Governing Body of the International Labour Office "to consider the possibility of including in the agenda of the International Labour Conference in 1930 questions relating to hours of work, wages and working conditions in coal mines, with the object of arriving at an international convention or conventions in regard to these various subjects." The resolution also suggests that "the Governing Body should consider the

advisability of convening at an early date a preparatory technical Conference consisting of representatives of the Governments, employers and workers of the principal coal-producing countries of Europe, in order to advise it as to what questions relating to conditions of employment in coal mines might best be included in the agenda of the International Labour Conference of 1930, with a view to arriving at practical international agreement."

Various members of the Employers' Group, although not opposed to the question of principle, submitted their observations on the procedure suggested by this resolution.

The members of the Workers' Group insisted that the Governing Body should give effect to the request made by the Assembly.

Various members of the Government Group, and in particular Mr. Lawson, speaking as the representative of the British Government, which had proposed the resolution to the Assembly, supported this point of view.

Realising the importance of the questions raised in this resolution, and also the importance of making an immediate contribution to the general study of the coal problem now being pursued by the League of Nations on its own initiative, the Governing Body decided to convene, on 6 January, 1930, a preparatory technical Conference, consisting of representatives of the Governments, employers and workers of the principal coal-producing countries of Europe, in order to advise it as to what questions relating to conditions of employment in coal mines might best be included in the agenda of the International Labour Conference of 1930, with a view to arriving at practical international agreement. The Governing Body will then examine, in the light of the conclusions of this technical preparatory Conference, and immediately after its February Session, what steps can best be taken to give effect to the proposals of the Assembly within the required time limits.

It was agreed that the countries which should be invited to send representatives to the technical preparatory Conference should be those who had sent experts to the Sub-Committee on Coal of the Economic Committee of the League of Nations, that is to say, Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, the Netherlands and Poland.

A delegation of three members of the Governing Body will attend the Conference as observers.

In the course of the debate which led to these decisions, Mr. Sokal (Poland) put a question relating to the position of Great Britain as regards the Washington Convention on hours of work in industry. In reply, Mr. J. J. Lawson, British Government representative, recalled the declaration made in the name of the British Government at the June Session of the International Labour Conference. He added that a Bill for the ratification of the Washington Convention was in preparation and would be submitted to the House of Commons when it reassembled or at latest during the month of November.

The Governing Body continued the consideration of questions suitable for inclusion in the Agenda of the Session of 1931 of the Inter-

national Labour Conference, concerning which a definite decision must be arrived at by the Governing Body at its February Session.

After some discussion the Governing Body decided to request the International Labour Office to prepare statements of the law and practice in respect of four questions: the maximum weight of loads to be handled by workers, the age of admission of children to commercial employment, paid holidays, and the organisation of shifts in automatic glass works. When it has examined these statements the Governing Body at its Session in February next will select such of the questions as it may think ripe for discussion, and fix the agenda of the 1931 Session of the Conference accordingly.

The Governing Body decided to entrust to a Committee of three members, one from each Group, the examination of a proposal submitted by Mr. de Michelis (Italy) for the setting up of an Advisory Committee on Handicrafts.

The Governing Body next proceeded to the definite appointment of the Committee on Automatic Coupling, the creation of which had been decided upon previously.

The Governing Body considered the Resolutions adopted by the International Labour Conference at its last Session.

In pursuance of the Resolution relating to the establishment of a uniform basis for the compilation of statistics of industrial accidents, the Governing Body decided in principle that a conference on statistics of industrial accidents should be held in 1931.

In order to give effect to the Resolution adopted by the International Labour Conference on the proposal of its Committee on the loading and unloading of ships, the Governing Body decided in principle to appoint a technical committee to be entrusted with the drawing up of model regulations for the protection of workers engaged in loading or unloading ships. These model regulations may serve as a guide to Governments in drafting or amending their own regulations with a view to harmonising them with the Draft Convention adopted on this subject by the Conference.

The Governing Body referred to its Committee on Migration a resolution of the last International Labour Conference on the subject of the recruiting of bodies of workers in one country with a view to their employment in another country, and that part of a resolution on the subject of unemployment which related to the recruiting and placing in employment of foreign workers.

In accordance with another resolution of the Conference, the Governing Body instructed the International Labour Office to study the question of equality of treatment between national workers and coloured foreign workers employed in the territories of the States Members or in their possessions or colonies.

The Governing Body postponed to its February Session the appointment of the members of the Advisory Committee on Salaried Employees which it had decided to set up at its Session of last June, and appointed a Sub-Committee to submit a report next February on the problems arising out of the appointment of this Committee.

The Governing Body approved the agenda of the meeting of the Mixed Advisory Agricultural Committee, which will open in Rome on 7 November under the auspices of the International Institute of Agriculture.

It was decided that the next meeting of the Committee on Conditions of Work in the Textile Industry should take place on 9 December.

The Governing Body decided that its Forty-Seventh Session should open in Geneva in February, 1930, and that the Fourteenth Session of the International Labour Conference should begin on 9 June, 1930.

Finally, the Governing Body decided to accept the invitation of the Belgian Government to hold its Session in October, 1930, in Brussels.

THIRTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Thirteenth Session of the International Labour Conference, which dealt exclusively with maritime questions, was held in Geneva from 10 to 26 October, 1929. All the maritime States Members of the Organisation were represented, with the exception of Norway, which, in the absence of an official delegation, due to political circumstances, sent two observers to follow the proceedings.

At the beginning of the Session, a difficult situation arose as a result of protests lodged by the Employers' Group with regard to the composition of the Conference. Notwithstanding this initial difficulty, the Session arrived at particularly fruitful results.

The President of the Session was Mr. Eduard Aunos Perez, Spanish Minister of Labour and Social Welfare, and the Vice-Presidents were Mr. Mannio (Government, Finland), Mr. de Rousiers (Employers, France) and Mr. Tillett (Workers, British Empire).

It will be recalled that the agenda included the following four questions:

- (1) Regulation of hours of work on board ship.
- (2) Protection of seamen in case of sickness (including the treatment of seamen injured on board ship), *i.e.*:
 - (a) The individual liability of the ship-owner towards sick or injured seamen;
 - (b) Sickness insurance for seamen.
- (3) Promotion of seamen's welfare in ports.
- (4) Establishment by each maritime country of a minimum requirement of professional capacity in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

The Conference was not called on to take a final decision on any of these questions, but merely to hold a preliminary discussion with a view to determining the points on which the Governments of the States Members should be consulted. It will be noted that

the Conference did not adopt the texts of questionnaires, the change in the procedure adopted at the Twelfth Session being applied for the first time. The International Labour Office will draft questionnaires dealing with the points included in the "Conclusions" of the Conference, which will then be submitted to the Governments. On the basis of the replies received, Conventions or Recommendations will be drafted for final discussion at the next maritime Session, when the Conference will be called on to take final decisions.

The Conference was thus unable to go beyond the preliminary stage of discussion of each of the four items included in the agenda. In spite of its limited scope, however, the votes taken were of considerable importance. The Draft Conclusions submitted by the four Committees set up to deal with the items on the agenda were adopted in plenary sitting without any significant amendments, and the four questions were included in the agenda for the next maritime Session for final discussion.

Regulation of Hours of Work on Board Ship.

The Conclusions of the report of the Committee on Hours of Work on Board Ship were adopted in the plenary Conference by 71 votes to 20. The text of the Conclusions adopted was as follows:

The Conference,

Having examined the report submitted by the International Labour Office on the regulation of hours of work on board ship,

Decides that it is desirable to consult Governments on the question of the international regulation of this matter by means of a Draft Convention;

Considers that it is also desirable to ask Governments whether such regulation should be based on the principle of the eight-hour day or the forty-eight-hour week, with such methods of application and such exceptions as the special conditions of the shipping industry may require;

Further considers that it is desirable to consult Governments as to the definitions of the following expressions:

normal hours of work;

hours of actual work;

hours on duty;

overtime;

compensation for overtime;

work required for safety; and

Accordingly invites the International Labour Office to ascertain the views of the Governments on the following main points:

I. Scope of the Draft Convention:

(1) *As regards vessels*: possible exceptions: sailing ships, Government vessels not engaged in trade, vessels engaged in urgent work of public utility, vessels below a certain tonnage; other possible exceptions.

(2) *As regards trades*: international and national; distant, medium, near. If

this classification not considered possible please indicate the method of international classification which you consider most practical; possible exceptions.

(3) *As regards persons employed on board*: possible exceptions; e.g., masters, non-watch-keeping officers in charge of a department, pilots, crews remunerated exclusively by a share in the profits or consisting entirely of members of the owner's or skipper's family, persons belonging to a special occupation not directly related to maritime work and who are not employed by the master or shipowner.

(4) Modifications which might be required in order to meet the special conditions provided for in Article 405, paragraph (3), of the Treaty of Peace.

II. Methods of regulating working hours it might be possible to adopt for different categories of the crew: (a) in port, (b) on sailing days, (c) on passage, (d) on arrival days.

(1) *Engine-room Staff*:

(a) Normal working hours; possibility of adopting both in port and at sea, and for all trades, the principle of an eight-hour day.

(b) Rules for ensuring a weekly rest, or for compensating it if not granted.

(c) Compensation and limitation of overtime.

(2) *Deck Staff*:

(a) Normal working hours; possibility of adopting the principle of an eight-hour day for work in port, and for work at sea various limits suited either to the different kinds of trades (distant, medium, near) or to the category of tonnage of the ship.

(b) Rules for ensuring a weekly rest, or for compensating it if not granted.

(c) Compensation and limitation of overtime.

(3) *Catering Department*:

Possibility of adopting rules differing for catering staff in attendance on passengers and staff in attendance on members of the crew.

(a) *Catering staff in attendance on passengers*:

Possibility either of limiting normal working hours, or, failing this, of fixing a minimum rest period.

Granting a weekly rest, or compensating it if not granted.

Limitation and compensation of overtime.

(b) *Catering staff in attendance on the crew*.

Possibility of limiting normal working hours.

Weekly rest, or compensating it if not granted.

Compensation and limitation of overtime.

III. Possibility of providing that overtime for certain classes of work necessary for safety shall not be subject either to limitation or

compensation. Definition of work of this nature.

It will be noted that officers are not excluded from the scope of the proposed regulation of hours of work on board ship. The only possible exceptions suggested in the Conclusions adopted were in respect of non-watch keeping officers in charge of a department.

The three Groups unanimously agreed that the fishing industry should be entirely excluded, at least for the present, but might be dealt with separately at a later date. There is therefore no reference to the fishing industry in the Conclusions adopted by the Conference.

The Conclusions having been adopted, the Conference decided, by 76 votes to 17, to include the question of the regulation of hours of work on board ship in the agenda of the next maritime Session.

Protection of Seamen in Case of Sickness.

The protection of seamen in case of sickness or injury raises the question of the obligations to be imposed on shipowners and also the question of compulsory insurance. The Governing Body consequently adopted, on the proposal of the Joint Maritime Commission, the following formula for the definition of this item of the agenda:

"Protection of seamen in case of sickness (including the treatment of seamen injured on board ship), *i.e.* :

- (a) The individual liability of the shipowner towards sick or injured seamen;
- (b) Sickness insurance for seamen."

The Committee set up by the Conference to study this item submitted two reports. The first report, dealing with the individual liability of the shipowner towards sick or injured seamen, was adopted by 65 votes to 16. The second report, dealing with sickness insurance for seamen, was adopted by 68 votes to 14.

Both reports concluded that the question dealt with was suitable for treatment in a Draft Convention.

The Conclusions adopted on the first point related to the risks covered (sickness, injury and death) and the liabilities of the shipowner (medical treatment, maintenance, wages, repatriation, funeral expenses, and the protection of the property of deceased seamen or those left behind as a result of sickness or injury).

Attention was drawn to the necessity of avoiding any gap from the moment when the shipowner's liability ceases and the moment when insurance benefits begin.

The Conclusions adopted on the second point laid down the principle of compulsory sickness insurance for all persons employed on board ships engaged in maritime navigation, including sea-fishing boats, but with the exception of ships of war. Possible exceptions are suggested in the case of foreign seamen or seamen not resident in the country whose flag the vessel flies, masters and officers in receipt of remuneration which is high in relation to the general level of remuneration, members of the employer's family, pilots, and workers below or above specified age limits.

The International Labour Office is to consult the Governments on these points, and also as to the amount, duration, and conditions of cash

and medical benefits, the financial resources of the insurance funds, etc.

As regards the insurance institutions, the Conclusions adopted suggest the principle of self-government under the supervision of the public authorities, and the participation of insured persons and employers in the management. Governments should also be consulted as to the desirability of entrusting the settlement of disputes concerning the right to benefit to special tribunals.

The Conclusions having been adopted, the Conference decided, by 72 votes to 17, to place the question of the protection of seamen in case of sickness or injury on the agenda of the next maritime Session.

The Promotion of Seamen's Welfare in Port.

With regard to the question of the promotion of seamen's welfare in port, it was decided by 89 votes to 0 to place it on the agenda of the next maritime Session, after the report of the Committee had been unanimously adopted by show of hands.

This report concludes that the question might well form the subject of a Draft Convention or Recommendation, and requests the International Labour Office to consult the Governments on a certain number of points, among which may be mentioned those given below.

The institution in all large ports, where such bodies do not already exist, of authorities or officially recognised organisations, including representatives of the shipowners, the seamen, and the authorities and institutions concerned; these bodies are to ensure the application and co-ordination of welfare measures, and to collect all possible information relating to conditions in ports, with a view to the enforcement of such measures. The International Labour Office is to seek to promote collaboration between all the national organisations concerned.

The adoption, with due heed to national and local conditions, of legislative measures or regulations for the purposes of systematically combating the dangers of alcoholism and narcotics, of supervising hostels, and of protecting seamen in their movements between their ships and the shore.

Provisions for the purpose of enforcing the system of regulation established, with the co-operation of consuls.

The adoption of suitable measures for the protection of the health of seamen against tuberculosis, tropical or other diseases, and especially the organisation of treatment for venereal diseases, as is provided for by the Brussels Agreement of 1924.

The adoption of measures more directly concerned with the stay in port of seamen of all nationalities, including the provision of suitable hostels, meeting and recreation rooms, libraries, etc., and the extension of facilities for thrift.

The possibility of propaganda being undertaken by official or voluntary bodies, with a view to ensuring the success of the proposed measures.

The adoption of financial measures by which the funds required for the carrying out of the suggested programme might be obtained,

including the possibility of participation by the social insurance institutions.

The Conference further adopted a Resolution drawing attention to the possibility of exempting officers and seamen possessing identity papers with their photographs attached, duly issued by their national authorities, from the requirement of presenting ordinary passports on disembarking in foreign countries.

The Institution of a Minimum Requirement of Professional Capacity in the Case of Captains and Officers in Charge of Watches.

The Committee appointed to study the question of the minimum professional capacity of officers in charge of watches in the mercantile marine had first to express its views as to the competence of the International Labour Office to deal with the question. It decided in the affirmative, holding that not only were the interests of the passengers, shippers and underwriters at stake, but likewise those of the shipowners, and even more those of the seamen, who were fully entitled to have the safety of their lives guaranteed as far as possible.

The Committee declared that a solution was necessary, and that it was essential that all States should agree to this guarantee, because, as experience had shown, a vessel however well built, equipped, navigated and staffed, could be exposed to serious dangers from the fact that the staff of another vessel did not possess sufficient professional capacity.

In conclusion, the Committee expressed the opinion that the international system of regulation to be arrived at should take the form of a Draft Convention, by reason of the necessity of finding an effective and vigorous solution to the problem.

The Committee further proposed that the International Labour Office should consult the States Members on the following points:

Possession of a certificate of professional capacity is to be required by national legislation for employment as (a) master or skipper; (b) navigating officer in charge of a watch; (c) engineer officer in charge of a watch.

The determination of the scope of this Draft Convention on the basis of general definitions, which might be as follows:

Possibly, general conditions for granting certificates which should be specified by national laws or regulations: (a) a minimum age; (b) a certain standard of professional experience; (c) the necessity of passing one or more examinations organised and supervised by the public authorities.

The provision of penal or disciplinary sanctions against (a) a shipowner engaging a master or officer who is not duly certificated, as required by the Draft Convention; (b) a master or officer making use of forged documents to obtain employment as such.

Supervision of the enforcement of the stipulations of the Draft Convention, and the right of the authorities to detain any vessel not carrying the duly certificated officers required.

A further point deals with exemptions. It had been proposed to consider the exclusion of coastal fishing vessels. The Committee did not accept this suggestion; fishing vessels in general are therefore included in the summary of draft

Conclusions, while it is understood that the exemptions which may be allowed in respect of the type of the vessel and of the tonnage may apply also to such vessels. The Committee further made it clear that it insisted upon the necessity of reducing such exemptions to the minimum.

The Conference further decided to add chief engineers to engineer officers in charge of watches in the list of officers required to hold certificates of professional capacity. It then adopted by 65 votes to 0 the conclusions of the Committee with this addition. Finally it was decided by 73 votes to 2 to place the question on the agenda of the next maritime Session.

Resolutions.

It was in connection with a draft Resolution submitted by the Employers' Group that the Conference, at the beginning of the Session, met with the difficulties alluded to above, and which it succeeded in overcoming. In this draft Resolution the Employers' Group, basing their attitude on the absence of a representative of the British shipowners and of any official delegation from Norway, questioned the representative character of the Conference, and urged the adoption of the Resolution given below.

"The Conference decides that the nomination of non-Government Delegates and advisers to attend maritime Conferences ought to be made in agreement with the organisations, if such organisations exist, which are most representative of shipowners and seamen respectively, and instructs the Governing Body to take steps to secure this result so as to avoid in future a recurrence of the present situation, and further instructs the Credentials Committee to take such steps as may be open to them to ameliorate the present situation."

The Resolution was rejected by 64 votes to 24, only the Employers' Group voting in its favour. In consequence of this vote, the Employers' Delegates ceased to take part in the work of the Conference. While the four committees set up to study the questions on the agenda continued their deliberations without the help of the employers, negotiations were opened. They resulted in the return of the Employers' Delegates after the Conference had adopted the Resolution given below, submitted by the Government Delegates of the British Empire, Finland and France.

"In view of the difficulties which have arisen at the special Sessions of the Conference devoted to maritime questions, including the composition of non-Governmental delegations, the Conference invites the Governing Body to seek all appropriate means of avoiding in the future a repetition of such difficulties."

The Workers' Group voted against this text, but declared that, in its care for the interests of the workers whom it represented and for the success of the Conference, it would not cease to co-operate in the work of the latter.

The Conference further adopted Resolutions dealing with the following questions:

Conditions of life and labour of Asiatic seamen, especially when employed outside their countries or on board foreign ships;

Hours of labour in inland navigation;

Conditions of labour in aerial navigation;

The application of Draft Conventions and Recommendations adopted by previous maritime Sessions of the Conference;

Equitable treatment of seamen employed on board vessels plying within the territorial waters or on the inland waterways of the country of which such seamen are citizens, within the general framework of the social legislation of such country.

The Director's Report.

The Conference, in the course of its work, briefly discussed the parts of the Director's Report to the Twelfth Session which dealt with maritime affairs. In his reply to the speakers who had dealt with this report, the Director explained the position of the maritime Conventions in regard to ratifications. The three Genoa Conventions have obtained respectively 22, 14 and 17 ratifications. The two Conventions of 1921 have obtained 21 ratifications each. Finally, the most recent Conventions, those on Articles of Agreement and Repatriation, have obtained respectively eight and seven ratifications.

These figures are much the same as, and even to a certain extent better than, the figures with respect to Conventions dealing with workers on land. The maritime Conventions, moreover, are generally ratified by maritime countries only, so that the actual proportion of maritime Conventions ratified is higher than the corresponding figures with respect to industrial Conventions.

As he had often had occasion to declare, it was not for the International Labour Office or the International Labour Organisation to set itself up as something superior to the States Members, as a super-State. In view of its limited powers, its achievement was not a negligible one.

Mr. Albert Thomas went on to say that if, as he had often said on previous occasions, all the Conventions adopted by the League of Nations, by special Conferences and by the Assembly, were taken, and the number of ratifications of such Conventions compared with the number obtained for the International Labour Conventions, it would be seen that their achievement was not a mediocre one, and in fact, that it did honour to the Organisation. This was not a sign of optimism; it was merely a demand for justice. It was not for him to judge the different attitudes that had been taken up; it was for the delegates among themselves to make whatever observations were necessary. There were States which were hanging back; there were States which allowed themselves to be held up on grounds of detail. He agreed. But for their part, they were trying to give such States all the information they required. It was

for public opinion in each country and for the occupational bodies to act in order that they might obtain the decisions they desired. It had been said there that the shipowners had shown ill-will. It had been said that they opposed ratification in many countries. It was not for him to judge them. The necessary propaganda and negotiations should be conducted within such States.

In the course of the discussion one of the workers' representatives had suggested the possibility that his Group might not continue to take part in the work of the Joint Maritime Commission if the shipowners did not alter their attitude; the Director therefore urged the seamen to pause for reflection.

When it was desired to call a strike at the International Labour Conference, when there was a withdrawal even for a short time, the Geneva spirit still remained the same and was strong enough to bring about agreement after negotiation. The seamen should not follow a bad precedent. They should have confidence in the power of the Governing Body to find out ways and means. They should not be led astray by false incitements to optimism or pessimism; if they would form judgments as men of free intelligence, lucid intellect and disciplined will, he was certain that their work would bear fruit.

In practice, the conclusion of the work of the Thirteenth Session fully justified this confidence; so much so, in fact, that at the last sitting the spokesman of the Workers' Group was able to say that perhaps for the first time since the seamen had been called upon to take part in the work of the International Labour Organisation, either in the Conference or in the Joint Maritime Commission, they would return to their respective harbours with relief and hope in their hearts.

Before this the vice-presidents representing the Government and Employers' Groups had also expressed their thanks to the International Labour Office, and identified themselves with the optimistic words of the President, who in his closing speech expressed his pleasure at the circumstances in which the Conference dispersed.

Mr. Aunos hoped that each one of them, from the strength of his own convictions, would continue to collaborate indefatigably in the promotion of the fundamental ideals underlying Part XIII of the Treaty.

He trusted that, as time went on, they would see the disappearance of conflicts and the clash of interests, through the realisation of justice, which was the keynote to the progress of the world.

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Note.—All the above publications are published in English and French. In addition, those marked * are published in German. *Studies and Reports* (see under 10) are published in English and French and occasionally in German.

All prices quoted are post free. A full catalogue of the publications of the Office with a specimen copy of any publication will be sent free on demand. Address: INTERNATIONAL LABOUR OFFICE, GENEVA, Switzerland, or its national correspondents:

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Monthly Summary of the International Labour Organisation

1929. No. 12

DECEMBER

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 25 November 1929, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 377 (including nine conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 23.

Between 31 October and 25 November, the International Labour Office was not notified of any new ratification.

AFTER THE THIRTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The International Labour Office has addressed to the Governments of the States Members of the Organisation four *Questionnaires* relating to the following subjects :

- (1) The regulation of hours of work on board ship.
- (2) The protection of seamen in case of sickness, including the treatment of seamen injured on board ship.
- (3) Promotion of seamen's welfare in ports.
- (4) The minimum requirement of professional capacity in the case of captains,

navigating and engineer officers in charge of watches on board merchant ships.

It will be remembered that these four problems formed the subject of a preliminary discussion at the Thirteenth Session of the International Labour Conference (Maritime Session, October 1929), and were included, for a second discussion, in the agenda of the next Maritime Session. On this occasion the new system established by the amendments made by the Twelfth Session (June 1929) in the double-discussion procedure was brought into operation for the first time. In accordance with these amendments, the Conference was not called upon at the first discussion to draw up the actual text of any *Questionnaire*, this task being left to the International Labour Office ; the Conference itself had only to "decide by the approval of conclusions or resolutions the points upon which the Governments are to be consulted." Although this was only a first trial of the new system, it would appear to have made it possible, while retaining the advantages of the double-discussion procedure, to avoid the disadvantages observed in the application of that procedure by the methods previously followed. The Conference, finding that its work was no longer retarded by mere questions of drafting, was free to devote itself entirely to the merits of the problems submitted to it, and was thus able to study each of them as a whole in a shorter period of time than would otherwise have been required.

The conclusions adopted by the Thirteenth Session with regard to the four items on the agenda indicate all the points on which the Conference deemed it desirable to collect the

opinions of Governments in preparation for the second and final discussion, and it is on the basis of these conclusions and in strict accordance with the indications they embody that the Office has drafted the *Questionnaires* now issued.

Regulation of Hours of Work on Board Ship.

As regards this item, the first three questions addressed to Governments are these :

(1) Do you consider that hours of work on board ship should be regulated internationally by means of a Draft Convention ?

(2) Do you consider that, subject to such methods of application and such exceptions as the special conditions of the shipping industry require, this regulation should be based on the principle of the eight-hour day or the forty-eight-hour week contained in the Treaty of Peace ?

(3) Do you consider that for the purposes of the regulation in question the following expressions should be defined : (a) normal hours of work ; (b) hours of actual work ; (c) hours on duty ; (d) overtime ; (e) compensation for overtime ?

If so, what definitions do you propose ?

Twelve other questions are included, relating to the scope of the contemplated Draft Convention (scope as regards vessels, as regards trades, and as regards persons employed on board), methods of regulating hours of work for the different categories of the crew, work in the interests of safety, and modifications to meet special conditions.

Protection in Case of Sickness or Injury.

The *Questionnaire* on this item comprises two parts : the first relates to the individual liability of the shipowner towards sick or injured seamen, and the second to sickness insurance for seamen.

The first part opens with the following question :

(1) Do you consider that the International Labour Conference should adopt a Draft Convention to regulate internationally the individual liability of the shipowner towards sick or injured seamen ?

This is followed by twenty-three questions dealing with the scope of the contemplated Draft Convention, the risks covered (nature of the risks, definition of the period of protection, relation between the service and the risks, and the risks covered in relation to the

notion of fault), the benefits and the shipowner's liability (nature of assistance to the sick or injured seaman, duration of assistance, arrangements for assistance, defrayment of the expenses of assistance, wages of the sick or injured seaman, repatriation of the sick or injured seaman, burial expenses, and protection of the property of seamen deceased or left behind on account of sickness or injury), and, finally, the settlement of disputes.

In the second part of the *Questionnaire*, the Governments are first asked whether they consider "that the International Labour Conference should adopt a Draft Convention to regulate internationally sickness insurance for seamen." There follow twenty-four questions relating to the scope of the contemplated Draft Convention, period of protection, benefits (sickness benefit, medical benefit, etc.), financial resources, insurance institutions, and settlement of disputes.

Promotion of Seamen's Welfare in Ports.

On this subject the following preliminary question is asked :

(1) Do you consider that the International Labour Conference should adopt a Recommendation on the subject of the promotion of seamen's welfare in ports ?

Nine detailed questions follow, relating to the practical measures necessary for the welfare of both national and foreign seamen, the adoption of legislative measures or regulations for the protection of seamen from the dangers of alcoholism and the use of narcotics, measures to protect the health of seamen against tuberculous, tropical, venereal and other diseases, measures concerning accommodation for seamen in ports, facilities for the utilisation of their leisure, etc., propaganda, and financial organisation.

The eleventh and last question is as follows :

(11) Do you consider that some, and if so which, of the points mentioned above might form the subject of a Draft Convention ?

Professional Capacity of Officers.

The *Questionnaire* relating to this item contains six questions, the first of which is as follows :—

(1) Do you consider that the International Labour Conference should adopt a Draft Convention specifying that national laws or regulations are to require certificates of professional capacity for employ-

ment as: (a) master or skipper; (b) navigating officer in charge of a watch; (c) chief engineer; (d) engineer officer in charge of a watch?

The other five questions deal with definitions of the four terms: (a) to (d) above, minor exceptions permissible, conditions for obtaining certificates of capacity, sanctions against shipowners or officers for infringement of the certificate regulations, and the desirability of special measures for supervising the enforcement of the rules of the contemplated Draft Convention.

The replies of the Governments to these four *Questionnaires* will be used as the basis of reports which will be presented to the Conference for the purposes of the second discussion on the respective problems.

PREPARATORY TECHNICAL CONFERENCE ON CONDITIONS OF EMPLOYMENT IN COAL MINES.

In pursuance of the resolution with regard to the coal industry adopted by the Assembly of the League of Nations on 23 September 1929 and in conformity with the decision taken by the Governing Body of the International Labour Office on 5 October, the Director of the International Labour Office has now invited the most important coal-producing countries in Europe to a Preparatory Technical Conference to be held in Geneva on 6 January next.

This Conference will consider questions concerning hours of work, wages and working conditions in coal mines with a view to advising the Governing Body of the International Labour Office as to which of these questions it considers may best be placed on the agenda of the 1930 Session of the International Labour Conference, with a view to arriving at an international agreement.

The countries which have been invited to this Preparatory Technical Conference are those which sent experts to the Coal Sub-Committee of the Economic Committee of the League of Nations, namely, Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, the Netherlands, Poland and Spain.

The Government of each of these countries has been asked to send to the January Conference three delegates representing the Government, the mineowners and the miners respectively. The representatives of the employers and workers should, according to the spirit of Part XIII of the Peace Treaty,

be appointed in agreement with the most representative organisations concerned. The Governments will be free, if they so desire, to send advisers for each of the three delegates, but only the delegates will have the right to vote.

SAFETY SUB-COMMITTEE.

The Safety Sub-Committee of the Correspondence Committee on Industrial Hygiene and Safety attached to the International Labour Office held its third Session in Berlin on 30 September and 1 October 1929.

The Sub-Committee considered a monograph on presses prepared by Mr. Frois (Paris), and a draft scheme for the technical part of a monograph on the production and use of acetylene, prepared by Dr. Ulrichs (Berlin.)

This was followed by an exchange of views on the future organisation of the work of the Sub-Committee, and on the best methods to be adopted in the making of cinematograph films relating to the prevention of accidents.

ADVISORY COMMITTEE ON PROFESSIONAL WORKERS.

The permanent group of five members of the Advisory Committee on Professional Workers,¹ which was set up in connection with the International Labour Office, met on 9 October 1929 in Geneva.

There were present Mr. de Michelis, member of the Governing Body of the International Labour Office (Chairman); Mr. Destrée and Mr. Krüss, representing the International Committee on Intellectual Co-operation of the League of Nations; Mr. Waline, substitute for Mr. Lambert-Ribot, employers' representative, and Mr. Müller, workers' representative on the Governing Body of the International Labour Office.

The group decided to propose to the Governing Body of the International Labour Office to maintain the Committee in its present form for three more years. It nominated a number of experts whom the Committee should consult, with regard to questions on the agenda, at its next meeting, to be held on 6 December. The group decided to propose

(1) This Committee—*Commission consultative des travailleurs intellectuels*—has hitherto been known in English as the Advisory Committee on Intellectual Workers. The expression "intellectual workers," however, has given rise to certain objections, and it has therefore been decided to use instead the expression "professional workers," which it is thought better designates in English the classes of workers covered by the French expression.

the following new questions for examination by the Committee: (1) conditions of work of musicians and in particular the situation arising out of the development of mechanical music; (2) conditions of work of actors and technicians employed in cinematograph production. In addition, the International Labour Office is to submit to the Committee a report on the subject of trade secrets in their relation to the "radius clause" in engineers'

contracts of service, a question already submitted to the Committee for examination.

FORTHCOMING MEETINGS.

- 6 January 1930.—*Geneva*: Preparatory Technical Conference on Conditions of Employment in Coal Mines.
- 3 February 1930.—*Geneva*: Forty-seventh Session of the Governing Body of the International Labour Office.

Monthly Summary of the International Labour Organisation

1930. No. 1

JANUARY

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ACTIVITIES OF THE INTERNATIONAL LABOUR ORGANISATION DURING 1929.

General Features.

1929 will be considered as one of the most fruitful years of the International Labour Organisation.

In the first place it has been marked by notable progress of the eight-hour day towards universality. Not only was no effect given to the proposal for the revision of the Washington Convention on the eight-hour day in industry, but the new British Government has officially announced its intention of taking the necessary steps to ensure ratification as early as possible. The German Government has also introduced a Bill for unconditional ratification. As soon as these two ratifications, British and German, are obtained, the conditional ratification of France takes effect, and others will follow almost automatically. The time now appears to be approaching when the eight-hour day in industry will at last be guaranteed internationally in all the chief industrial countries.

But this is not all. While a change for the better was thus taking place in the prospects of the industrial eight-hour day, the International Labour Conference, in the two Sessions held this year, accomplished in almost unhopd-for conditions the first stage of the procedure that will make it possible in 1930 to confer the benefits of the eight-hour system, or a scheme based on the eight-hour principle, on two large classes of workers left outside the scope of the Washington Convention—salaried employees and seamen.

This phase of the activities of the International Labour Conference, which met twice—in June and October—is another characteristic feature of the year now drawing

to a close. The agenda of both Sessions was exceptionally heavy; in June, the General Session, forced labour (first discussion), the hours of work of salaried employees (first discussion), prevention of industrial accidents (second discussion), protection against accident of workers employed in loading or unloading ships (second discussion); in October, the Maritime Session, regulation of hours of work on board ship, protection of seamen in case of sickness or injury, promotion of seamen's welfare in ports, and the establishment by each maritime country of a minimum requirement of professional capacity for mercantile marine officers (first discussion in each case). On all these topics the Conference took positive decisions. It adopted the following Draft Conventions or Recommendations on the questions before it for second discussion, on which questions alone final decisions could be taken: Draft Convention concerning the marking of the weight on heavy packages transported by vessels; Draft Convention concerning the protection against accident of workers employed in loading or unloading ships; Recommendations concerning the prevention of industrial accidents. The Conference also agreed to discuss a second time the questions before it for first discussion, and decided that the Governments should be consulted on them.

Among these questions that of forced labour furnished the occasion for a prolonged discussion, which made a profound impression in overseas countries. The close study of native labour problems has clearly marked the determination of the International Labour Office not to confine its activities to European and other countries already highly developed, but to fulfil its mission the whole world over as intended by the Treaties of Peace.

This declared intention of the Office to achieve greater universality has also been made manifest in a striking manner by the Director's visit to the Far East—to China, Japan, French Indo-China and the Dutch East Indies. Following upon his visit, China for the first time sent complete delegations to the Sessions of the Conference. It may also be observed in this connection that the number of countries represented at the June Session—50—was the highest recorded in the history of the Organisation. Of this number no less than 15 were Latin-American countries, as against 7 in 1926, 10 in 1927, and 10 in 1928.

Furthermore, ratification of international Conventions has proceeded uninterruptedly: more than 50 new ratifications were registered in 1929. The control of the application of Conventions by means of the procedure for the examination of the reports that Article 408 of the Treaty of Versailles requires countries to furnish has been still further improved.

Again, the technical work, on the basis of which the International Labour Office initiates and extends its legislative work, has not ceased to develop. The procedure for the important inquiry on conditions of work in the textile industry has been drawn up. The results of investigations into migration phenomena and the legislation and international agreements by which these mass movements of human beings are regulated throughout the world, have been published in volumes that undoubtedly constitute a unique source of information on the subject. Reference may also be made to the inquiries on social charges (insurance and relief) in various countries, on the safety of motor transport drivers, on working conditions in cinematograph studios, on the finding of employment for theatrical artistes, on unemployment among professional workers, on the conditions of employment of musicians and the effects of the spread of mechanical music, on the protection of the salaried inventor and on the termination of employment of journalists on grounds of conscience.

Among requests for information, every day more numerous from public administrations, workers' and employers' organisations, scientific institutions, industrial concerns, etc., that of the Ford Motor Company has thrown into relief the value of the results already achieved by the Office in its periodical inquiries on the purchasing power of wages in different towns and, what is more, has furnished an occasion for extending these inquiries.

Finally, it is the very exhaustive inquiries carried out by the Office since 1925 on hours of work, wages, and working conditions, in mines, that have made it possible to give effect so promptly to the Resolution of the League of Nations Assembly on the coal problem, and to convene on 6 January, 1930, a preparatory technical conference of the European coal-producing countries.

Ratification of Conventions.

On 1 January, 1929, the number of ratifications registered officially amounted to 333; now, at the end of December, it is 384, an increase of 51.

The Conventions ratified by the largest number of countries up to the present are: the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, ratified by 25 countries; the Convention concerning unemployment, ratified by 23 countries; the Convention concerning minimum age for admission of children to employment at sea, ratified by 22 countries; the Convention concerning night work of young persons, the Convention concerning the minimum age for admission of young persons to employment as trimmers and stokers, and the Convention concerning compulsory medical examination of children and young persons employed at sea, each ratified by 21 countries; the Convention concerning the rights of association and combination of agricultural workers, ratified by 20 countries; the Convention concerning employment of women during the night, the Convention concerning the use of white lead in painting, and the Convention concerning workmen's compensation for occupational diseases, each ratified by 19 countries.

Application of Conventions.

In 1929 was put into operation for the third time the procedure instituted as a result of a resolution adopted at the Eighth Session of the Conference to enable the Conference to make the fullest use of the information contained in the reports that Governments are required by Article 408 of the Treaty to furnish on the steps they have taken to apply the Conventions ratified by them. It has been found that in this field, beset with difficulties as it is, each year has yielded more valuable results, so that the information now available on the application of ratified Conventions in the various countries is much more complete and precise than ever before. The most satisfactory feature of the experience of the last three years is, perhaps, the goodwill with which Governments have furnished supplementary information concerning the position in their countries, in reply to observations formulated by the Committee of Experts which examines the reports before the Session of the Conference or while the Conference is sitting. In 1929, for the first time, the Conference had before it all the reports, on this occasion 241 in number and relating to 20 Conventions. It was possible to make a detailed examination of the measures taken to apply each Convention.

Procedure for the Revision of Conventions.

It will be remembered how the question of the revision of International Labour Conventions was brought before the Organisation. In each Convention adopted by the Conference during the eleven Sessions held from 1919 to 1928 is a standard Article laying down that "at least once in ten years, the Governing Body of the International

Labour Office shall present to the General Conference a report on the working of this Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision or modification." Since Part XIII of the Treaty of Peace contains no other provision relating to procedure for the revision or modification of a Convention, it was desirable to lay down in the Standing Orders of the Governing Body and the Conference respectively, the procedure for giving effect to this Article of the Conventions. The Governing Body forthwith inserted in its Standing Orders the new provisions laying down the procedure for placing on the agenda of the Conference the question of the revision or the modification of a Convention. These provisions governed the first phases of the revision procedure, which are entirely within the competence of the Governing Body. It was for the Conference to incorporate in its own Standing Orders regulations governing those phases of the procedure that follow the inclusion of a revision proposal in the agenda of one of its Sessions. The Conference took a decision on the subject in the course of its general Session held in May and June, 1929. The provisions that it adopted and inserted in its Standing Orders may be summarised as follows:

When the Governing Body has decided to place on the agenda of a Session of the Conference the question of the total or partial revision of a Convention the International Labour Office shall submit to the Conference draft amendments drawn up in accordance with the conclusions of the report of the Governing Body recommending the total or partial revision of the Convention. These draft amendments should correspond to the question or questions in respect of which a proposal for revision has been placed on the agenda.

The freedom of the Conference to discuss and decide is thus limited to the questions placed by the Governing Body on the agenda of the Session.

This procedure is the natural complement of that for the Governing Body adopted by it in 1928, and seems to guarantee the stability essential to international labour legislation.

The Twelfth Session of the International Labour Conference.

The Twelfth Session of the International Labour Conference was held at Geneva from 30 May to 21 June under the presidency of Dr. Heinrich Brauns, German Government delegate and formerly Federal Minister of Labour. Fifty countries were represented, a number that has never before been reached; 27 were European and 23 non-European countries, of which 3 were British Dominions, 15 Latin-American, 4 Asiatic, and 1 African countries. In addition, Turkey, although not a Member of the Organisation, sent an Observer, as in 1927 and 1928.

The agenda consisted of four questions: (1) the prevention of industrial accidents; (2) the protection against accidents of workers employed in loading or unloading ships; (3) forced labour; (4) hours of work of salaried employees. Only the first two questions, which had already been discussed the preceding year, led to definite decisions at this Session; the other two were merely before the Conference for a first discussion in accordance with the double discussion procedure in force.

On the first question the Conference adopted four instruments for the organisation of what Mr. Albert Thomas has called "the international Red Cross on the battlefields of labour." These instruments are:

a Recommendation concerning the general principles of accident prevention; a Draft Convention concerning the marking of the weight on heavy packages transported by vessels; a Recommendation concerning responsibility for the protection of power-driven machinery; a Resolution concerning accident statistics.

The general Recommendation on accident prevention was adopted by 100 votes to 12, the Draft Convention on the marking of the weight on packages by 98 votes to 24, and the Recommendation on the responsibility for the protection of power-driven machinery by 87 votes to 28. The Resolution concerning accident statistics was carried unanimously.

With regard to the protection against accidents of workers employed in loading or unloading ships, the Conference adopted by 84 votes to 22 a Draft Convention drawn up with particular care and perhaps more comprehensive from the technical standpoint than any other Convention. This Draft Convention was accompanied by two Recommendations: one, adopted by 101 votes to 0, drawing the attention of the Governments to the importance of concluding reciprocal agreements; and the other, adopted by 88 votes to 0, concerning the consultation of workers' and employers' organisations in the drawing up of regulations dealing with the safety of workers employed in loading or unloading ships. Furthermore, a Resolution adopted unanimously invites the Governing Body of the International Labour Office to set up an International Technical Committee to work out a model set of regulations.

In considering forced labour, the Conference entered upon a new subject affecting the lives of millions of human beings, as well as approached a great colonial problem. After exhaustive discussions it decided by 101 votes to 15 to place the question on the agenda of the 1930 Session, and adopted by 83 votes to 17 a Questionnaire addressed to Governments, covering all the aspects of the problem as well as possible solutions of it, and contemplating in the first place the adoption of a Draft Convention for the abolition of forced labour, or at least its limitation and regulation with a view to the suppression of abuses. Further, by 64 votes to 21 the Conference adopted a Resolution requesting the International Labour Office to continue its studies, with a view to action at a later stage, of various problems related to that of forced labour, and, in particular, penalties in connection with long-term labour contracts.

As to hours of work of salaried employees, the Conference decided by 103 votes to 17 to place the question on the agenda of the 1930 Session; and adopted by 92 votes to 15 a Questionnaire that will enable the amplest possible material to be obtained from the Governments, with a view to the decision to be taken at that Session, in the form either of a Draft Convention or a Recommendation. The Questionnaire contemplates the general limitation of hours to forty-eight per week and eight per day for all persons employed in the undertakings covered.

Although not placed on the agenda of the Twelfth Session for a decision, the problem of unemployment also occupied the attention of the Conference. The question was before the Conference in the form of a general report by the International Labour Office, mainly devoted to an analysis of the possible influence on unemployment during the last few years of certain predominant international factors.

After considering this report the Conference adopted an important Resolution covering the various aspects of the unemployment problem.

The Conference adopted several other resolutions presented by delegates, a certain number of which directly concern workers in oversea countries.

As usual, it examined the reports submitted by Governments on the application of Conventions.

It fixed the procedure to be followed for the revision, total or partial, of an existing Convention.

It further endeavoured to remedy certain inconvenient features in the double-discussion procedure employed for the adoption of Conventions. With this end in view it decided that the procedure in question should henceforth be as follows:

The International Labour Office, subject to the approval of the Governing Body or of a Committee of the Governing Body appointed for this purpose, will draw up a report on the question on the agenda. This report will not necessarily contain a Questionnaire but will indicate as far as possible the points on which the Governments are to be consulted. After discussing this report the Conference will determine such points by the adoption of conclusions or Resolutions. On this basis the International Labour Office will draw up the Questionnaire to be addressed to the Governments. The Conference will thus be relieved of the task of drafting the Questionnaire itself in the course of the first discussion.

Finally, the Conference at its Twelfth Session, as at the preceding Sessions, devoted several sittings to the discussion of the Director's Report. On this occasion a large number of questions of general social policy and kindred matters were raised, as well as problems of interest to the Organisation as a whole. The speakers, in a particularly striking manner, gave first place to general international interests, leaving various national problems in the background. Here, again, was an expression of unwavering determination to attain to real universality and to improve working conditions throughout the world.

It was in the course of this discussion that the British Government representative announced his Government's intention of taking the necessary steps to ensure the earliest possible ratification of the Washington Convention on hours of work. In his speech in reply to the delegates who had spoken on his Report, the Director emphasised the outstanding importance of this declaration, which makes it possible to look forward more calmly and more confidently to the generalisation of the eight-hour day, the keystone of international social legislation.

The Thirteenth Session of the International Labour Conference.

The Thirteenth Session of the International Labour Conference, which was held at Geneva from 10 to 26 October under the presidency of Mr. Edward Aunos Perez, Spanish Minister of Labour and Social Welfare, was devoted exclusively to maritime labour questions. Two such Sessions had already been held—at Genoa in 1920 and at Geneva in 1926. The Session under consideration was thus the third of the maritime series. After encountering serious difficulties at the outset owing to objections raised by the employers' group to its composition, the Conference achieved particularly encouraging results, so much so that at the closing sitting the spokesman of the workers' group could say that for the first time, perhaps, since seamen had been called upon to take part in the work of the Organisation, whether in the Conference or the Joint Maritime Commission, they could return to their ports with some satisfaction and large hopes.

There were four questions on the agenda: I,

regulation of hours of work on board ship; II, protection of seamen in case of sickness (including the treatment of seamen injured on board ship), *i.e.*, (a) the individual liability of the shipowner towards sick or injured seamen, (b) sickness insurance for seamen; III, promotion of seamen's welfare in ports; IV, establishment by each maritime country of a minimum requirement of professional capacity in the case of captains, navigating and engineer officers in charge of watches on board merchant ships.

The Conference had not to take a final decision on any of these questions: it had only to hold a first discussion with a view to drawing up, no longer questionnaires (in this respect it was following for the first time the amended procedure laid down by the Twelfth Session), but conclusions fixing the points on which the Governments were to be consulted. It is the International Labour Office that draws up, in accordance with these conclusions, the Questionnaire to be addressed to Governments for the purpose of obtaining their views; and subsequently, on the basis of the replies received, prepares for the second discussion either Draft Conventions or Draft Recommendations upon which the Conference then has to take a definite decision.

Thus in the case of the four questions before the Thirteenth Session, the Conference could only accomplish the first stage; but, however limited it may be, the significance of its decisions is still considerable. The draft conclusions submitted by the four Committees concerned were adopted in plenary sittings without appreciable amendments, and the four questions were placed on the agenda of the next Maritime Session with a view to a second discussion.

By 71 votes to 20 the Conference adopted the conclusions of the report of its Committee on hours of work on board ship; and by 76 votes to 17 decided to place the question of the regulation of hours of work on board ship on the agenda of the next Maritime Session.

The two reports on the protection of seamen in case of sickness or injury were both adopted: one, on the individual liability of the shipowner, by 65 votes to 16; the other, on sickness insurance for seamen, by 68 votes to 14. The inclusion of the whole question in the agenda of the next Maritime Session was carried by 72 votes to 17.

The question of the promotion of seamen's welfare in ports was likewise placed on the agenda by 89 votes to 0, after the report of the competent Committee had been unanimously adopted by show of hands.

Finally the conclusions of the report of the Committee on the minimum requirement of professional capacity in the case of mercantile marine officers were adopted by 65 votes to 0; and the inclusion of the question in the agenda of the next Maritime Session was carried by 73 votes to 2.

The Conference also adopted several Resolutions, and a discussion of that part of the Director's Report to the Twelfth Session which concerned maritime questions furnished an occasion for focussing attention on the work accomplished by the Organisation in favour of seamen.

The Sessions of the Governing Body.

The Governing Body of the International Labour Office as usual held four Sessions; the first two consecutively in March, and the remaining two in May-June and in October. The work of the Governing Body during these four Sessions, all of which were held at Geneva, covered every aspect of the activities of the Organisation.

The first Session was marked by an important discussion, in which the Ministers of Labour of France, Germany and Great Britain took part, on the eight-hour day in industry. At the conclusion of this discussion the Governing Body decided not to give effect to the proposal of the British Government for the revision of the Washington Convention of 1919 on hours of work. It will be remembered that three months later, in the course of the general Session of the Conference, the representative of the new British Government announced his Government's intention of taking the necessary steps to ensure the earliest possible ratification of this Convention.

Among the other important decisions taken by the Governing Body during the year, mention should be made of the following: the appointment of the members of the Committee on automatic couplings; the organisation of a Conference on silicosis at Johannesburg in 1930 in collaboration with the Transvaal Chamber of Mines; the convocation in 1931 of a Conference on industrial accident statistics; the acceptance of Mr. Filene's offer of \$25,000 for the extension of the investigations carried out by the Office into real wages in a certain number of towns; and, above all, the convocation of a Preparatory Technical Conference on conditions of labour in the coal-mining industry.

It was in consequence of a Resolution adopted by the Assembly of the League of Nations that the Governing Body decided to convene this Conference at Geneva on 6 January, 1930. The Conference will be composed of representatives of the Governments, employers and workers of the chief European coal-producing countries, its purpose being to inform the Governing Body of the International Labour Office which of the questions relating to working conditions in coal-mines could, in its opinion, most usefully be included in the agenda of the 1930 Session of the International Labour Conference with a view to the conclusion of a practical international agreement. In the light of the conclusions of this Preparatory Technical Conference, the Governing Body will examine the measures which it may be desirable to take.

The Governing Body has fixed for 9 June, 1930, the opening of the Fourteenth Session of the International Labour Conference, the agenda of which will be composed of the second discussion of the questions of forced labour and hours of work of salaried employees, and possibly a question or questions relating to working conditions in coal-mines.

Committee Meetings.

Several Committees met during 1929: namely, the Committee of Experts on Article 408, from 21 to 23 March at Geneva; the Joint Maritime Commission, from 18 to 20 April at Paris; the Committee on conditions of labour in the coal-mining industry, on 22 May at Geneva; the Committee on social charges, on 24 and 25 May at Geneva; the Safety Sub-Committee of the Correspondence Committee on industrial hygiene, on 30 September and 1 October at Berlin; the Advisory Committee on professional workers, on 6 and 7 December at Geneva.

The new Committee on conditions of work in the textile industry held its first two sessions in 1929 at Geneva, viz., on 24 and 25 June, and on 9 and 10 December.

The Technical Work of the International Labour Office.

It is hardly necessary to say that the preparation of these committee meetings and the Sessions of the Governing Body and the Conference entailed con-

siderable research and compilation of material. The special activities of each of these different bodies in the course of the year has necessarily been paralleled by technical activities on the part of the International Labour Office.

The reports presented to the two Sessions of the Conference on the prevention of industrial accidents, the protection against accidents of workers employed in loading or unloading ships, forced labour, hours of work of salaried employees, unemployment, the regulation of hours of work on board ship, the protection of seamen in case of sickness including the treatment of seamen injured on board ship, the promotion of seamen's welfare in ports, and the establishment of a minimum requirement of professional capacity in the case of mercantile marine officers—these reports alone represent a considerable task of compilation.

The reports on hours of work of salaried employees and forced labour mark a characteristic expansion of the technical activities of the Office.

Moreover, if the Governing Body has been able to give effect so promptly to the Resolution on the coal problem adopted in September, 1929, by the Assembly of the League of Nations, and if it has been possible to convene a Preparatory Technical Conference of the principal European coal-producing countries on 6 January, 1930, the reason is that the International Labour Office, by constantly improving its methods in carrying out its inquiries on hours of work and wages in European coal-mines, had assembled abundant and reliable material.

With a view to the consideration of questions suitable to be included by the Governing Body in the agenda of the 1931 Session of the International Labour Conference, the Office has prepared reports on the maximum weight of loads to be carried, the age of admission of children to commercial employment, paid holidays, and the organisation of shifts in mechanical glassworks.

It has continued its investigations into the cost of insurance systems and relief in various industrial countries.

It has extended the periodical compilation and publication of comparable data on wages and the cost of living, by increasing both the number of industries and the number of towns covered by the inquiry. Hence, when the Ford Motor Company was in need of information of this kind it was to the Office that it turned for scientifically compiled figures. The sum placed at the disposal of the International Labour Office by Mr. Filene will make it possible to extend researches still further in this field.

The preliminary researches carried out by the Office in view of the first two sessions of the Textile Committee enabled the Committee to draw up a scheme for an inquiry on conditions of work in the textile industry. This scheme will be laid before the Governing Body at its next Session.

In 1929 appeared the fourth volume of *Freedom of Association*, a fifth and last volume of which will shortly be issued. Extending its researches in the field of labour law, the Office has undertaken new inquiries on conciliation and arbitration, which, at a later stage, will lead to the investigation of the general principles of collective agreements.

This year also saw the publication of Volume III of *Migration Laws and Treaties* and a report entitled *Migration Movements 1925-1927*. To the work entailed by these volumes must be added that of preparing for the Conference on Migration Statistics.

As regards labour legislation, additions have been made to the *Legislative Series*, the publication of which in three languages (English, French and

German) dates from the Organisation's earliest days; and the *International Survey of Legal Decisions on Labour Law*, which was begun three years ago, and gives an account of the most typical labour cases before the courts in various countries. The Office has also published in the course of the present year the second volume of its report *Social Legislation in Latin America*.

In conjunction with the Scientific Management Institute, the Office has energetically continued its inquiries into rationalisation in relation to working conditions. It was able to present to the Congress of the Scientific Management Organisation a whole series of provisional reports on rationalisation and unemployment, rationalisation and wages, rationalisation and health, rationalisation and accident prevention, rationalisation and agricultural work.

In the sphere of industrial hygiene, the Office has proceeded with the publication of the important *Encyclopaedia of Industrial Hygiene*, which will be completed in 1930. It will be remembered that the aim of this considerable undertaking is not to publish original discoveries by the International Labour Office, but to synthesise, as it were, in a comparable manner, information accumulated in the various countries on hygienic conditions and pathological factors in different industries.

The *Industrial Safety Survey*, concerned with problems of accident prevention, is compiled on similar lines, an article in a recent issue on the safety of motor transport drivers may be mentioned by way of example.

In this same sphere of industrial safety the Office published in 1929 a report entitled *Hydro-Extractors: Their Safe Construction and Equipment*; and is now investigating, in conjunction with the International Institute of Educational Cinematography at Rome, the question of accident prevention films.

With regard to agriculture it may be recalled that the Office took part in the work of the Joint Agricultural Committee which met at Rome in November. Early this month a report by the Office *Vocational Guidance in Agriculture* will be published. Other reports are being compiled on two particularly important problems, namely, the effect on agricultural work of agrarian reforms in Eastern and Central Europe, and the effect of the rural exodus.

The Office has compiled a new edition, now in the press, of the *International Directory of Co-operative Organisations*. It is continuing its investigations into the problem of the handicraftsman.

With regard to matters of concern to professional workers, mention may be made of the numerous reports concerning: the termination of employment of journalists on the ground of conscience, a subject which has been expanded so as to cover the whole question of journalists' contracts of employment; the radius clause in contracts of employment; the salaried inventor; the finding of employment for theatrical artistes; the working conditions of musicians with special reference to the situation created by the introduction of mechanical music; and working conditions in cinematograph studios. The whole constitutes a vast inquiry on unemployment among professional workers.

Naturally the Office, in 1929 as in previous years, has not ceased to amplify its sources of information. Its Documents Service now receives 3,500 newspapers and periodicals, of which 1,000 are regularly read and marked. Between 1 January and 1 December, 1929, the Library added more than 33,000 new books to its collection, as against 10,200 in 1923, 13,000 in 1924, 14,000 in 1925, 20,000 in 1926, 24,000 in 1927 and 29,000 in 1928.

The annual increment is thus constantly increasing. At the present time the Library comprises 280,000 volumes.

ADVISORY COMMITTEE ON INTELLECTUAL WORKERS.

The Second Session of the Advisory Committee on Intellectual Workers was held at Geneva on 6 and 7 December, under the chairmanship of Mr. G. de Michelis (Italy).

The Committee began its work by examining the question of the termination of service for reasons of conscience in journalism. Considering that the conscience clause, the interest of which it recognises and the principle of which it approves, cannot be fully effective unless reinforced by more general provisions, which should be the basis of all journalists' collective contracts, and especially provisions relating to indemnities for termination of the contract, reciprocal obligations, and the reference of disputes to the arbitration of bodies representative of both parties; the Committee proposed, subject to the approval of the Governing Body of the International Labour Office, to place on the agenda of its next Session the question of the basic provisions of a collective contract of employment for journalists.

Further, the Committee decided to set up a Sub-Committee to study the question and formulate definite proposals, with the assistance, if necessary, of editors and journalists.

On the important question of unemployment among intellectual workers, the International Labour Office submitted to the Advisory Committee a whole series of notes referring respectively to musicians, theatrical artistes, journalists, teachers, engineers and chemists, architects, doctors, dentists, pharmacists and nurses.

The choice of these professions was not an arbitrary one. They are those on which sufficient information could be collected.

In addition to these occupational notes, the Office submitted a special note on the peculiar features of unemployment among intellectual workers in certain Asiatic countries: India, China and Japan.

After studying the notes presented by the Office, the Committee requested that a fresh report be submitted on the recruiting of intellectual workers, their vocational guidance and the task of finding employment for them in their own countries and abroad, as well as the measures taken for relief and re-education.

To this end the International Labour Office is requested, in collaboration with the Institute for Intellectual Co-operation, to draw the attention of Governments to the necessity for compiling statistics of intellectual workers.

Among the problems raised by the development of mechanical music, both in the case of musicians and of operatic or dramatic artistes, that of the rights of the performer in connection with broadcasting, has particularly attracted the attention of various professional organisations. Several international bodies have addressed urgent appeals to the International Labour Office requesting it to undertake the task of safeguarding the interests of the workers whom they represent. In consequence of these appeals, the International Labour Office, in collaboration with the International Offices for Artistic, Scientific and Literary Copyrights in Berne, and the International Legal Committee on Wireless, has prepared a preliminary report.

The Committee, having noted this report, took cognisance of the claims advanced by performers concerning their rights in this connection. The Committee considered that these problems of performers could be solved only on an international basis, having due respect for the rights already granted to authors, and that they required the preparation of a fresh code of regulations; it therefore requested the Governing Body to invite the International Labour Office to carry out a detailed study with the necessary collaboration, particularly of the International Committee for Intellectual Co-operation and the International Institute for the Unification of Private Law.

The result of this inquiry will be submitted as a report to the Governing Body after having been considered by the Advisory Committee at its next session, when that Committee will draft the final text, after hearing expert opinion, if the officers of the Committee consider it desirable.

With regard to finding employment for theatrical artistes, the Advisory Committee was unable to reach a unanimous decision.

The representatives of the organisations of intellectual workers requested the Committee to suggest to the Governing Body of the International Labour Office: (1) to remind those States which have ratified the Washington Convention concerning unemployment that they have thereby undertaken to set up a system of free public employment exchanges, and that this Convention, the terms of which are quite general, applies to artistes as to other occupations; (2) to remind the States Members that another decision of the International Labour Conference, also adopted at Washington, recommends that measures should be taken to prohibit the creation of employment exchanges for purposes of gain and to supervise, and if possible suppress, those which already exist; (3) to communicate the reports of the Office to Governments.

The representatives of employers' organisations, considering that the Committee was not sufficiently well informed as to the employers' point of view, requested that the International Labour Office should continue to consult impresarios and the heads of employment exchanges.

The Advisory Committee, having taken cognisance of the preliminary report of the International Labour Office on conditions of work in cinema studios, decided, subject to the approval of the Governing Body, to maintain this question on its agenda and requested the Office to continue its researches on this subject in close co-operation with the vocational organisations of employers and artistes, and with the assistance of competent experts.

The first questions to be considered are hours of work, health and safety and the employment of children.

The Committee, having noted the fresh report submitted by the International Labour Office on the subject of the protection of salaried inventors, called upon Mr. Gariel as expert, in his capacity as deputy director of the United International Offices for Artistic, Scientific and Literary Copyrights in Berne. The Committee was of the opinion that the question of inventions by wage earners should be regulated in the greatest possible number of countries on the basis of the following principles:

1. Every patent must mention the name of the author or authors of the invention if they can be determined. No agreement to the contrary can deprive them of this right.
2. When an invention is made by a wage earner, either in a private or in a State under-

taking, and legislation recognises the employer as being entitled to the patent, and when it does not appear that the wage earner has received adequate remuneration either in his wage or in any other manner, the employer shall be bound to grant him supplementary remuneration in proportion to the value of the invention and the circumstances in which it was carried out. Any agreement to the contrary shall be considered null and void.

The case of an invention made by a wage earner who is specially engaged in a service devoted to research and inventions shall be reserved for special treatment.

The Advisory Committee on Intellectual Workers therefore requests the Governing Body of the International Labour Office to draw the attention of Governments and occupational organisations to the desirability of adopting these principles for the protection of salaried inventors in legislation and in collective agreements.

It also invites the Governing Body to request the British Patents Office and the International Office for Industrial Patents in Berne to give their most careful attention to the possibility of including on the agenda of the London Conference (1933) for the revision of the International Convention for the Protection of Industrial Patents of Paris-Washington-The Hague, a new draft Article 4c adopting the same principles.

The next Session of the Advisory Committee has been fixed for 28 April, 1930.

COMMITTEE ON CONDITIONS OF WORK IN THE TEXTILE INDUSTRY.

The Committee on Conditions of Work in the Textile Industry held its second session in Geneva on 9 and 10 December, under the chairmanship of Mr. Hilton, British Government representative. It examined the proposals made by the International Labour Office concerning the inquiry to be undertaken into conditions of work in the textile industries in different countries.

The countries in which the inquiry will be carried out are the following:

European countries: Austria, Belgium, Czechoslovakia, Estonia, France, Great Britain, Germany, Hungary, Italy, Netherlands, Poland, Rumania, Spain, Switzerland and Yugoslavia.

Non-European countries: Brazil, Canada, China, India, Japan, Mexico and the United States.

The main lines of the programme adopted may be summed up as follows:

The Office study will deal in the first place with the cotton and wool industries and later with the artificial silk industry. It will be limited to undertakings working with mechanical means.

In order to collect the necessary data the International Labour Office will send a Questionnaire to Governments—the only means of obtaining comparable information.

This Questionnaire will fall into two parts: the first will refer to statistics of wages and hours of

work (principal questions); the second (supplementary questions) will refer to methods of regulating hours and of paying wages, family allowances, social insurance contributions, the number of workers and the size of the undertakings.

In order to obtain statistics of the wages and hours of the chief categories of workers, forms will be drawn up containing the representative occupations in the cotton and wool industries, classified under the following main heads: (1) preparation; (2) spinning; (3) weaving; (4) bleaching, dyeing, printing and finishing; (5) other operations.

The Governments will be asked to give separate information for men and women workers, particularly with regard to wages and hours. This distinction seemed necessary in view of the large number

of women employed in the textile industries and in view of the importance which the International Labour Conference, in its Resolution of June, 1928, attached to the conditions of work of women. As this Resolution also stressed the conditions of work of children in the textile industry a classification by age will also be asked for; workers under fourteen years of age; from fourteen to eighteen years; from eighteen to twenty-one years and twenty-one years and over. A final distinction will be made between time-workers and piece-workers.

It is left to the Governing Body, which it will be remembered is meeting on 3 February, 1930, to approve this programme and decide on the Questionnaire which is being sent to the Governments.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 28 February, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 384 (including 9 conditional ratifications).

At the same date, the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 22.

Between 31 January and 28 February, 1930, the International Labour Office was not notified of any new ratification.

FORTY-SEVENTH SESSION OF THE GOVERNING BODY.

The Forty-seventh Session of the Governing Body of the International Labour Office was held in Geneva from 4 to 8 February, 1930, under the chairmanship of Mr. Arthur Fontaine, French Government representative.

At the beginning of the Session, Count de Altea, Spanish representative, read a telegram from Mr. Sangro y Ros de Olano, the Spanish Minister of Labour, in which the Minister assured the Governing Body of the International Labour Office and the Director of his devotion to the work of the Organisation.

The Chairman thanked Count de Altea and Mr Sangro y Ros de Olano, his former colleague at Sessions of the International Labour Conference.

CONDITIONS OF WORK IN THE COAL INDUSTRY.

The Governing Body then began the examination of the report of the Preparatory Technical Conference on Conditions of work in Coal Mines, which had been held at Geneva from 6 to 18 January.

Mr. Albert Thomas, Director of the International Labour Office, recalled the conditions in which this Preparatory Technical Conference had been called by the Governing Body following on a resolution of the last Assembly of the League of Nations. That Conference had examined various questions relating to hours of work, wages and general labour conditions in coal mines with a view to indicating to the Governing Body which of those questions could most usefully be placed on the agenda of the 1930 Session of the International Labour Conference with a view to reaching practical international agreement. With regard to general conditions of labour in coal mines, the Preparatory Technical Conference had adopted a resolution suggesting that certain points might be placed on the agenda of later Sessions of the International Labour Conference and asking that for the time being the studies of the Office in this connection should be continued. With regard to wages, the Preparatory Technical Conference also noted the necessity of continuing the studies begun by the Office. It had further suggested that the question of wages might be brought before the International Labour Conference in 1930 or 1931 and that this might be accomplished, not by placing this question on the agenda with a view to obtaining a definite decision, but in the form of a report, as had been done at a previous Session in connection with the problem of unemployment.

As regards the question of the length of hours of work in coal mines, the Preparatory Technical Conference had considered that an international agreement could be sought at the present time, and had suggested that the Governing Body should place this question on the agenda of the next Session of the International Labour Conference, which will begin on 10 June next. It was for the Governing Body to decide whether or no this question should be placed on the agenda of this Conference.

The Governing Body finally decided to place the question of hours of work in the coal-mining industry on the agenda of the 1930 Conference, and adopted the following resolution on the subject by 15 votes to 5:—

The Governing Body decides to place upon the agenda of the 1930 International Labour Conference the question of the hours of work in coal mines;

And invites the Conference, in framing the Convention, to take into special consideration not only the resolutions adopted by the Preparatory

Technical Conference, but also the fact that the question has been raised entirely as a European one, and that the information necessary to enable its consideration to be extended to overseas coal mines has not been sought and will not be available to the Conference.

It further decided by 12 votes to 5 that a report on wages in coal mines should be submitted to the International Labour Conference in 1931, not with a view to the immediate adoption of a Draft Convention, but for a discussion similar to that which took place on the report on unemployment which was submitted to a previous Session of the Conference.

AGENDA OF THE INTERNATIONAL LABOUR CONFERENCE.

The Governing Body then dealt with the question of the programme of work for the International Labour Conference in 1930 and 1931.

It was decided that in 1930 there should be no Maritime Session of the Conference. This year there will be one general Session of the International Labour Conference, and this will open on 10 June. The agenda of this Session will include the question of hours of work in coal mines, the second discussion of the question of forced labour, and the second discussion of hours of work of salaried employees.

The second discussion of the maritime questions, the first discussion of which took place at the Maritime Session of October in last year, will take place in 1931 under conditions which the Governing Body will determine at its next Session in April. The International Labour Conference will have, in any case, to examine in 1931 the decennial reports on the application of the Conventions adopted at Washington and Genoa, which came into force in 1921. It will also have to consider the report on wages in the coal-mining industry. Furthermore, the Governing Body decided to place on the agenda of the 1931 Session the question of the age of admission of children to non-industrial occupations.

APPLICATION OF THE FREE CITY OF DANZIG.

The Governing Body adjourned for consideration at its next Session the application of the Free City of Danzig for membership of the International Labour Organisation.

ORGANISATION OF WORK IN GLASSWORKS.

The Governing Body then discussed the question of organising a system of work in glassworks which would assure a weekly rest period to the workers engaged in this branch of industry.

The Governing Body authorised the Office to collect information and to prepare a report on systems of providing rest, and among those, the organisation of work in four shifts in glassworks of the type known as "automatic", or in other glassworks in which production is necessarily carried on continuously over the week-end.

In addition to the usual consultation of experts, the Office was authorised, if necessary, when its studies should have reached a sufficiently advanced stage, to convene a small committee of specialists, whose names would be submitted to the Governing Body.

CRAFTSMEN.

It may be recalled that at its Session in October last it was proposed that the Governing Body should set up a special committee on craftsmen. Before taking a decision the Governing Body decided to refer this question to a sub-committee. The sub-

committee duly met and submitted a report which the Governing Body examined at the Forty-seventh Session. In its report the sub-committee stated that it had been unable to reach unanimity on the necessity of setting up a permanent special committee on craftsmen at the present stage. It therefore proposed that the Governing Body should authorise it to continue its work, obtaining the assistance of experts, including representatives of the organisations concerned, in order to throw light upon the subject as a whole, and to lay down the most important points on which the Governing Body might base its final decision as regards the setting up of a committee. The Governing Body adopted the report of the sub-committee.

DECENNIAL REPORTS ON THE WORKING OF CERTAIN CONVENTIONS ADOPTED IN 1919.

The Governing Body decided to adjourn to its April Session the examination of the draft reports prepared by the International Labour Office on the application of certain of the Conventions which came into force in 1921. It will be remembered that these Conventions contain a clause stating that at least once in every ten years a report shall be made on their application. The terms of these reports will be fixed next April by the Governing Body, which will have to decide whether it will be necessary to consider for certain of these Conventions the initiation of the procedure of revision. In any case these decennial reports on the application of Conventions will be submitted to the 1931 Conference.

REPORTS SUBMITTED UNDER ARTICLE 408.

The Governing Body then settled a certain number of questions of procedure as regards the reports which, under Article 408 of the Treaty of Peace, the Governments have to furnish, and which deal with the measures taken by them for the application of Conventions which they have ratified.

CONDITIONS OF WORK IN THE TEXTILE INDUSTRY.

The Governing Body examined a report of the Committee on Conditions of Work in the Textile Industry. This Committee was set up to establish the programme of enquiry of the International Labour Office into conditions of work in the textile industry in various countries. It met on two occasions in June and December, 1929, and elaborated very complete proposals.

In accordance with these proposals the countries in which the enquiry will be made will be: Austria, Belgium, Brazil, Canada, China, Czechoslovakia, Estonia, France, Germany, Great Britain, Hungary, India, Italy, Japan, Mexico, the Netherlands, Poland, Rumania, Spain, Switzerland, United States, and Yugoslavia.

The study of the International Labour Office will deal, in the first place, with the cotton and wool industries, and later the artificial silk weaving industry will be covered. At the outset, the enquiry will be confined to factories using power-driven machinery. In order to collect the necessary data the International Labour Office will address a questionnaire to the Governments, this being the best means of obtaining comparable data. The questionnaire will consist of two parts. The first of these will deal with statistics of wages and hours of work. The second will deal with methods of regulation of hours of work, the regulation of wages, family allowances, social insurance contributions, and, finally, the number of workers and the size of the organisations covered by the questionnaire.

The report of the Textiles Committee was adopted by the Governing Body. The Governing Body then invited the Office to deal with the next stage of the procedure. This would be the sending to the Governments of the report and the questionnaire, together with a letter asking the Governments to make suggestions for improving the questionnaire. The Governments would be asked to estimate the approximate number of establishments existing in each branch of the textile industry and also the approximate number of establishments from which they hoped to receive the data on the basis of which they would furnish the International Labour Office with the information asked for in the report.

The Governments are also to be informed that the replies to this letter will be submitted to a further meeting of the Textiles Committee, so that a report may be made to the Governing Body, which will then decide if the arrangements agreed upon are sufficient to enable the Governments to be asked to proceed with the enquiry in their countries.

CONDITIONS OF WORK ON INTERNATIONAL WATERWAYS.

The Governing Body examined the report of the meeting last September of the Mixed Committee on Inland Navigation. This Committee, which is composed of representatives of the Governing Body and of the League of Nations International Committee on the Unification of River Law, had recorded its opinion that the time had come to ask the Governing Body to examine the possibility of international regulation of conditions of work on the principal European inland waterways.

It had, therefore, suggested that a committee of experts should be set up to indicate, on the basis of the information already available, what questions it appeared possible to deal with by such regulation and to what districts it should apply, or, should regulations be considered impossible, in the case of what questions there appeared likely to be divergence of legislation which an attempt should be made to remove. The Governing Body adopted these suggestions. The new Committee will be called the Committee of Experts on conditions of work on international waterways.

COMMITTEE ON ACCIDENT PREVENTION.

The Governing Body agreed to various measures regarding the reorganisation of the Safety Sub-Committee of the Correspondence Committee on Industrial Hygiene. This Sub-Committee will be made into an independent committee and will be called the Correspondence Committee on Accident Prevention.

RESOLUTIONS OF THE CONFERENCE.

The Governing Body also examined the effect to be given to the resolutions adopted by the International Labour Conference at its Twelfth and Thirteenth Sessions. A discussion took place on the resolution which was submitted at the Maritime Session of the Conference in October by the Chinese Government Delegate concerning the necessity of assuring equitable treatment, in accordance with the social legislation of the various countries, to seamen employed on board foreign vessels sailing in territorial waters or on inland waterways of the country concerned.

The Governing Body authorised the Director of the International Labour Office to draw the attention of the Governments of all the States Members to the social aspect of this problem and to communicate to them the text of the resolution adopted by the Conference.

COMMITTEE ON SALARIED EMPLOYEES.

The Governing Body settled the composition of the Advisory Committee on Salaried Employees which it decided to set up at its Session held last June. This Committee will serve as a body for consultation by the salaried employees' professional groups on questions which are of particular interest to them. It will be the channel through which these groups will formulate their wishes to the Governing Body with a view to examination by it. It will consist of 12 members representing employees, 3 members of the Governing Body and 2 members representing employers.

In regard to questions which may be of common interest to the Advisory Committee on Professional Workers and the Advisory Committee on Salaried Employees, the Governing Body will decide to which of the two Committees such questions shall be referred and whether joint meetings shall be held.

TELEPHONIC INTERPRETATION AT THE CONFERENCE.

The Governing Body adopted the report of its Standing Orders Committee on the procedure for dealing with resolutions submitted to the International Labour Conference and the composition of committees of the Conference. The Standing Orders Committee had not time to consider the question of the use of non-official languages in the committee of the Conference. It examined, however, the question of telephonic interpretation at the Conference and recommended the use of simultaneous telephonic interpretation during the debate on the Director's Report. It considered, on the other hand, that the general discussions on questions placed on the agenda of the Conference should be translated orally in the official languages in cases where texts are being considered.

THE DIRECTOR'S REPORT.

The Governing Body considered the Director's Report on the activities of the Office since its last Session.

Mr. Mahaim asked what was the present position in regard to ratification of the Washington Hours Convention.

Mr. Wolfe referred to the declaration made by him at the June Conference, when he announced the intention of the British Government to take the necessary steps to bring about the ratification of the Washington Convention on hours of work. Nothing that had occurred since in any way derogated from or altered that. The British Government had not left this matter untouched, but had worked actively on it. He had no immediate instructions, but could give an assurance that before the 1930 Conference took place active indications of British legislative effort in this matter would have been exhibited to the world.

Mr. Weigert said that consideration of the Bill for ratifying the Washington Hours Convention without reservations or conditions was proceeding normally in the German Parliament, and that it might be hoped that ratification would shortly result.

On behalf of the Workers' Group, Mr. Jouhaux declared that the workers in general, and the French workers in particular, attached considerable importance to ratification by Germany and Great Britain, which would bring the French ratification into operation. He was happy to think that the declarations of the German and British Government representatives tended to confirm the hopes of the

workers throughout the world that the Hours Convention would at last acquire that universal value which ought to attach to it.

COMMITTEES.

The Governing Body reached certain decisions with regard to the composition and activities of various committees. It fixed the dates of the following meetings: Permanent Migration Committee, Paris, 2 May; Correspondence Committee on Industrial Hygiene, Geneva, 5 May; Committee of Experts on Native Labour, 12 May; Committee on Automatic Coupling, 2 June.

The Governing Body authorised the Director of the International Labour Office to convene a Conference of Housing Statisticians in the course of 1930, at such date as appeared to him most convenient.

INDUSTRIAL RELATIONS.

The Governing Body accepted the offer of Mr. Arthur Young, Director of Industrial Relations Counsellors, New York, to place at the disposal of the International Labour Office a sum of 12,000 dollars to enable it to extend its studies of industrial relations plans in the various countries.

The Governing Body adjourned until April the examination of the reports of the Mixed Advisory Agricultural Committee and of the Advisory Committee on Professional Workers.

THE NEXT SESSION OF THE GOVERNING BODY.

In response to an invitation from the French Government the Governing Body decided to hold its Forty-eighth Session in Paris, from 24 to 29 April, 1930. On that occasion it will celebrate the Tenth Anniversary of its first meeting.

SAFETY IN TRANSPORT.

The International Labour Office will shortly publish a report on tests of colour vision applied in different countries to transport drivers and navigators in various forms of transport: railways, navigation, aviation, motor transport.

The importance of this question grows day by day. It becomes more and more necessary, as the number and rapidity of the means of communication increase, to employ as pilots only persons possessing perfect eyesight enabling them to notice immediately unexpected obstacles and road signs. Road signs are, in the main, coloured sign-posts illuminated by natural light during the day and by artificial light at night. Drivers must, therefore, be able to distinguish without hesitation the various colours. But not everybody enjoys this capacity, known by the name of chromatic sense, to the same extent. In order to eliminate persons with defective chromatic sense, whose employment

in driving vehicles would constitute a real danger, special examinations must be passed by candidates for transport services. Unfortunately these examinations are too often conducted on out-of-date or incomplete methods which allow unsuitable candidates to pass. This is principally due to the absence of a more or less uniform system in all countries. It often happens that various railway or steamship companies in a single country employ different criteria for the examination of their candidates.

These considerations particularly struck the Scandinavian Congress of Ophthalmology, which recommended the study of the international regulation of colour vision tests. The International Labour Office, the attention of which was drawn to this resolution in 1924 through the President of the Health Committee of the League of Nations, has studied the problem. An enquiry has been organised by it in the following countries: Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Great Britain, Italy, Japan, Norway, Netherlands, Poland, Sweden, Switzerland, and the United States. This enquiry enabled the Office to centralise information with regard to colour vision tests imposed and applied in various countries. The analysis of the information received was entrusted to an expert ophthalmologist, Professor Oscar Oblath, of Trieste, who prepared the report which will shortly be published.

This work, which gives information with regard to the most frequently used and most practical technical methods for testing the chromatic sense of candidates for transport service, constitutes a valuable contribution to the study of a question which interests in a high degree public administrations, transport undertakings and those who use them, in other words, practically everybody.

FORTHCOMING MEETINGS.

- 24 April.—Paris: Forty-eighth Session of the Governing Body of the International Labour Office.
- 2 May.—Paris: Migration Committee.
- 5 May.—Geneva: Meeting of Experts of the Correspondence Committee on Industrial Hygiene.
- 12 May.—Geneva: Committee of Experts on Native Labour.
- 2 June.—Geneva: Committee on Automatic Couplings.

Monthly Summary of the International Labour Organisation

1930. No. 3

MARCH

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed.

It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 March, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 386 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 21.

During the month of March, 1930, *Germany* ratified the Convention concerning unemployment indemnity in case of loss or foundering of the ship, adopted by the International Labour Conference at its Second Session (Genoa, 1920), and the Convention concerning the repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

THE NATIONAL CORRESPONDENCE OFFICES.

The Committee set up by the Governing Body of the International Labour Office to examine the question of the National Correspondence Offices met at Geneva on 13 March, under the chairmanship of M. Yoshisaka (Japan).

It will be remembered that at present the relations maintained by the Office with certain countries by means of its representatives are of two kinds. On the one hand, in countries of particular importance from the point of view of labour legislation, such as France, Germany, Great Britain, India, Italy, Japan

and the United States, the Office has set up regular Correspondence Offices of a permanent character, either with the object of facilitating day-to-day relations with the public administrations or professional organisations of such States as are members of the International Labour Organisation, or in order to serve as information centres in States, such as the U.S.A., which, although not members of the Organisation, are highly developed industrially. In addition, the Office has appointed individual Correspondents in the capitals of certain other countries, namely, at Vienna, Brussels, Madrid, Budapest, Prague, Warsaw and Bucarest.

The Committee set up by the Governing Body examined the report presented by the Director on the activity of these Correspondence Offices and National Correspondents. It recognised the benefits which the Office had derived from these Offices and considered the possibility of the appointment of further Correspondents, as far as budgetary considerations permit.

A CORRESPONDENT'S OFFICE IN CHINA.

It will be remembered that last year Mr. Albert Thomas, on returning from his journey to the Far East, requested the Governing Body of the International Labour Office to set up a Correspondent's Office in China. It was decided that such an Office should be set up in the same way as had already been done in France, Germany, Great Britain, India, Italy, Japan and the United States. This Office will be opened shortly.

Mr. C. S. Chan, a Chinese official of the International Labour Office, has been appointed Director and left for his own country on 21 March. On his arrival he will arrange with the Chinese Government for organising the Correspondent's Office, which will very probably be situated in Nankin.

This new Correspondent's Office will help to bring the International Labour Office into closer touch with the Chinese Government, which has already requested on several occasions that such an Office should be created, and it will also establish contact with the workers' and employers' organisations in

China, thus leading to closer relationships between China and the International Labour Organisation. In addition it will be a centre for impartial information on conditions of work in this huge country, whose economic importance is growing daily, and about which the information so far available is fragmentary, spasmodic and sometimes incorrect.

VOCATIONAL EDUCATION IN AGRICULTURE.

The International Labour Office has just published a report on Vocational Education in Agriculture.

The International Labour Organisation has dealt with this problem for several years. At its Third Session, in 1921, the Conference adopted a Recommendation inviting the States Members to endeavour to develop technical agricultural education in their countries and requesting them to furnish to the Office periodical reports on the measures taken by them to this effect. In 1929 this Recommendation had been adopted by seventeen countries.

It was during the 1921 Conference that the decision was taken to set up the Mixed Advisory Agricultural Committee, which was instituted in collaboration with the International Institute of Agriculture in Rome, which agreed to furnish one-half of the members. In 1923 the Committee discussed a questionnaire drafted by the Office for the purpose of obtaining from Governments detailed information concerning the measures adopted by them to encourage vocational agricultural education. This questionnaire, in its final form, was forwarded by the Office to all the States Members of the Organisation. It was at the same time forwarded to the Governments of Russia and the United States by the International Institute at Rome. Replies were received from the following countries: Argentina, Australia, Austria, Belgium, British India, Canada, Chile, China, Cuba, Czechoslovakia, Denmark, Estonia, Finland, France, Germany, Great Britain and Northern Ireland, Greece, Haiti, Hungary, Irish Free State, Italy, Japan, Latvia, Netherlands, Norway, Poland, Roumania, South Africa, Spain, Sweden, Switzerland and Yugoslavia.

The replies to this questionnaire, completed by information obtained from various other sources, furnished the basis of the report which the Office has just published.

The first part of this report contains a description of vocational educational education, its organisation and character, its large divisions, and the methods and technique employed, followed by certain remarks on the results obtained and possible future development.

The second part consists of a series of monographs on the systems of vocational agricultural education existing in thirty-five different countries.

Among the main general points brought into prominence by the report of the International Labour Office are the benefits which have resulted from an international exchange of information and of experience in this field. In no department of public life has more consideration been given to the experience of other peoples, and the result is that the best features of modern vocational agricultural education have been largely copied from one country to another.

In studying the spread of vocational agricultural education in various countries, the International Labour Office has endeavoured to give an idea of the number of persons benefiting from such instruction. The calculations made, although naturally incomplete, show that while in a very few countries (Denmark, Norway) one out of every three or four persons (farmers, managers), on an average, entering agricultural industry is trained, in another (Prussia) one out of every five or six, in yet other countries (Finland, Switzerland) perhaps one out of every eight, in some countries, especially the newer countries (Estonia, Latvia), we come down to one out of every thirteen or fourteen persons occupied as chiefs of enterprises on agricultural holdings, while in France the proportion sinks to one out of every thirty-five or forty.

Indeed, the spread of vocational agricultural education has been so rapid in the last few years that, even in spite of the initial objections to such estimates which can be made, it may be argued that many of the figures given are very little representative of what will happen in the near future. But *at present* it is unfortunately only too clear that a mere fraction of the agricultural populations are trained in a knowledge of the occupation which they pursue.

The report of the International Labour Office also lays stress on the close connection which necessarily exists between vocational agricultural education and general education in rural districts.

"Great improvements have taken place during the last forty or fifty years in general education, and the principal cause has been beyond doubt the cumulative effect of imposing compulsory elementary education. But this compulsory formal whole-time education stops in all countries at a certain age, usually thirteen or fourteen. It is admitted that the age when a boy or girl thus ceases to receive a formal schooling bears little relation to its real capacity for being educated; on the contrary, the years fourteen to sixteen, seventeen or eighteen are perhaps the most receptive of intellectual impressions, the human mind not attaining an ordinary maturity until the near approach of manhood or womanhood. The decision which imposes this early cessation of instruction on the larger number of the inhabitants of modern States is therefore artificial. Intellectual starvation between the ages of fourteen and eighteen is one of the strangest disabilities which modern poverty still imposes on society. The decision is accepted because it is at present a practical necessity, but it does not hold for wealthier groups of the population. Prolongation by several years on behalf of all classes of some form of whole-time education (whatever the type of that education) would be the most striking addition which could well be made to the moral and intellectual well-being of nations in modern times. On this foundation vocational training could proceed with satisfaction. But present systems of vocational instruction, agricultural as well as industrial, are founded on the

contrary assumption that general and whole-time schooling will end at about fourteen. Consequently, we must accept the fact that vocational training has necessarily to be superimposed on an *incompleted* general training of the human mind; this inevitably produces something rather lame.

"This difficulty is particularly important in regard to vocational training in agriculture, because country children always receive the minimum of the present-day allowance of general education."

THE INTERNATIONAL LABOUR DIRECTORY (CO-OPERATIVE ORGANISATIONS).

The International Labour Office has recently re-issued that part of the International Labour Directory dealing with co-operative organisations. It contains important information concerning the development of the Co-operative Movement throughout the world.

Mention is made of 728 international or national organisations working in 48 countries.* For 272 central organisations, other than those dealing with banking or insurance, it is found that the total sales for the year 1928 (sales to members and sales of members' produce) by the affiliated societies amounts to no less than 10,000 million dollars. For the same year the general movement of the funds of 33 co-operative banks exceeded 50,000 million dollars, and that of 90,000 credit co-operative societies grouped into 74 organisations exceeded 18,500 million dollars. These figures include those for the Russian co-operative societies.

With regard to membership, the fact that certain organisations sometimes consist, at least partially, of the same societies has led to a limitation of the list to 237 central organisations which are mentioned in the Directory. The tables concerning these 237 organisations working in 39 countries (not including the U.S.S.R.) show that their total membership at the end of 1928 exceeded 39,500,000 as compared with 35,500,000 in 1925, representing an increase of 11 per cent. At the same time the official Russian figures put the number of members of the co-operative organisations in the U.S.S.R. at the same date at 35 millions. On account of the limitation mentioned above, the total figure of 74,500,000 cannot be a true representation of the total number of co-operative members in the world, but it at least gives some idea of the growing importance of the co-operative movement.

THE TENTH ANNIVERSARY OF THE INTERNATIONAL LABOUR ORGANISATION.

Ten years ago the International Labour Organisation began to carry out the mission entrusted to it by the Peace Treaty. It was on 29 October, 1919, that the first International Labour Conference opened at Washington and elected the original Governing Body. In January, 1920, this Governing

*The following information is given, as far as possible, for each organisation: its title (with translation in French, English and German), address, the date of foundation, officials, official publication, national and international affiliations, and number of members.

Body held a session in Paris, at which it constituted the International Labour Office and appointed Mr. Albert Thomas as Director. After being established for some time in London, and transferred temporarily to Genoa for the second session of the Conference in May, 1920, the Office was fixed at Geneva, the seat of the League of Nations, during the course of the same year.

The International Labour Office has recently celebrated its tenth birthday by publishing in English, French, German, Italian and Spanish, an Illustrated Album recalling the main features of the work of the Organisation during the first decade of its existence. Articles by Mr. Arthur Fontaine, Chairman of the Governing Body; Mr. Gino Olivetti, Employers' Vice-Chairman; Mr. E. L. Poulton, Workers' Vice-Chairman; Mr. Albert Thomas, Director of the International Labour Office; and Mr. H. B. Butler, Deputy Director, give a survey of the general aspects of the work accomplished. Diagrams are included to show the working of the Organisation in its different branches: Conference, Governing Body, Office, its Committees, its services, and its national correspondents' offices. Other diagrams show the growing number of representatives of the various States at the Sessions of the Conference, the progress of ratification of Conventions by countries and by subjects, the development of the Office publications, the library, etc.

This Album therefore gives in clear and concise form an outline of the work undertaken and the results obtained by the International Labour Office during its first ten years of existence.

THE QUESTION OF HOURS OF WORK OF SALARIED EMPLOYEES AT THE NEXT INTERNATIONAL LABOUR CONFERENCE.

The International Labour Office has sent to the Governments of the various States Members of the Organisation the report which it has prepared on the Hours of Work of Salaried Employees with a view to the discussion of the question at the next Session of the International Labour Conference, which opens at Geneva on 10 June.

It will be remembered that the Conference examined the question of the hours of work of salaried employees at a first discussion at its Session in June, 1929, and placed it on the Agenda of the 1930 Session. After this first discussion, according to the usual procedure, the Governments of the States Members were consulted by means of a Questionnaire; twenty-nine of those States sent their replies in time for their inclusion in the Office report, later replies will be contained in a supplementary report.

Of the twenty-nine Governments which have given their opinion, eighteen are definitely in favour of a Draft Convention for regulating internationally the hours of work of salaried employees. These countries are: Austria, Belgium, Bulgaria, Cuba, Denmark, Finland, France, Germany, Hungary, Italy, Lithuania, the Netherlands, Norway, Poland, Portugal, Spain, Uruguay and Yugoslavia. In some cases, however, there are certain reservations as to the scope of the Draft Convention.

Two Governments, those of Luxemburgh and Switzerland, express a preference for a Recommendation, but do not object on principle to the idea of a Draft Convention.

Four Governments, those of Estonia, India, the Irish Free State and Roumania, are definitely in favour of a Recommendation.

Finally, in addition to the Government of Siam, which states that the question has no practical interest for it because the country is essentially agricultural and the number of salaried employees is not sufficient to justify the adoption of special measures, four other Governments which have replied to the Questionnaire, namely, Great Britain, Japan, South Africa and Sweden do not consider that there is any immediate necessity for setting up international regulations on this question which, in their opinion, is not yet ripe.

On the basis of these Government replies, the International Labour Office has prepared for submission to the next Conference the draft text of a Convention concerning commercial establishments and offices, and two Draft Recommendations, the one referring to hotels, restaurants, and similar establishments, and the other to theatres and places of public amusement.

For commercial establishments and offices the Draft Convention provides for the limitation of hours of work to forty-eight per week. The daily hours of work are in principle to be eight hours, but the forty-eight hours per week could be distributed differently over the different days of the week

provided that the hours of work on one day do not exceed ten.

In the case of hotels, restaurants and similar establishments, as well as in the case of theatres and other places of public amusement, the Draft Recommendations provide that inquiries should be carried out into the existing conditions of hours of work. The results of these inquiries would be communicated to the International Labour Office within a period of four years with a view to the adoption at a later Session of the Conference of an international Draft Convention regulating the hours of work in these categories of undertakings.

FORTHCOMING MEETINGS.

- 3 April.—Geneva: Committee of Experts on Article 408.
 - 24 April.—Paris: Forty-eighth Session of the Governing Body of the International Labour Office.
 - 2 May.—Paris: Migration Committee.
 - 5 May.—Geneva: Meeting of Experts of the Correspondence Committee on Industrial Hygiene.
 - 12 May.—Geneva: Committee of Experts on Native Labour.
 - 2 June.—Geneva: Committee on Automatic Couplings.
 - 10 June.—Geneva: Fourteenth Session of the International Labour Conference.
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Monthly Summary of the International Labour Organisation

1930. No. 4

APRIL

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 April, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 388 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 22.

During the month of April, 1930, *Spain* ratified the Convention concerning the creation of minimum wage-fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928), and *Estonia* ratified the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925).

THE FORTY-EIGHTH SESSION OF THE GOVERNING BODY.

At the gracious invitation of the French Government, the Governing Body of the International Labour Office held its Forty-Eighth Session in Paris, at the "Conseil d'Etat," between 24 and 30 April, 1930.

At the opening of the first plenary sitting the Governing Body was welcomed on behalf of the

French Government by Mr. Pierre Laval, Minister of Labour and Public Welfare, who was accompanied by Mr. Cathala, Under-Secretary of State. Mr. Laval recalled that it was in Paris that the Governing Body had held its first session in Europe, in January, 1920, and that it was in a room at the Ministry of Labour that an international Commission had drawn up, in 1919, Part XIII. of the Treaty of Peace, the Charter of the Organisation. The Minister then referred to the progress accomplished since those early days.

"You may well feel proud," he continued, "of the work which has been done. Fifty-five States are members of the Organisation, a number slightly superior to that of the membership of the League of Nations itself. The thirteen annual Conferences which have been held have drawn up a total of twenty-nine Draft Conventions and thirty-three Recommendations. The number of ratifications registered with the Secretariat of the League of Nations is 388. Doubtless this total could well be higher, and I can understand that some among you feel impatient with this result, in particular my distinguished friend Mr. Albert Thomas, Director of the International Labour Office. But we must remember that we are working here on an international plane, and that from many quarters complaints are heard of the slowness with which international legislative work is accomplished. And if we remember how difficult it is to reach agreement on national texts, we shall readily recognise the additional difficulties which arise when it is sought to harmonise national and international regulations. My own impulse is, therefore, to congratulate you on having obtained even this number of ratifications. For if we compare your achievements with those of other international organisations, your own position will surely appear most favourable. And apart from this the International Labour Office, through the abundance and accuracy of the information it supplies, through the readiness with which it renders every sort of assistance, through the activity which it manifests in every sphere, has won for itself a position of world-wide authority, which is constantly growing. It has fully carried out the mission entrusted to it by the Treaty of Peace, the collection and distribution of information on all subjects

relating to the international adjustment of conditions of industrial life and labour."

Mr. Laval then reaffirmed the loyalty of the French Government towards the International Labour Organisation, and added that he hoped to be able to announce two new ratifications by France before the next Conference.

Mr. Arthur Fontaine, Chairman of the Governing Body, thanked the French Government, and especially the Minister of Labour, for its invitation to the Governing Body to hold its Forty-Eighth Session in Paris, in order to celebrate the tenth anniversary of the Session held there in January, 1920, and the first ten years' working of the Organisation.

"It was in Paris, in January, 1920," said the Chairman, "that Mr. Albert Thomas was unanimously appointed Director—a choice which we then felt to be good, and which we now perceive to have been super-excellent. In these first ten years the results achieved by the International Labour Organisation, which are briefly set out in a very instructive illustrated album published at the end of 1929, have been in great measure due to Mr. Thomas' enthusiasm, to his rational methods, and to his intense activity. On this occasion we must also pay a tribute to our friend Mr. Butler, who after having, in co-operation with the Organising Committee, set on foot the Washington Conference of 1919, has remained with us as our faithful Deputy-Director to this day."

Mr. Fontaine also paid homage to the memory of the members of the Governing Body who had died since 1920: Baron Mayor des Planches, Italian Government representative; Messrs. Guerin and Pinot, French Employers' delegates; Mr. Marjoribanks, British employers' delegate; Mr. Legien, German workers' delegate; and Mr. Thorberg, Swedish workers' delegate, who died only a few days before the session. He then outlined the development of the Governing Body's task, and thanked the Government, employer, and worker members for the devotion with which they carried on their work, for the rational and conciliating spirit which they evinced, and for the keen desire for achievement which they had so often shown.

Mr. Olivetti, on behalf of the Employers' group, Mr. Foulton, for the Workers' group, and Mr. Humbert Wolfe, for the Government group, then in turn expressed their gratitude to the French Government.

Mr. Albert Thomas, Director of the International Labour Office, first recalled the heavy task assumed by Mr. Fierre Laval at the very time of the present Governing Body session, that of defending the Social Insurance Bill before the French Parliament, and he expressed the warm good wishes of the International Labour Office for success in this task. He then recalled memories of the early days of the International Labour Office in Paris in 1920.

"Ten years have passed," he said, "and to-day we are welcomed at the Conseil d'Etat. We are gathered here, strong in the knowledge of the development of the Organisation, proud of its substantial, though perhaps incomplete, achievements, won in scientific, administrative and even diplomatic spheres, happy in feeling constantly around us the trust and friendship of the great professional organisations of employers and workers."

"Ten years ago, when we first set out on this task, we were still shaken with the tension of the

political struggles in which we had taken part. To-day we return as international personalities, and we might well feel slightly overcome at being invited and welcomed by the representative of the French Republic. May I, on this special occasion, recall, discreetly but in all sincerity, what the International Labour Organisation owes to France, just as in 1927 in Berlin we outlined its debt to the experience and method of Germany in social policy, just as in 1928 at Warsaw we paid tribute to the creative patriotism of Poland?"

Mr. Thomas then evoked memories of social-political history associated with the Hôtel de Ville in Paris, the centre of the great popular movements of former times; and those connected with the Musée Social, where men of all parties, from de Man to Edouard Vaillant, worked at the building up of a code of social legislation. He also alluded to the work accomplished by the French Parliament. "Results may sometimes have been imperfect and precarious, but always the advance of progress was facilitated by the compelling urge of thoughtful humanitarianism. By remaining faithful," he concluded, "to the special characteristics of the French genius, to its passion for clarity, to its deep concern with rights, and to its imperishable idealism, we shall endeavour to fulfil ever more successfully the mission of Justice and of Peace which is that of the International Labour Organisation."

Mr. Hammanskjold, in the name of the Swedish nation, thanked the Governing Body for the tribute paid to the memory of Mr. Thorberg.

The Governing Body then proceeded to examine the questions on its Agenda.

Consideration was given in the first place to the steps which might be taken to obtain from States who had not ratified certain International Labour Conventions information as to the reasons underlying their refusal. By sixteen votes to nil the Governing Body approved of the following procedure, proposed by the International Labour Office: each year the I.L.O. shall forward to the Governments a brief summary of whatever information it may have received, concerning the difficulties standing in the way of the ratification of certain Conventions, at the same time requesting those Governments to endorse or comment, if they see fit, upon this information.

The Governing Body then examined two *aide-mémoires* in which the Senate of Danzig requests the admission to membership of the International Labour Organisation of the Free City of Danzig. In accordance with Article 104 of the Treaty of Peace, these documents were transmitted to the Director of the International Labour Office by the Government of Poland.

The documents point out that the Free City is an important industrial community, containing some 400,000 inhabitants, and possessing highly-developed social legislation; and that in every respect its adherence to the International Labour Organisation would be a matter of real benefit.

Nevertheless, this request raises legal difficulties of the utmost complexity, in view of the special position of the town of Danzig.

After thorough examination, the Governing Body decided to give effect to the suggestion of the International Labour Office, which had been declared acceptable by the Government representatives of Germany and of Poland among others. Accordingly the Governing Body agreed to request the Council

of the League of Nations to apply to the Permanent Court of International Justice for a consultative verdict, the application being framed in the following terms:

"Does the exceptional legal position of the Free City of Danzig permit of its being admitted to membership of the International Labour Organisation?"

The Governing Body then examined the Draft Reports prepared by the International Labour Office on the application of the eight Conventions adopted by the International Labour Conference at its Washington and Genoa Sessions, 1919 and 1920. In this connection, the Swedish Government representative requested that the procedure of revision should be set on foot as regards the Washington Convention concerning the eight-hour day in industry, and defined the points on which he desired the Convention to be modified, in order to facilitate its ratification by a larger number of States.

Having heard the explanations submitted by the Director, the Governing Body decided to adjourn discussion of this matter to its June session.

The Governing Body approved the Budget of the Organisation for the year 1931.

It also considered in what manner questions concerning persons employed at sea should be dealt with by the International Labour Conference.

Without prejudice to its future attitude, and while reserving to itself the right to consider a definite mode of procedure, to be adopted subsequently, for the preparation and adoption of Draft Conventions concerning maritime questions, the Governing Body decided provisionally that, as regards those maritime questions which have already been discussed for the first time by the special maritime conference held in October, 1929, the International Labour Office should summon a tripartite technical consultative Commission, to meet in 1931. Until the results of the labours of this Commission shall have been laid before it, the Governing Body adjourns the question of deciding whether a general or a special maritime Conference shall examine in second discussion the maritime questions above mentioned.

The Governing Body also examined the Report of the Director of the International Labour Office dealing with the work of the Organisation since its last session.

Miss Bondfield, British Minister of Labour, who had journeyed specially from London in order to be present at the sittings held on the 28 and 29 April, took this occasion to make a statement in which, after recalling memories of the creation of the International Labour Organisation ten years ago, she announced on behalf of the British Government that a Bill had been laid before Parliament dealing with the question of Hours of Work, and that its passage into law would enable Great Britain to ratify the Washington Convention concerning the eight-hour day in industry.

The Governing Body took note of a number of reports submitted by various Committees, and decided to examine in June the record of the last meeting of the Commission on Intellectual Workers.

It was decided that the Forty-Ninth Session of the Governing Body should open on Thursday, 5 June, in Geneva, previous to the International Labour Conference beginning on 10 June.

The Fiftieth Session of the Governing Body will be held in Brussels, between 6 and 11 October.

At the end of the last sitting the representatives of the three groups of the Governing Body expressed their deep gratitude to the French Government for the magnificent welcome extended to all the delegates in Paris.

THE JOURNEY OF THE DIRECTOR IN THE BALKANS.

At the Session of the Governing Body recently held in Paris, the Director laid before it a note on the journey which he undertook in February and March last to Rumania, Bulgaria, Yugoslavia and Greece. The Director had not visited these countries for some years, having last been in Rumania and Bulgaria in 1924, and in Yugoslavia and Greece in 1927. He was warmly welcomed everywhere, not only by the Prime Ministers and members of Governments and of public administrations, but also by the workers' organisations, by almost all the employers' organisations, by public opinion and by the Press. He was able to assure himself of the ever-growing prestige of the International Labour Organisation, and of the many points of contact which it has been able to establish and strengthen with numerous circles in the various countries. In Yugoslavia, for instance, the workers' and employers' gatherings with which Mr. Albert Thomas came into touch were composed of representatives from every province, who had come to Belgrade specially to take part in these meetings.

As usual, the Director discussed with the various Governments the question of the ratification of International Labour Conventions. In each country conferences were held at which Ministers presided, and at which he was able to examine every Draft voted by the International Labour Conferences in company with the competent officials. Following upon these discussions, it is hoped that a number of fresh ratifications will follow. Already, in a letter dated 27 March, the Rumanian Minister of Labour has informed the Office that re-examination of the various Conventions has resulted in a Bill being presented to Parliament, in which it is proposed to ratify the following Conventions: Unemployment Indemnity in case of loss or foundering of the ship, Facilities for finding employment for Seamen, Minimum Age for Admission of Children to Employment in Agriculture, and Rights of Association and Combination of Agricultural Workers.

One of the facts with which the Director was most particularly struck during this journey, was the continuous demand for assistance made to the Organisation by the Governments on every sort of topic, not only by means of documentary information, known and resorted to by all great national administrations, but also by means of technical advice. In several of the States which the Director

visited, he was asked to submit to the technical services of the Office, for revision, Bills which were in preparation, dealing with such matters as industrial hygiene, co-operation, or, most frequently, social insurance; not only this, but he was requested, in so far as might be practicable, to send Chiefs of technical services or experts on the spot, in order to discuss these matters with Government officials or to place information before conferences specially summoned to discuss various Bills. Obviously, the Office is only able partially to satisfy such demands; but every effort is made to achieve the greatest possible measure of success.

The Director also observed that in spite of the lacunæ still subsisting in Labour Inspection services, there is in evidence a genuine, loyal and resolute endeavour among the small groups of officials of Social Affairs Ministries who are concerned with the enforcement of legislation. Everywhere the desire for improvement is active, and year by year progressive results are achieved.

Side by side with this advance, the workers' organisations grow in strength, enlightenment and competence. In Rumania and Yugoslavia this growth is particularly noticeable; and the organisations have the advantage of a system of trade-union freedom far wider and more secure than that which obtained only a few years ago.

The economic position of the majority of the States in the Balkans remains, however, very unstable. Almost everywhere a state of crisis prevails; and the employers with whom the Director came into contact did not fail to draw his attention to the difficulties under which they laboured. Naturally, there is no question of retrogression, of an attempt to recapture industrial activity by a return to less favourable conditions of labour than now obtain. But the urgent necessity for international economic co-operation becomes more and more evident; and this is the conclusion of the Director's note on his journey: that through a consideration of the situation from the social point of view, the enquirer finds himself compelled to join the ranks of those economists and those statesmen who declare that agreement, and a more rational organisation of exchange and of production, between Western and Eastern Europe, is imperative.

THE APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS.

With the increase in the number of International Labour Conventions, and in the number of ratifications registered, more and more importance attaches to the work of the Committee of Experts to which the Governing Body entrusted the examination of the yearly reports submitted by the States Members in accordance with Article 408 of the Treaty of Peace, setting out the steps which they have taken to apply those Conventions which they have ratified and which have been in force for more than a year.

The Committee of Experts held a session in Geneva from 3 to 5 April, under the Chairmanship of Mr. Paul Tschoffen, formerly Minister of Labour and Public Welfare in Belgium. This year it had to

examine a total of 287 reports, as against 223 in 1929 and 175 in 1928; the number of Conventions to which these reports referred was twenty-five as against twenty in 1929.

These twenty-five Conventions, in chronological order, are those concerning the eight hours day in industrial undertakings, unemployment, the employment of women before and after childbirth, the employment of women during the night, the minimum age for admission of children to industrial employment, the night work of young persons employed in industry, the minimum age for admission of children to employment at sea, unemployment indemnity in case of loss or foundering of the ship, facilities for finding employment for seamen, the age for admission of children to employment in agriculture, the rights of association and combination of agricultural workers, workmen's compensation in agriculture, the use of white lead in painting, the application of the weekly rest in industrial undertakings, the minimum age for the admission of young persons to employment as trimmers or stokers, the compulsory medical examination of children and young persons employed at sea, workmen's compensation for accidents, workmen's compensation for occupational diseases, equality of treatment for national and foreign workers as regards workmen's compensation for accidents, night work in bakeries, the simplification of the inspection of emigrants on board ship, seamen's articles of agreement, the repatriation of seamen, sickness insurance for workers in industry and commerce and domestic servants, sickness insurance for agricultural workers.

The Committee found that a considerable proportion of the reports submitted to it called for no fresh comment on its part, and that the application of Conventions in general tended to conform more and more exactly to the provisions set forth. In a few Government reports, however, the experts noted certain points concerning which further information seemed to them desirable.

In accordance with a suggestion made by the Governing Body, the experts drew up various recommendations dealing with the possibility of further improvement in the work of the Committee. In the report adopted at the close of their session, attention is drawn, in this connection, to the importance for the International Labour Organisation of the procedure provided by Article 408; this procedure, by means of reciprocal information and friendly supervision, has for its essential aim to render unnecessary the sanctions provided in the subsequent articles of the Treaty. And the experience of the last four years has shown that the detailed examination of the annual reports submitted by the States results in a very much more thorough knowledge of the manner in which Conventions are applied in each country.

THE QUESTION OF FORCED OR COMPULSORY LABOUR.

The question of forced or compulsory labour will come up for second discussion at the next session of the International Labour Conference, which meets at Geneva on 20 June.

It will be recalled that after detailed

studies carried out by the Office with the assistance of a Committee of specially qualified colonial experts, the problem of forced or compulsory labour was the object of a first public discussion at the June, 1929, Session of the Conference. The question was then placed on the agenda of the 1930 Session for second discussion, and, in accordance with the usual procedure, the Governments were consulted by means of a questionnaire. Their replies have been collected together in a Blue Report, drawn up by the International Labour Office according to the usual practice, in preparation for the second discussion.

An examination of these replies shows without manner of doubt that there is practically universal approval of the aims to be attained by means of a Convention on forced or compulsory labour. While there are certain divergences in the views of the Governments of the colonial powers regarding the scope and structure of the Convention, it is remarkable that only one Government has expressed the opinion that the adoption of a Convention on forced

or compulsory labour is unnecessary. As regards the Governments of non-colonial countries, while they have in most cases refrained from attempting to answer the questionnaire in detail, they express general approval of the proposed Draft Convention.

On the basis of the replies of the Governments the International Labour Office has prepared, for submission to the next Conference, a proposed Draft Convention and two Draft Recommendations.

The proposed Draft Convention, after laying down the general principle that the use of forced or compulsory labour should be suppressed in all its forms, permits recourse to such labour for public purposes during a transitional period and subject to regulations imposed by the ensuing Articles of the Convention. An important Article of the Draft provides for the complete suppression of forced or compulsory labour for private persons within a period of three years from the date of registration of the ratification of the Convention.

Of the Draft Recommendations, the first draws attention to the means by which certain kinds of indirect compulsion to labour can be suppressed, and the second contains various suggestions designed to supplement and to complete the regulations laid down in the proposed Draft Convention on forced or compulsory labour.

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Monthly Summary of the International Labour Organisation

1930. No. 5

MAY

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 30 May, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 389 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 37.

During the month of May, 1930, *China* ratified the Convention concerning the institution of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928).

REPORT OF THE DIRECTOR ON THE ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION.

The Report of the Director to the Fourteenth Session of the International Labour Conference consists, as usual, of two Parts.

The First Part deals with the general activity of the International Labour Organisation. In the first place a section is devoted to the working of the Organisation: questions of organisation, international information, and relations. Then follows the second section, in which the results obtained during

the year are examined; this is divided into seven sub-divisions: working conditions, social insurance, wages, possibilities of employment, the protection of special classes of workers, workers' living conditions, and the general rights of workers.

Finally, the Second Part of the Report contains a summary of the annual reports supplied by the Governments in accordance with Article 408 of the Treaty of Versailles on the application of those Conventions which they have ratified.

It should be noted that this year's Report does not contain, as formerly, a passage dealing with "special countries." "This distinction," states the Director in the Introduction, "it is true, was made by the Conference itself in 1919, but most of the countries concerned have during the last ten years come within the general rule. It would hardly be possible now to treat as special countries States like Japan, China or India where, as has been noted in the Reports of the last few years, outstanding progress has been made in labour legislation." Information, therefore, which was formerly grouped under this heading has been distributed in the present Report among the various chapters devoted to the examination of the results obtained during the last year.

As usual, at the end of his Report, the Director gives a bird's-eye view of the position in a group of general conclusions. After having outlined the present possibilities of improvement in the procedure for the adoption of International Labour Conventions

designed to facilitate ratifications, he underlines as a new element the following fact :

But the new and striking feature of the past year is the idea, which has appeared in various forms and at various stages of the procedure, of Conventions limited to a certain number of States, *e.g.*, in regard to conditions of work on international rivers, or to hours of work in European coal mines. The discussions which have taken place, in connection with the question of forced labour, on the rights of countries not possessing colonies to take part in framing international Conventions on colonial work lead back to the same problem. If at some future date, after a preparatory Conference, the countries of the Far East find that they have certain special labour conditions, they also may wish to have separate agreements for that part of the world on certain particular questions. The question is how far a new procedure of this kind can be harmonised with the universal character of the Conference as laid down by the Treaty of Peace. What would be the best and most effective form for such auxiliary procedure? These points cannot be discussed here, and indeed the experiments at present being made will prove surer guides to the best methods than any theoretical discussion. There is just one conclusion which may be drawn from these developments. Irrespective of the social and political opposition to the ratification of Conventions, which can only be overcome by strong public opinion in every country and especially among the workers, and of the economic difficulties, real or imaginary, which may make Governments fear the consequences of ratification, it is clear that the methods of drafting Conventions could be improved, and that this would speed up ratifications and so multiply the mutual pledges which form the essential basis of international labour legislation, with the result that the general growth and development of social progress could be better consolidated and the international life which is taking shape could be built on firmer foundations and given opportunities for expression more adequate to its expanding needs.

For, despite the stagnation of certain movements, a survey of the past year leaves little doubt but that the demand for social justice is becoming more urgent and more irresistible, more systematic and more international in practically every country and among all classes. A hundred signs of this have been noted in this Report: the fresh if slow progress made by workers' trade union movements, with its tendency to consolidate itself in spite of the vicissitudes of industrial life; the vigorous national and international activity of organisations of salaried employees of all shades of opinion; the development of agricultural groups which are getting into closer touch with the Office, demanding a place in the Conference and forcing the doors of the Economic Committee; the growing consciousness in the co-operative movement of its international power; the attempts of handicraftsmen to organise themselves and put forward their claims; the social preoccupations of the churches, etc. All this is reflected in new labour codes, important systems of social insurance, the spread of organisation for industrial relations, new conceptions of labour law and bilateral and multilateral labour treaties.

This leads to the crux of the whole problem for the International Labour Organisation. Either it should seek to co-ordinate, harmonise and regulate

this new life, endeavour to consolidate it in itself and express it in its entirety by extending its information and relations services and its contacts with outside organisations, and make constant efforts to adapt its procedure and its methods to this living and changing reality; or the Organisation can be content to adopt a rigid formalism, rejecting everything which does not seem to conform with the original text of its constitution and ignoring everything which does not strictly fall within its scope. It can be content to remain a mere onlooker watching the growth, alongside its partially ratified general Conventions, of a body of international treaties, agreements and movements with which it can express its complete but ineffective sympathy.

To be a mere onlooker! There lies the danger which, if care is not taken, may one day threaten the International Labour Organisation and perhaps, according to certain critics, the League of Nations as a whole. There is certainly a tendency for important international agreements to be reached in London, Paris or elsewhere—Naval Conferences, projects for a European federation, or even pacts for mutual security; the League is respectfully mentioned, and it is asserted that everything is to be done in the spirit of the League or even within its general framework, but the agreements are worked out without its technical assistance and beyond its control.

As far as the Office is concerned, it will continue to ask its sovereign bodies, the Conference or the Governing Body, to take such measures as will make the Organisation more and more capable as time goes on to respond by its studies, its machinery and its powers of control to the growing aspirations for social justice. It will draw on all the forces of imagination and enthusiasm at its disposal to prevent the Organisation from being reduced to the state of an unwieldy, lifeless body and to ensure that all the big streams of social life flow towards it and give it increasing vitality and strength.

Sometimes, when the Office has suggested that action should be taken in this direction or when it has supported a request for the creation of new technical committees or new representative committees, on salaried employees, handicraftsmen, etc., some members of the Governing Body have expressed uneasiness. They have felt that the Office was dissipating its energy in too many different directions, while at the same time it complained of its inadequate resources. They felt that it ran the risk of losing in authority what it would gain in popularity. After ten years of experience the Office cannot take this view. It has lost nothing by trying to meet all the demands made upon it. Its committees and its consultations with experts have won for it the sympathy of numerous and extensive groups and have in no wise detracted from its scientific research. On the contrary, they have helped to guide its work and check its early conclusions. They have not led the Governing Body into any premature decisions. Sometimes even, by the influence of their resolutions, they have calmed impatient feelings and prevented misunderstandings.

When simpler, more rapid and effective methods of international procedure enable the Office to respond to all the aspirations which it has studied and defined, then the hard and difficult period of its early struggles will be over. Supported by the confidence of important movements for the defence of the workers or for social ideals and provided with

a more pliable technique, it will have less difficulty in obtaining the desired ratifications and will be able to carry out its mission to the full.

One final condition, however, must be fulfilled. As has been observed in the conclusions to all previous Reports, and the observation holds good as much as ever to-day, the success of the Organisation depends on its faith in social justice and its will to achieve it. Ten years have passed, and the time has come for full and frank self-examination. Has there been too much facile acceptance of the limitations imposed by outside conditions? Has too much heed been paid to the frequent counsels of wisdom and prudence? Can it be said that the ideals set up by the nations in 1919 have not been too much lost sight of, and that the League of Nations as a whole and this Office in particular have really become what their creators intended? The Office can confidently say that it has done valuable work, but it is small in comparison with the ideals to which it owes its birth. Can it not be argued with some justification that, unconsciously and under new names, the old routine and the old ideas have gained the upper hand and that the international organisations have been inspired more by the rules of the old diplomacy than by the ideals of President Wilson? The regression may perhaps have been so great that critics may even object to any reference to the name of Wilson or to the ideals of the armistice period. We are rooted in the past and held in the grip of tradition, and the only method of escape from it into the new world glimpsed in 1919, the world of organisation and justice, is by unremitting examination and testing of methods and procedure, by continuous adaptation of them to changing conditions, and by constantly holding up the results obtained to the mirror of the great ideal of world peace which is the life work of the generations which have known the war.

THE LENGTH OF THE WORKING DAY IN COAL MINES.

In previous numbers of the *Monthly Summary* an analysis was made of the reports on Forced Labour and on Hours of Work of Salaried Employees, drawn up by the International Labour Office in preparation for the second discussion of these questions by the International Labour Conference, which begins on 10 June. Since the last issue of the *Summary* the report on the third question on the agenda of this Session of the Conference, Hours of Work in Coal Mines, has been published and despatched to the States members of the Organisation.

The report first of all recalls how the question of labour in coal mines was submitted to the International Labour Organisation by the Tenth Assembly of the League of Nations in September, 1929—in somewhat unusual circumstances. The Assembly was of opinion that the crisis through which the coal industry of several countries was passing demanded rapid action on an international plane. In order to hasten the taking of such action, the Assembly had therefore suggested that a Preparatory Technical Conference should be convened at an early date, in order to indicate to the Governing

Body of the International Labour Office those questions which might most usefully be placed on the agenda of the International Labour Conference of 1930 with a view to arriving at an agreement of a practical nature. This procedure seemed possible in view of the mass of information which the International Labour Office had already collected on conditions of labour in coal mines. Accordingly, the Preparatory Technical Coal Conference met at Geneva from 6 to 18 January, 1930; it consisted of delegates of the Governments and of the employers and workers of the principal European coal-producing countries, Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, Netherlands, Poland, Spain. The Conference suggested that the question of hours of work in coal mines should be placed on the agenda of the International Labour Conference of this year, and it submitted to the Governing Body a certain number of proposals on which it was agreed. In accordance with these proposals, the Governing Body, at its Session in February, inscribed the question of hours of work in coal mines on the agenda of the 1930 Session of the Conference. At that Session, also, two important questions were discussed by the Governing Body, upon which it is necessary to say something since they will arise again at the Conference.

The first question refers to the field of application of the item placed upon the agenda. A decision was required as to whether the Conference should be called upon to examine the question of hours of work in coal mines from a world-wide point of view, or whether that examination should be limited to the nine European countries which took part in the Preparatory Technical Conference. On the one hand, certain members of the Governing Body maintained that, from the very first moment at which this question had been raised, it had been discussed as a purely European problem, that the preparatory work had only dealt with conditions prevailing in the principal European coal-producing countries, and that no preparation had been made for the study of these same problems in extra-European countries, where conditions vary greatly. On the other hand, some speakers insisted on the universal character of the International Labour Organisation, as set forth in its Charter, and feared that the precedent which might be set up if geographical limitation was imposed upon this question would imperil the very foundations of the Organisation.

The Governing Body as a whole did not subscribe to the latter point of view, and finally came to the conclusion that the decision must rest with the Conference itself. Accordingly it abstained from imposing any geographical limitation upon the question; but on the other hand, it thought it advisable to invite the Conference, in the terms of the resolution which it adopted, "to take into special consideration the fact that the question had been raised entirely as an European one and that the information necessary to enable its consideration to be extended to overseas countries has not been sought and will not be available to the Conference."

The second question raised during the debates in the Governing Body was as to whether a final decision should be taken at the Fourteenth Session of the Conference, that is to say, without having recourse to the normal procedure of double discussion, or whether, on the contrary, the question ought

to be examined merely by way of first discussion by the Fourteenth Session, with a view to final decision at a subsequent Session.

Although this matter was debated at length by the Governing Body, the latter did not see its way to make a positive proposal to the Conference, and it is therefore the Conference itself which must decide either for or against a departure from its Standing Orders.

In order that the Conference should be able, should it so desire, to take a final decision this year, the International Labour Office, in concluding its report, puts forward as a basis for discussion a proposed Draft Convention. According to this proposal, the length of the working day in all coal mines and for each worker in the mine shall not exceed $7\frac{1}{2}$ hours a day and 45 hours a week. During a transition period which shall not exceed three years, however, the length of the working day may be extended to $7\frac{1}{2}$ hours a day, and $46\frac{1}{2}$ hours a week.

The term "time spent in the mine" shall signify "the period between the moment when a worker enters the cage to descend and the moment when he leaves it on the completion of the ascent." Collective methods of calculation of the working day are provided in the proposed Draft Convention in order to ensure practical application of this principle.

THE COMMITTEE OF EXPERTS ON NATIVE LABOUR.

In accordance with the procedure through which the question of Forced Labour was submitted to the 1929 Session of the Conference, the International Labour Office sought the advice of its experts concerning the texts drawn up in view of the second discussion of this important question by this year's session of the Conference. Accordingly, the Native Labour Committee met in Geneva on 15 and 16 May, 1930.

This Committee, as has already been explained, consists of specialists of recognised competence on the subject of colonial labour; since 1927 it has assisted the Office in the preparatory studies which enabled the Conference to tackle the question of forced or compulsory labour at its session of June, 1929.

Following upon this first discussion, and in accordance with the normal procedure, the Governments were consulted by means of a questionnaire. On the basis of their replies the International Labour Office has drawn up, for this year's session, a report which contains a proposed Draft Convention and two draft Recommendations.

During their meeting on 15 and 16 May the experts were called upon to express their opinion upon the various proposals contained

in these drafts, after having examined them from a technical point of view.

There were present: Mr. Martial Meriin, Honorary Governor-General of the Colonies, former Governor-General of the French Congo, former Governor-General of French West Africa, former Governor-General of French Indo-China, Member of the Permanent Mandates Commission; Mr. Pollera Orsucci, former Secretary-General of Eritrea, late Director of the Italian Ministry for the Colonies; Freiherr von Rechenberg, former Governor-General of German East Africa; Mr. Van Rees, former Vice-President of the Council of the Dutch East Indies, former Secretary-General of the Dutch Colonial Institute, Vice-President of the Permanent Mandates Commission; Mr. Nobumi Ito, Deputy-Director of the Japanese Office for the League of Nations in Paris; Mr. Camille Lejeune, Director of Colonial companies; Mr. H. M. Taberer, Technical Adviser to the Native Labour Recruiting Organisation of the Transvaal Chamber of Mines; Mrs. Marzorati, Member of the Brussels Institute for Colonial Women; and Sir Selwyn Fremantle, C.S.I., C.I.E., ex-Member of the Council of the Lieutenant-Governor of the United Provinces, ex-Member of the Viceroy's Legislative Council for the purpose of the Factories Bill, India.

While thanking the experts for their assistance, Mr. Albert Thomas expressed the hope that, through the close collaboration of the Committee with the International Labour Office, it would be possible to submit to the Conference carefully matured proposals which would secure the adhesion of the States to a reform which is anxiously awaited by public opinion.

The Committee unanimously elected Mr. Nobumi Ito as chairman and proceeded to consider the proposed draft Convention on forced labour.

This draft, as is known, lays down the general principle of the abolition of forced labour in all its forms. It permits recourse to such labour for public purposes during a transitional period and subject to the regulations outlined in it; and provides for the complete abolition of all forced labour for private persons within a period of three years from the date of registration of the ratification of the Convention.

The Committee put forward, with a view to discussion at the Conference, a number of suggestions on practical means for the abolition of forced labour, as well as on various points concerning labour performed in lieu of taxes, labour for tribal chiefs, hours of work of forced labour and its remuneration, compensation for workers' accidents, etc.

The Committee also examined the draft Recommendations prepared by the International Labour Office, which concern (1) indirect compulsion to labour, and (2) certain principles and rules tending to render more effective the application of the draft Convention.

MEETING OF EXPERTS OF THE COMMITTEE ON INDUSTRIAL HYGIENE.

A certain number of experts belonging to the Correspondence Committee on Industrial Hygiene, set up in order to assist the International Labour Office in its studies of the

protection of the health of workers, met in Geneva between 5 and 7 May.

The following were present: Messrs. Glibert (Brussels), Martin (Lyon), Bridge (London), Collis (Cardiff), Bauer (Berlin), Koelsch (Munich), Kranenburg (The Hague), Cristiani (Geneva), Loriga (Rome), Löwy (Prague), Brezina (Vienna).

In addition, the following attended the session as representatives of the Governing Body: Mr. Molin (Government representative, Sweden), Mr. Gérard (Employers' representative, Belgium), Mr. Tom Moore (Workers' representative, Canada).

Mr. Glibert (Brussels) was unanimously elected Chairman for the meeting.

On the basis of the draft prepared by the International Labour Office, the experts provided a standard set of regulations for industrial hygiene, of which the final text, before publication, will be revised by a sub-committee consisting of Messrs. Glibert (Brussels), Koelsch (Munich), Loriga (Rome) and Bridge (London). These regulations indicate a number of measures of a general order to be taken in all working places in order to protect the health of the workers. An appendix contains explanatory details on the application of these measures and formulates the principles of an efficient system of industrial hygiene.

The experts then completed a draft scheme for regulations designed to protect workers engaged in the hide and skin industry against the risk of infection from anthrax. This draft will be submitted

to the Governing Body of the International Labour Office.

Finally, the experts heard a communication from Dr. Carozzi, who outlined the work now in progress in the Industrial Hygiene Service of the International Labour Office. Dr. Carozzi mentioned in particular the studies recently undertaken on lead-poisoning in the enamel-ware industry and in the manufacture of accumulators.

VISIT OF THE GERMAN MINISTER FOR FOREIGN AFFAIRS TO THE INTERNATIONAL LABOUR OFFICE.

Mr. Curtius, German Minister for Foreign Affairs, visited the International Labour Office on 16 May and was received by the Director and the Deputy-Director. After talking to the Minister, Mr. Albert Thomas presented to him the German members of the staff of the Office. Mr. Curtius made a short speech in which he expressed his intention of pursuing towards the International Labour Organisation, as well as towards the League of Nations, the policy of his predecessor, Mr. Stresemann. Mr. Albert Thomas then conducted the Minister round the principal departments of the International Labour Office.

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Monthly Summary of the International Labour Organisation

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JUNE

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed.

It is published for general information, and is not an official record.

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THE FOURTEENTH SESSION OF THE INTERNATIONAL LABOUR CON- FERENCE.

The Fourteenth Session of the International Labour Conference was held in Geneva from 10 to 28 June. Fifty-one States, out of the total of 55 Members of the Organisation, were represented, this making the largest total up to date. New Zealand sent a delegation for the first time, and Brazil, though it is no longer a member of the League of Nations, was represented by a complete delegation, as in previous years, thus reaffirming its desire to continue its active collaboration in the work of the Organisation. Turkey and Mexico, although they are not members of the Organisation, sent observers; this being, in the case of Mexico, a new departure.

The President of the Session was Mr. Ernest Mahaim, Belgian Government delegate, formerly Minister of Labour in Belgium; he was assisted by Mr. Tchou, Chinese Government delegate, Mr. Szydlowski, Polish employers' delegate, and Mr. Suzuki, Japanese workers' delegate, as vice-presidents.

Three questions figured on the agenda of the Session: (1) forced or compulsory labour; (2) hours of work of salaried employees; and (3) hours of work in coal mines.

Forced labour and hours of work of salaried employees had already been examined a first time in 1929, and came up for second discussion this year in accordance with the normal procedure of the Conference. On each of these questions a positive result of the greatest importance was secured.

As regards salaried employees, the effect of the decision taken is to extend the benefits

of the eight-hour day and the forty-eight-hour week, secured for industrial workers only by the Washington Convention, to another large category of workers.

In the case of forced or compulsory labour, which affects millions of people in colonial and similar territories, the Conference has yet further extended the world-wide scope of the Organisation's work of social justice by laying down definitely that every form of forced labour should be completely abolished, subject, as regards public works, to a transitional period during which its use should be strictly limited and regulated.

The question of hours of work in coal mines, finally, had been dealt with by exceptional methods in view of a request of the Assembly and of the Council of the League of Nations. It was examined by a preparatory technical conference in January last, and when it was inserted on the agenda of the 1930 Session of the International Labour Conference by the Governing Body, no decision was taken by the latter as to whether a first or a second discussion was intended. Actually, the Conference adopted neither a Draft Convention nor a Recommendation on the question, but inscribed it on the agenda of the 1931 session for further discussion.

Below will be found a review of the various decisions of the Conference.

Forced or Compulsory Labour.

Forced or compulsory labour was the subject of a Draft Convention which was adopted by the Conference by 93 votes without opposition. Its general purpose is stated in the first two paragraphs of Article 1, as follows:—

"Each Member of the International Labour Organisation which ratifies this Convention undertakes to suppress the use of forced or compulsory

labour in all its forms within the shortest possible period.

"With a view to this complete suppression, recourse to forced or compulsory labour may be had, during a transitional period, for public purposes only and as an exceptional measure, subject to the conditions and guarantees hereinafter provided."

Article 1 also provides that after a period of five years from the coming into force of the Convention, the Governing Body of the International Labour Office will consider the possibility of the suppression of forced or compulsory labour in all its forms without a further transitional period.

For the purposes of the Convention, the following will not be deemed to amount to forced or compulsory labour: Any work or service (1) exacted in virtue of compulsory military service laws for work of a purely military character; (2) which forms part of normal civic obligations; (3) exacted as a consequence of a conviction in a court of law; (4) exacted in various cases of emergency which are specified in the Convention; (5) for minor communal services.

Forced labour for the benefit of private individuals shall not be permitted after the coming into force of the Convention for any State. Any territorial concessions which permit recourse to forced labour are to be rescinded as soon as possible.

The Draft Convention specifies in detail the conditions and the safeguards which are to apply to forced labour in those exceptional cases in which it is permitted for public purposes during the transitional period.

The only authorities competent to permit the use of forced labour are the authorities of the metropolitan country or higher central authority in the territory concerned, although in certain cases authority may be delegated.

In most cases, forced labour may only be exacted for public works when certain conditions, of which the following are the most important, have been satisfied:

- (a) Urgency and importance to the community of the work;
- (b) Impossibility of obtaining voluntary labour;
- (c) The same rate of pay to be paid as for voluntary labour;
- (d) Respect be had for the social and economic life of the community;
- (e) Safeguards as to health and repatriation to be secured;
- (f) Compensation in case of accident or illness to be paid;
- (g) The maximum duration of the period of forced labour not to exceed 60 days a year;
- (h) Hours of work not to exceed those of voluntary labour.

Only able-bodied men from eighteen to forty-five years may be subject to the compulsion to labour. School teachers and pupils shall be exempt.

The Draft Convention is to apply to all territories subject to a State which ratifies it, but States may take advantage under prescribed conditions of the right to make modifications allowed by Article 421 of the Treaty of Versailles.

The Conference also adopted two Recommendations.

The first, approved by 91 votes to nil, deals with indirect compulsion to forced labour and with measures which might, in a disguised form, re-introduce the use of forced labour.

The second, adopted by 91 votes against 1, contains provisions relating to the regulations to be issued in order to apply the Convention.

Hours of Work of Salaried Employees.

A Draft Convention on hours of work of salaried employees was adopted at the final vote by 86 to 31. Its main provisions are as follows:

Hours of work of salaried employees in commerce and in offices shall be limited to 48 hours per week and, as a general rule, to 8 hours per day, hours of work being defined as "the time during which the persons employed are at the disposal of the employer." The maximum of 48 hours in a week may be unequally distributed, provided that not more than ten hours are worked on any one day.

The Convention applies to the staff of the following establishments, whether public or private: commercial or trading establishments, including postal, telephone and telegraph services; establishments in administrative services in which the persons employed are mainly engaged in office work; and mixed commercial and industrial establishments in so far as they are not deemed to be industrial establishments (these last-named being, of course, already included under the Washington Eight-hour Convention).

The Draft Convention does not apply to establishments devoted to the care and treatment of sick, infirm or needy persons, or to lunatic asylums; nor does it apply to hotels, restaurants, pensions, clubs, cafés and public houses. Theatres and places of public entertainment are also excluded.

The competent authority of each country shall be entitled to exclude from the scope of the Convention offices in which the staff is engaged in connection with the administration of public authority, persons occupying positions of management or employed in a confidential capacity, and travellers and representatives, in so far as they carry on their work outside the establishment.

The Draft Convention contains a number of provisions dealing with the possibility of lengthening the working day in order to make up lost time, with permanent or temporary derogations which may be permitted in certain cases, etc.

In all cases, public administrative regulations, issued in order to specify these derogations shall not be drawn up until consultations have taken place with the workers' and employers' organisations concerned; and particular attention shall be paid to any collective agreements which may exist. Various measures are also laid down to ensure the due application of the Convention: e.g. inspection, posting up of time-tables, etc.

In addition to the Draft Convention, the Conference also adopted, by 103 votes to 18, three Recommendations: the first dealing with theatres and places of public entertainment; the second with hotels, restaurants and similar establishments; and the third with hospitals and curative undertakings. In order that the provisions of the Draft Convention may at a later date be extended to include these categories of establishments, the Convention urges the States Members to undertake inquiries into the conditions prevailing in such places. Within four years the results of these investigations should be communicated to the International Labour Office, which will then prepare a special report on the basis of which the desirability of inscribing the question on the agenda of a subsequent Session of the Conference shall be considered.

Hours of Work in Coal Mines.

On the basis of the report of the Committee set up in order to examine this question, the Conference had adopted, by 75 votes against 33, a proposed Draft Convention limiting the hours of work of workers employed underground in coal mines to 7½ in the day. Three resolutions were also adopted. The first urged the Governments of those States in which hours of work and conditions of labour are already more favourable than those proposed in the Draft Convention not to alter these to the detriment of the workers; the second expressed the opinion that the hours of work of surface workers should be limited as well as those of underground workers; and the third expressed the hope that an economic agreement should be concluded as rapidly as possible between coal-producing countries.

Finally, in a fourth resolution adopted by 84 votes against 3, the Conference had decided to inscribe the question of hours of work in lignite mines on the agenda of its 1931 Session.

In accordance with the Standing Orders, the proposed Draft Convention as adopted at the first reading was referred to the Drafting Committee in order that the final text should be elaborated. The text then came back for the final vote. But at this stage the requisite majority of two-thirds was not forthcoming, the voting being 70 for and 40 against. The Draft was therefore not adopted.

In view of this result, the Conference decided by 105 votes against 22 to include the question of hours of work in coal mines on the agenda of the 1931 Session. Since the Conference had already decided to consider at that Session the question in so far as lignite mines were concerned, the two questions which the rejected proposal had separated will thus again be considered together.

Resolutions.

The Conference also voted some important resolutions which will affect the future action of the Organisation: one, submitted by Mr. Jouhaux, French workers' delegate, concerns the preparation of children and young persons for a fully developed life; another submitted by Mr. Müller, German workers' delegate, deals with factory inspection; a third, submitted by Mr. Sokal, Polish Government delegate, refers to the question of annual holidays with pay; the last, submitted by Mr. Suzuki, Japanese workers' delegate, concerns freedom of association.

A resolution submitted by Mr. Joshi, Indian workers' delegate, concerning the convocation of an advisory conference of Asiatic countries, failed to obtain the required quorum of votes.

The Conference also discussed the report of the Committee on Article 408. This Committee examines the reports which the Governments of States Members send in to the Office each year on the application of the Conventions which they have ratified.

The Report of the Director.

Finally, and as in previous years, the Conference devoted several sittings to a debate on the report in which the Director of the International Labour Office summarises the activity of the Office and the main events in the social life of the nations during the past year. In all, forty-six speakers spoke during this discussion. In his reply, Mr. Albert Thomas pleaded his inability to deal with each single topic brought before the Conference by the various

orators, and devoted his speech to a review of the essential aspects of the various problems with which the future of the Organisation is bound up.

In the first place, he was able once more to note that the International Labour Office continues to develop steadily, strongly, and without faltering. Abundant proof of this is to be found in the loyalty of the States Members, in their stricter observance of the duties involved in the Conference, in the demands made by more and more classes of workers upon the Office, by salaried employees, by intellectual workers, by agricultural labourers, by women—each affording fresh evidence of the sympathy and the confidence upon which the Organisation depends. "The real problem," he added, "is to discover whether, in the face of all these new claims made upon us, we shall have the energy, the skill and the resources necessary to fulfil every hope adequately. In a recent work, the French writer, Georges Duhamel, expresses his alarm at the sight of the infinite complexity of modern social organisation, its breathless pace, and its immensity, henceforth definitely beyond the scope of human apprehension. Sometimes the same fear haunts us also," continued Mr. Thomas; "shall we succeed in justifying the confidence placed in us? Shall means be forthcoming?" In order that all the social currents now converging upon the Organisation may co-operate in its progress, there must be a constant adaptation of methods to fit in with new requirements. With this object in mind, the Director attempts to review the achievements and the opportunities of the past year.

He recalled the work done in connection with social legislation, where fine progress has been achieved, although ratifications are still below a truly satisfactory level. Mr. Thomas noted that speakers at this year's Conference seemed less eager and insistent on this question than previously. Perhaps delegates have begun to think that, with the passage of months and years, ratifications do after all accumulate, and that the results of all the efforts made can be awaited without undue concern. Perhaps there has been a desire not to disturb by inopportune comment the progress achieved in connection with the Eight-hour Convention. Indeed, there had hardly been any mention of this last Convention during the Session; and in point of fact the situation does appear favourable and hopeful: the English and the German Bills have both been presented, and both are in accordance with the terms of the Convention; while in Italy an effort is being made to secure unconditional ratification. "Within a year, perhaps," Mr. Thomas declared, "we shall at last secure the result we have been awaiting for the past decade. May I seize this opportunity to make to the great States represented here a pressing and heartfelt appeal to secure this end by the next Session? Should failure again confront us, I hardly dare think of the disappointment which the workers will feel; and such a setback, or even the prospect of further delay, might well deal a fatal blow to the Organisation."

As far as the Office is concerned, at any rate, it seeks by every means to increase the number and the pace of ratifications. But for this purpose it is essential to know exactly and officially—and not simply by means of platform speeches or newspaper extracts—what the fundamental reasons are which may prevent general ratification of a Convention. The French employers' delegate, Mr. Lambert-Ribot, has made a proposal to this effect, and the

Director welcomes it. "Ideas," he said, "make progress. Mr. Lambert-Ribot's proposal is a natural complement to the proposal adopted by the Governing Body a few months ago on the motion of the late Mr. Thorberg. It is also the very proposal made by the International Labour Office to the Governing Body in Rome in 1922. What a hubbub there was on that occasion! What objections were invoked in the name of national sovereignty! To-day, after the experience we have had of the working of Article 408, we are all agreed that State sovereignty is in no wise threatened. I whole-heartedly associate myself with Mr. Lambert-Ribot's proposal. If the Governing Body accepts it, I shall no longer be alone. I shall have the assistance of a Committee of the Governing Body, on which I hope, with Mr. Lambert-Ribot, that there will be representatives of Governments, Employers and Workers, so that we may at last know the reasons which exist for the non-ratification of Conventions. Then at last we shall know clearly and accurately; perhaps we shall then be able to see whether we have made mistakes in the past, whether our Conventions have been properly drafted and whether, after the decision of the Governing Body this year not to revise the Conventions, it may be necessary in the future to revise certain Conventions in order to obtain ratification."

Dealing with the proposed Draft Conventions concerning forced labour and hours of work in coal mines, which apply more particularly, the first to colonial powers, the second to European nations, Mr. Thomas is brought to speak of the regionalistic tendencies which are now appearing at the very centre of international and universal institutions: proposals for a consultative conference of Asiatic nations, pan-Pacific movements, attempts at Pan-American and Latin-American federations and the recent proposal for European unity.

"The International Labour Organisation should take these movements into account. By ignoring them it would run the risk of alienating sympathy or of witnessing the settlement, without its intervention, of matters in which States undertake the most substantial and the most efficacious mutual obligations. It would run the risk of appearing to be no more than a great academic institution, proclaiming general principles, but having no control over their application. International organisations, whether our own or others, cannot leave such movements out of account. They must demand their share in these movements, through the medium of their States Members. They cannot tolerate the possibility of being left out of them.

"There are other facts, and other circumstances to which we cannot close our eyes: the application of certain principles of human justice is an obligation on a few countries which have assumed special responsibilities. Problems of competition in a given trade also lead to a search for Conventions of a special character. Here again it may be asked how this need for limited Conventions can be harmonised with the general character of the Organisation.

"We are not, as far as this matter is concerned, in the parliamentary and legislative sphere. Whatever certain jurists may say, we are in the sphere of contract. This is the question which has already been raised by the special maritime Sessions of the Conference; it is the problem raised with all possible clearness and sharpness by the question of forced labour and that of hours of work in coal mines. There is no necessity to inquire

into the origins of the matter. Both questions come to us from the Assembly of the League of Nations. They were labour questions and therefore within the competence of our Organisation. We were at pains to ensure that neither the Conference nor the Organisation as a whole—to use my customary expression—should be left on one side in these attempts at regulation. In our view, every labour question should be a matter for the Organisation, and it is in the general interest that they should all be co-ordinated and controlled here."

How can such questions be treated within the constitution of the Organisation? As a tentative solution, the Office thought of the auxiliary procedure followed for the question of Hours of Work in coal mines—the device of a preparatory technical conference. Experience only can tell us whether that solution is good. "All this is most complicated and difficult, and we can only proceed by trial and error. It is a case for repeating: 'Where there's a will there's a way.' But is there a will? Is there a common faith resolved on overcoming all obstacles?" Here the Director feels a little disturbed; and he is led to comment on the campaigns which have been started in order to awake unjustified public apprehensions and fears. "When I have time," he proceeded, "I try to read every morning the Press of my country. It is not very favourable to us. Every morning I see such expressions as 'The Follies of Geneva and the International Labour Organisation'; I see us accused of endeavouring to interfere, and it is said that France will never submit to dictation from outside. It is also said that there is an intrigue against the colonial Empire of France. I am not greatly alarmed, of course, at this Press campaign, for I am familiar with such things. In 1921, when the Conference was dealing with agricultural questions, an even more violent campaign was carried on, which was ended only by the Opinion issued by the Permanent Court of International Justice. But since then we have worked in a sufficiently objective and sincere manner to merit to-day a certain amount of confidence on the part of the French agricultural organisations, which now wish to take a greater place in this Organisation. It is possible, however, that these campaigns have nevertheless had a certain effect on the Conference and rendered its work more difficult."

There is also economic fear, the universal anxiety stirred by the menace of unemployment, which already affects 15 million workers. Here is no longer a crisis due solely to the disorganisation resulting from the War, but a cyclical crisis inherent in the very existence of industrial production; and it burst upon us just at the time when the peoples of Europe thought that at last all their difficulties were settled, just at the time when the Young Plan had been adopted and was being put into force, just at the time when it became possible to hope for a revival of steady and expanding production, bringing with it contentment for the working classes. It is a crisis all the more serious through being complicated by a colossal economic upheaval and by tremendous competition, this last element constituting a particularly grave menace for Europe. In this connection, Mr. Thomas replies to the criticisms which have been made against his having, as usual, devoted some space in his report to the United States and to Soviet Russia. "I have," he stated, "spoken at length of those countries precisely because they are not among our Members, because we are trying to discover, through

their economic and political development, whether one day, sooner or later, we shall establish relations with them; because, finally, it is essential to the work of labour protection which we are pursuing to ascertain whether other countries will not one day be heavily handicapped by the development of those States." The industrial development of the U.S.A. is a well-known fact. As to Russia, it should be realised that she is gradually regaining her place in the world. Since the catastrophic decline of 1922, she has already won back 56 per cent. of her exports of 1913 and 67 per cent. of her imports, while the Five-Year Plan, in spite of all difficulties, proceeds at such a pace that well-informed observers consider Russian competition as a serious potential menace to European States. We cannot afford to ignore such facts.

Among all these anxieties, many of which have been voiced at the Conference, the Organisation appears as the only safe guide. And, perhaps for this reason, it has been suggested that the Director should define its policy. "Even," said Mr. Thomas, "if I am entitled to have a policy apart from that of the Governing Body itself, it would be very dangerous, I think, for me to endeavour here to define a policy, even if I defined it in the most general terms possible. No doubt you will think of my previous history in politics, of my efforts to defend the claims of the workers, as embodied in the Preamble to Part XIII of the Treaty of Peace. If I were to define my policy, Mr. de Quevedo would find it as red as my own past, as red as a speech of Jouhaux or Mertens, as red as the covers of the questionnaires of the International Labour Office."

But failing a policy which the Director is not in a position to define closely, is it not possible for all the groups to come to an agreement on the main directives to be followed, asked Mr. Thomas. He proceeds then to recall in its outline the programme laid down in the Preamble to Part XIII of the Treaty of Peace. He examines the conditions and methods of collaboration and discussion within the Organisation, and notes several points on which it would be easy to bring some improvement, such, for instance, as the discussion on the Director's report. A way could well be devised to arrange for a debate at once of greater scope and of less formality, and in this way to formulate the necessary directives and to define clearly the problems whose solution is most urgently necessary to the working classes and to industry. Such a procedure might be of the greatest value; but only under this condition, that every speaker should loyally and completely express his thoughts. For just as in diplomatic and legislative work systematic prudence is essential, so where research and endeavour are concerned it is necessary that opinions should be clearly and frankly expressed, especially where economic questions are concerned.

"We are here," said Mr. Thomas, "as an International Labour Organisation, to realise better working conditions, in order, as the Treaty of Peace says, to promote social justice; and it will be in the light of these guiding principles, following them out to the end, that we shall be able to define our procedure. Let us then, by all means, calculate the effect of economic circumstances; let us calculate to what an extent economic circumstances may or may not support any given social reform; but let economic circumstances not constitute an

insuperable barrier to social progress. Let us study economic difficulties, but let us study them with the object of overcoming and removing them.

"Such indeed, in my view, is the unconscious aim of this Organisation. Even at the Conference in Washington in 1919 there was a recognition of this fact. The Italian Workers' Delegate raised the question of the distribution of raw materials. In 1921 there was a resolution of this Conference which led to the calling of the Genoa Economic Conference in 1922. In 1925 it was the representatives of this Organisation and the League of Nations who first brought forward the idea of an International Economic Conference. In 1927 they were present at this International Economic Conference, and this year Mr. de Michelis and a number of other speakers have referred to economic difficulties in the way of applying the decisions of 1927. Today when we are speaking of the failure of the Tariff Truce Conference, we see here expressed in this Conference the outline of an idea for a new consideration of unemployment—a new Conference to deal with the problem as referred to recently in the British House of Commons, by Mr. Ramsay Macdonald. I think we are on the right lines for the attainment of that social justice which we are designed to promote. There is a necessity for economic action, for energetic action and the determination on certain general lines of a policy which will apply to us and perhaps also to the League of Nations.

"At the present moment when we speak of economic organisation, of a policy of high wages, and tariff truces, all these questions appear vague and imaginary, even Utopian I agree, but through all these negotiations and contests, in conferences and committees, national and international, men always turn towards these phrases, and try to get over this crisis of misery and injustice. Thus, while remaining obedient to our Constitution, we try to develop our Organisation and to stimulate hope. Let us remember a Swedish proverb which says: that to reach the top of the tree we must aim at Heaven."

The President of the Conference, Mr. Ernest Mahaim, also urged delegates to greater efforts in the course of his closing speech. Speaking on the voting of the Conference on the question of Hours of Work in coal mines, he said:

"We know that our agenda was a very heavy one, with three Draft Conventions, five Draft Recommendations and certain Resolutions. It is regrettable that one of these Conventions should not have been carried, but I cannot consider that our work has been entirely lost. It is certain that the lesson we have all learned will be useful, and, moreover, I am certain the experience gained this year will prove valuable next year when the question will again come up for discussion. The International Labour Conference must achieve practical results, and it is regrettable that certain authors of amendments should say that they cannot accept a Convention because an amendment which was of importance to them had not been accepted. Our task is extremely difficult, and it is not surprising that we should have to take it up afresh several times. I am certain that the experience with the Coal Convention this year will give fresh strength to our work in the future."

THE FORTY-NINTH SESSION OF THE GOVERNING BODY.

The Governing Body of the International Labour Office held its Forty-Ninth Session in Geneva on 5, 6, 7, 14 and 28 June. During the Session, it proceeded to the election of its officers, whose mandate expires after a period of a year.

Mr. Arthur Fontaine, French Government representative, was unanimously re-elected Chairman.

Unanimously also Mr. Lambert-Ribot was elected employers' vice-chairman, and Mr. Poulton was re-elected workers' vice-chairman.

The Workers' Group announced that they had chosen Mr. Johanson, of Sweden, to take the place of the late Mr. Thorberg on the Governing Body.

The Governing Body then proceeded to examine the draft reports prepared by the International Labour Office on the application of the eight Conventions adopted by the International Labour Conference at its Washington and Genoa sessions, 1919 and 1920.

As regards two of these Conventions, that concerning employment for seamen and minimum age for employment at sea, there were no proposals for revision. Accordingly, the Governing Body decided that, as far as these Conventions were concerned, there was no cause for opening the procedure of revision. The reports on their application will therefore be simply laid before the Conference of 1931.

As regards the other Conventions in question, three communications were laid before the Governing Body. The first originated from the German Government, and proposed that a clause should be inserted in the Convention concerning unemployment, providing for the abolition of employment agencies run for private gain. The second, submitted by the Swedish Government, requested that the revision procedure should be opened in the case of the following Conventions: Hours of work in industrial undertakings, employment of women before and after childbirth, minimum age for admission to employment in industry, and night work of young persons in industry. The third originated from the British Government, and proposed that a modification should be made on a particular point in the Convention concerning night work of women in industry.

The Governing Body first of all decided that it was not desirable to revise the Convention concerning unemployment. The report on the application of this Convention will therefore be submitted to the 1931 Conference.

As regards the question raised by the German Government concerning private employment agencies, however, the Governing Body instructed the International Labour Office to submit to it, at its session in October next, a summary of the legislation and practice obtaining on this matter in the various countries. After having examined this material, the Governing Body will be in a position

to decide whether the question of private employment agencies should be inscribed on the agenda of the International Labour Conference with a view to the adoption of a special Convention on the matter.

It was decided that the procedure of revision should not be instituted in the case of the Conventions concerning the employment of women before and after childbirth, the night work of young persons in industry, and the minimum age for admission to employment in industry. The reports on the applications of these Conventions will, therefore, also be transmitted to the 1931 session of the Conference.

The Governing Body then turned to the Swedish proposal for setting the procedure of revision on foot in the case of the Washington Convention on Hours of Work in Industry.

After a discussion in which members of all three Groups took part, the Governing Body first of all rejected, by 14 votes against 6 and 3 abstentions, a request that the decision be adjourned. Thereafter it decided, by 14 votes against 7 and 2 abstentions, that the question of the revision of the Hours Convention should not be inscribed on the agenda of the Conference. The report on its application, as drawn up by the Office, will therefore go before the Conference next year.

Finally, by 12 votes against 10, the Governing Body decided that there was a *prima facie* case for revising the Convention concerning the night work of women. The Office will therefore despatch the report prepared by it on the application of this Convention to the Governments of the States Members, asking them at the same time to express their opinion on the following two points specially noted by the Governing Body: the meaning to be attached to the word "women" as used in the Convention; and the question of the hours at which, for the purposes of the Convention, the night begins and ends.

The Governing Body then examined the record of the last sitting of the advisory Committee on Professional Workers, and decided to place on the agenda of the next session of this Committee the question of the essential principles to be embodied in a collective agreement for journalists. A mixed sub-committee, to be appointed from among the members of the Committee, will draft a study on this matter, with the help, if necessary, of experts both editors and journalists. On the subject of inventions by salaried workers, the Governing Body decided not to take a final decision until categories of workers other than professional workers, and also the Committee on Salaried Employees, shall have expressed their opinion. As regards the placing of theatrical artistes, on the other hand, the Governing Body decided that an additional question should be inserted in the questionnaire which is sent to Governments each year in pursuance of Article 403 of the Peace Treaty. This question will refer to the application to theatrical artistes of the Washington Convention on Unemployment, in which provision is made for the establishment of a system of free employment agencies. The Governing Body further recalled that the question of the suppression of fee-charging employment agencies would in any case be placed before the Governments, owing to the proposal made by the German Government to transform the paragraph of the Washington Recommendation in which this suppression is contemplated into a Convention.

On the question of unemployment of professional workers, the Governing Body has requested the International Labour Office to obtain from the Committee on Professional Workers more precise details as to the occupational classes which should be included in the new report which is to be prepared, and which will deal with the recruiting of professional workers, their vocational guidance and their placing either in their own or in another country, and also with the steps taken in the various countries to create welfare and provident centres.

As regards the rights of performers in connection with broadcasting and mechanical music, the Governing Body requested the Office to prepare a preliminary report.

The record of the first session of the Migration Committee, held in Paris on 2 May, was also considered, and the Office was instructed to prepare a report in order to guide the Governing Body in its consideration of the various labour questions which might be raised in connection with the second Conference on the Treatment of Foreigners. Before

being submitted, this report will be examined by the Migration Committee.

A proposal of the Employers' Group for the drawing up of regulations dealing with the composition and working of Committees set up by the Governing Body was also examined. The Workers' Group declared itself in principle in agreement with this proposal, but reserved its attitude on practical details. After a general discussion, the proposal was referred to the Standing Orders Committee.

The Governing Body next adopted the report of its Standing Orders Committee on certain questions affecting its own Standing Orders and those of the Conference. Various matters connected with the organisation of the fourteenth session of the Conference were dealt with, and decisions were taken concerning the composition and working of certain Committees. The Deputy Director's proposed visit to Canada and the United States was approved.

The fiftieth session of the Governing Body will begin on 6 October and will be held at Brussels. The Committee on cost-of-living and wage statistics will meet in the same town on 7 October, and the Social Charges Committee on 13 October.

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Monthly Summary of the International Labour Organisation

1930. No. 7

JULY

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed. It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 31 July, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 403 (including 9 conditional ratifications).

At the same date, the number of conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 30.

The number of new ratifications registered during June and July, 1930, was 14.

Denmark ratified the Convention concerning the rights of association and combination of agricultural workers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

Greece ratified the Convention concerning the minimum age for admission of young persons to employment as trimmers or stokers, and the Convention concerning the compulsory medical examination of children and young persons employed at sea, both adopted by the International Labour Conference at its Third Session (Geneva, 1921).

The Irish Free State ratified the Convention concerning unemployment indemnity in case of loss or foundering of the ship, adopted by the International Labour Conference at its Second Session (Genoa, 1920); the Convention concerning the weekly rest in industrial undertakings; the Convention concerning the minimum age for admission of young persons to employment as trimmers or stokers, and the Convention concerning the compulsory medical examination of

children and young persons employed at sea, adopted by the International Labour Conference at its Third Session (Geneva, 1921); the Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents, adopted by the International Labour Conference at its Seventh Session (Geneva, 1925); the Convention concerning the simplification of inspection of emigrants on board ship, adopted by the International Labour Conference at its Eighth Session (Geneva, 1926); the Convention concerning seamen's articles of agreement, and the Convention concerning repatriation of seamen, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926); the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928); the Convention concerning the marking of the weight on heavy packages transported by vessels, and the Convention concerning the protection against accidents of workers employed in loading or unloading ships, adopted by the International Labour Conference at its Twelfth Session (Geneva, 1929).

ENCYCLOPÆDIA OF INDUSTRIAL HYGIENE.

The International Labour Office is publishing, in two large volumes, the first of which appeared recently and the second of which is in the press, an *Encyclopædia of Industrial Hygiene*, which had first been issued in separate brochures. This new edition contains many modifications and additions, which had become necessary in view of the discoveries, new methods, and fresh data

which technical investigations have furnished since the original articles were written. It is, therefore, not only a new, but also a revised and augmented edition of the work.

This publication is intended not only for doctors, but also, and specially, for industrial workers, manufacturers, and their respective organisations. Its principal aim is to secure the widest possible publicity for the essential facts, knowledge of which is required in order to trace the presence of occupational diseases, and for the best methods of combating such disease, and generally to lay down the guiding principles towards the better protection of industrial workers.

In order to draw up the scheme of this work, and also for writing certain articles, the International Labour Office had recourse to the assistance of various members of its Correspondence Committee on Industrial Hygiene, and also of leading experts in various countries, whose competence rendered their aid especially valuable in this connection.

In the preface to the first volume of the *Encyclopaedia* Mr. Albert Thomas, Director of the International Labour Office, recalls the origin of this work, and explains its character and its importance. In 1919 the International Labour Conference held in Washington had requested the International Labour Office to draw up "a list of the chief occupations which may be considered unhealthy." The mass and complexity of those occupations which in one way or another may be called unhealthy, the constant and rapid development of industrial technique, which daily removes certain unhealthy elements and daily introduces new ones, the indeterminate nature of the very term "unhealthy," which does not present the same aspect at different times and in different countries—all these factors were found to render the drawing up of a list such as was required almost impossible, at any rate if a complete and permanent result was desired.

The idea, therefore, arose of substituting, for the list of unhealthy occupations which the Conference had requested, a kind of encyclopedia in which would be analysed, from the three-fold point of view of the work which has to be done, of the worker who does it, and of the place where it is performed, the innumerable branches of human activity, the nature of the materials employed, the various operations of handling and transformation, the possible sources or agents through which poisoning or disease may come, the statistical material relating to what is known of their results, symptoms, diagnosis, treatment, prevention, and the existing protective legislation.

"A difficult task," writes Mr. Thomas. "It is exposed to the criticism of being neither complete nor definitive, but how could this be prevented? No man can claim to define for good and all what is essentially a matter of life, evolution and progress: if the development of industrial technique can create new dangers for the workers with every passing day, on the other hand that same development and the progress of hygiene may at the same time do away with certain dangers still prevailing, which it is our duty to discover and to analyse. It is therefore one of the virtues of this work that it is not final, that it applies only to a moment in industrial life and in labour hygiene, and that it requires constant revision and bringing up to date to retain its scientific and practical character. It fulfils a double function, as do all the investigations and researches undertaken by the International

Labour Office, whose true object is to place science at the service of life."

The *Encyclopaedia of Industrial Hygiene* is neither a work of propaganda nor a simple treatise on medicine and hygiene; nor does it throw any new light on any particular point. It limits itself to summarising all that is known at present in a scientific sense, and the figures which it quotes are extracted from various statistical returns merely by way of example. It endeavours to compromise between a purely scientific work designed for research students and a work of popular appeal. It seeks to give to workers, to employers, to their organisations, and to practising doctors, a collection of facts sufficient to enable them to discover, to overcome, or to prevent, occupational diseases whose economic consequences are as harmful to production as their social consequences are fatal to the working classes.

After having paid a tribute to the notable scientists who have taken part in the compilation of the *Encyclopaedia*, or who have revised it, Mr. Albert Thomas goes on to explain that by means of this collaboration, spread over a number of years, the International Labour Office has acquired a clearer prospect of the scope of its task. "The preamble to Part XIII. of the Treaty of Peace assigns to the Office, among other urgent tasks, that of furthering the protection of workers against illness and occupational diseases. By giving the weight of their signature to this principle, the States parties to the Treaty seem to signify their approval of Lord Beaconsfield's saying that 'the health of the people is the problem to which we must give the first place.' By putting the latest discoveries of science before those concerned, and by placing the essential psychological, physical and pathological knowledge at the disposal of the legislator, the office is co-ordinating, strengthening and carrying forward all the efforts of those who have sought to protect human existence where it was threatened, openly or insidiously, by modern industrial technique."

After recalling the progress of ideas in the matter of occupational diseases, Mr. Albert Thomas has no hesitation in asserting that modern society will not tolerate their survival. Now that their origins and causes are known, prevention is only a question of will and organisation. "There are enough other sufferings," he writes, "enough sorrows awaiting mankind without this. A thinker has written that life should be devoted to work, and work rendered harmless to life. Work must be healthy to be cheerfully and willingly undertaken, and in order that certain grievances may disappear which, in the words of Part XIII. of the Treaty of Peace, 'imperil the peace and harmony of the world.'

"May the task patiently and quietly undertaken by the Office, now offered not only to the judgment of workers, employers and the community, but above all for their use, contribute its due share to this great ideal. All our endeavour has been to render science a stimulus to action. We shall have attained our goal if it becomes a serviceable stone in the edifice which the next years must see built—the international code of health in industrial labour."

FREEDOM OF ASSOCIATION.

The fifth and last volume of the study compiled by the International Labour Office on *Freedom of Association* has just been published. A task is thereby completed, the

importance of which it is hardly necessary to emphasise.

The first volume of this series, which will certainly remain one of the most notable achievements of the Office, was published in December, 1927. It was devoted to a comparative analysis of the legal status of trade unions in the various countries.

In the subsequent volumes appeared studies in which not only the trade union legislation but also judicial proceedings and administrative methods, as well as the practical position of unions, were investigated country by country.

The second volume dealt with the following countries: Great Britain, Ireland, France, Belgium, Luxemburg, Netherlands, Switzerland; the third volume with Germany, the former Austro-Hungarian monarchy, modern Austria, Hungary, Czechoslovakia, Poland, the Baltic States, Denmark, Norway, Sweden and Finland; the fourth volume with Italy, Spain, Portugal, Greece, Yugoslavia, Bulgaria and Rumania.

The fifth volume, just published, contains studies on the United States, Canada, Latin America, South Africa, Australia, New Zealand, India, China and Japan.

It is hardly necessary to point out the particular importance of that part of the work which relates to the United States. Freedom of association in that great industrial country presents itself in a light somewhat different to that which obtains in other countries; the position in the United States is exceedingly complicated, and as it was found that some of the sources which it was desired to consult were unobtainable abroad, it did not seem possible to the International Labour Office itself to undertake the preparation of this report. The study was therefore compiled in the United States by persons possessing special qualifications for the task, while the Office maintained general control and took charge of the work of publication.

The study on Latin America deals with Argentina, Brazil, Chile, Columbia, Peru, Uruguay, Venezuela, Guatemala, Nicaragua, Costa Rica, Salvador, Honduras, Panama and Cuba. A special study on Mexico will be published as an appendix.

If we remember that the International Labour Office has in addition devoted a special study to the "Trade Union Movement in Soviet Russia," we shall have some idea of the scope of the documentation which has been collected on this problem, which is one of fundamental importance to modern society. The trade union is, in fact, the keystone to modern social organisation. It came into being in answer to an imperative demand of social life itself, and no legislator may ignore that fact. Although the International Labour Conference at its 1927 Session did not see its way to retain the question of freedom of association on the Agenda of its 1928 Session, and although, therefore, the question of an international guarantee of that freedom has never been

raised, the scientific investigations of the problem have lost nothing in interest. The considerable work which has been done by the Office can only contribute towards clearing the uncertainty which still prevails in many circles on the nature and the extent of that freedom, a freedom based on the principle which is at the very heart of the programme which the Treaty of Peace lays down for the International Labour Organisation.

METHODS OF COMPILING STATISTICS OF RAILWAY ACCIDENTS.

The International Labour Office has lately published, in its "Studies and Reports" series, a report on methods of compiling statistics of railway accidents. This report is the second of those dealing with accidents affecting particular categories of workers, the first having been concerned with accidents in coal-mines.

The dangers of accidents inherent in the development of railway travel have always presented a special measure of interest, for the running of railways involves certain dangers which are not found elsewhere, and to which not only railway workers but also passengers and the general public are exposed. These considerations have induced the majority of countries to compile special statistics on accidents occurring on railway systems, apart from the general statistical investigations into industrial accidents. In the report of the International Labour Office, only the dangers to which railway workers are exposed in the exercise of their duties are dealt with.

Comparisons of the relative risks of railway accidents in various countries are made difficult owing to the great diversity of methods adopted to draw up statistics. In this report, therefore, an endeavour has been made to analyse those differences and to discover by what means and in what sense it might be possible to establish an international comparison at some future date. As in the case of coal-mining accidents, the chief difficulty turns upon the divergent interpretations and definitions of types of accidents and types of casualties which are included in the statistics, with the scope and limit of the risks involved, and with the valuation and classification of those risks according to their causes. These, therefore, are the various points which are specially dealt with in the report.

An appendix of forty-five pages contains notes on statistics of railway accidents in the following countries: Australia, Austria, Belgium, Bulgaria, Canada, Czechoslovakia, France, Germany, Great Britain, Hungary, India, Italy, Japan, Netherlands, Norway, Poland, Portugal, Rumania, Sweden, Switzerland, and the United States.

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Monthly Summary of the International Labour Organisation

1930. No. 8

AUGUST

This Summary is published on the responsibility of the International Labour Office to which all observations or requests for information as to its contents should be addressed.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 31 August, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 404 (including 9 conditional ratifications).

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations was 29.

During the month of August, 1930, *Belgium* ratified the Convention concerning unemployment, adopted by the International Labour Conference at its First Session (Washington, 1919).

THE INTERNATIONAL LABOUR ORGANISATION AND THE FREE CITY OF DANTZIG.

It will be recalled that at its Session held in April, 1930, the Governing Body of the International Labour Office had decided to submit to the Permanent Court of International Justice, for its consultative opinion, the question whether "the special legal status of the Free City of Dantzig allowed it to become a Member of the International Labour Organisation."

Following upon this decision, the Director of the International Labour Office requested the Secretary-General of the League of Nations to place the matter before the Council of the League of Nations; the latter, in May, 1930, decided to give effect to the

request of the Governing Body and to seek the opinion of the Permanent Court.

The matter was discussed by the Permanent Court of International Justice on 4, 5, 6 and 7 August. On this occasion the President of the Court was Mr. Anzilotti (Italy), the other members being Messrs. Huber (Switzerland), Loder (Netherlands), Nyholm (Denmark), de Bustamante (Cuba), Altamira (Spain), Oda (Japan), Fromageot (France), Sir Cecil Hurst (Great Britain), as titular judges, and Mr. Yovanovitch (Yugoslavia) as substitute judge. Mr. Pessôa (Brazil) was prevented by illness from attending the session.

The Court examined written statements submitted to it, and heard Mr. Erich Kaufmann, who presented the case for the Free City of Dantzig; Mr. Szymon Rundstein, who expressed the opinion of the Polish Government, and Mr. Albert Thomas, Director, and Mr. Morellet, Legal Adviser, of the International Labour Office.

The Court pronounced its opinion on 26 August. By 6 votes to 4 it replied in the negative to the question which had been put to it. Of the minority, three members, Messrs. Anzilotti, the President; Huber, Vice-President, and Loder, a former President, explained their reasons for disagreeing. Messrs. Anzilotti and Huber in addition expressed their personal opinion.

The Court, in its consultation verdict, first of all expresses its view that the question involves the consideration of certain repercussions which, owing to the special legal position of Dantzig, might follow upon its admission to the International Labour Organisation; and that a further question relevant to the first is whether Dantzig, after having been admitted, would be in a position to participate in the activities of the Organisation.

In order, therefore, to understand clearly the special legal position of the Free City, the Court first of all examines the relevant documents, that is to say, Articles 102 to 104 of the Treaty of Versailles, and certain provisions of the Convention of 9 November, 1920, between Dantzig and Poland. The Court concludes that the legal position of the Free City involves two elements: its special relation towards the League of Nations, under the protection of which Dantzig has been placed for the safeguard of its constitution, and a second special relation towards Poland, which is entrusted with the conduct of the foreign affairs of the Free City.

The Court is of opinion that the League's protection and constitutional guarantee do not make membership of the International Labour Organisation impossible. As regards the rights of Poland to conduct the foreign affairs of Dantzig—rights which, in so far as they restrict the independence of the Free City, constitute an essential characteristic of its political constitution—the Court is also of opinion that provided certain conditions were fulfilled, there would be no obstacle to the admission of Dantzig to membership of the Organisation. Nevertheless, the Court emphasises the fact that, if Dantzig is entitled to see that nothing is done to her prejudice, Poland on her side also has the right to refuse to contemplate any measure which will be contrary to her own interests.

The verdict of the Court thereupon proceeds to summarise the methods through which the International Labour Organisation fulfils its tasks; and comes to the conclusion that in order to ascertain whether the special legal position of the Free City is compatible with membership of the Organisation, it is essential to realise the fact that Dantzig is not in a position to oblige Poland to undertake measures contrary to the interests of the latter in the conduct of its own foreign affairs.

The Court is of opinion that a proportion of the activities of the International Labour Organisation, such, for instance, as the ratification of Draft Conventions or the filing of a complaint against a Member for failure to comply with the provisions of a Convention do fall within the category of "foreign affairs"; in all such cases, therefore, the consent of Poland would be an essential preliminary to any action on the part of the Free City, and might possibly be withheld.

The Court accordingly considers that the Free City of Dantzig could not participate in the work of the International Labour Organisation until some arrangement had been concluded between itself and Poland, designed to ensure that no objection would be made by the latter State to any action of the Free City in its capacity as Member of the Organisation. The Court further holds that if the agreement involved a modification of the special legal status of the Free City, it might be subject to a veto by the authorities of the League of Nations.

The prime motive for the negative reply given by the Court to the question put to it, therefore, is the absence of any such agreement.

The Court, in the course of its opinion, refers to the question of the general conditions for admission to membership of the International Labour Organisation, and more particularly to the possible connection between such membership and membership of the League of Nations; but only in order to point out that this question is not connected with that of the special legal position of the Free City, and that the Court has considered the case only from the point of view of the latter. Recalling, no doubt,

the references made, in the statements submitted to the Court, to the participation of Brazil and the admission of Mexico, the Court declares that the opinion delivered by it must not be taken as prejudging in any way upon the larger question.

THE LAW RESPECTING COLLECTIVE AGREEMENTS OF AGRICULTURAL WORKERS IN GERMANY, AUSTRIA AND HUNGARY.

The International Labour Office has just published in the "Studies and Reports" series a report on *The Law on Collective Agreements of Agricultural Workers of Germany, Austria and Hungary*.

This study has been compiled in pursuance of a resolution adopted by the International Labour Conference at its Tenth Session (Geneva, 1927), which requested the Governing Body to consider the desirability of placing the subject of "General principles regarding collective agreements" on the agenda of a forthcoming Session of the Conference. In the view of Mr. de Michelis, the representative of the Italian Government, who had put this resolution before the Conference, the term "general principles" included such matters as the form of the collective agreement, its period of validity, its enforcement, the amount of the wages it regulated, the fines to be deducted from wages in certain cases, probation, questions relating to the Sunday rest, holidays, dismissal, compensation for dismissal, etc.

At the Forty-sixth Session of the Governing Body, held in October, 1929, attention was given to the necessity for undertaking preparatory investigations into the nature of collective agreements before placing this question on the agenda of the Conference; the International Labour Office therefore undertook to carry through these researches as rapidly as possible. The report just published deals with three countries—Germany, Austria and Hungary—in which it examines, with regard to the headings mentioned above, the position of the agricultural labourer.

The view is very widely held that persons who work on the land are, among the general body of wage-earners, those who exist and carry on their labours in the least favourable circumstances. Landworkers almost everywhere receive wages barely equivalent to those of the most poorly paid industrial worker; and they do not benefit, at any rate to the same extent, from labour protection legislation and the various forms of social insurance. This impression is strengthened by an examination of their legal status as workers, since the latter is also found to be less favourable in general than that of other wage-earners.

The existence of a special legal status for agricultural labour is explained by two main reasons. It is clear that the legislator who is considering the special conditions in which agricultural work is carried on—special conditions which are dictated by the processes of nature herself—will realise the impossibility of granting to agricultural workers, in the majority of cases, the same position in law as to industrial workers or craftsmen. Their special position, however, is also explained through the fact that legislation has attempted to take into consideration certain labour conditions which are only found in agriculture. Among these mention must be made, in the first place, of the necessary proximity of the place of work and the habitat of the worker—a proximity which often results, if the employer and the employed live in the same building, in making the position of the latter somewhat analogous to that of a domestic servant. There is nothing surprising in the fact that the continuance of such close contact between the employer and the worker—which in the days of artisanship was the habitual position of all workers—should have led, in the case of agriculture, to the survival of ancient customs which are no longer in harmony with the modern conception of the legal status of the wage-earner. In addition, it must be remembered that the organisation of agricultural workers into trade unions has only reached a very early stage of development, and that they have not, therefore, been able to win such advantages as have been extracted by the older and more powerful associations of industrial workers.

In a number of countries the inferior status of agricultural workers results from the fact that they can only avail themselves of the general or common law, whereas industrial workers are able to avail themselves of special protective legislation. Wherever special provisions are drawn up for agricultural labour, they approximate to those which govern the position of domestic staffs; the result being that such special provisions only apply to agricultural workers who live in the same house as their employer. In this respect, the legal provisions which are found to exist in Germany, Austria and Hungary present a special interest, since they not only apply to farm servants but to all wage-earners whatsoever employed in agriculture. In addition, the legislation of these three countries is, so to speak, in a transitional stage between the past and the future; a number of its provisions can only be considered as antiquated, but there are to be found evidence of a genuine effort to introduce modern conceptions of labour law in the realm of agriculture. Its significance therefore lies in the fact that it constitutes a first step towards a modern conception of agricultural labour legislation.

FORTHCOMING MEETINGS.

- October 7, 1930 : Brussels.—Committee on Cost of Living and Wages.
- October 7-12, 1930 : Brussels.—Fiftieth Session of the Governing Body of the International Labour Office.
- October 13-14, 1930 : Brussels.—Committee on Social Charges.

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Monthly Summary of the International Labour Organisation

1930. No. 9

SEPTEMBER

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 30 September, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 408.

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered at the Secretariat of the League of Nations, was 28.

During the month of September, 1930, four new ratifications were registered.

Germany ratified the Convention concerning seamen's articles of agreement, adopted by the International Labour Conference at its Ninth Session (Geneva, 1926).

France ratified the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928).

Italy ratified the Convention concerning the creation of minimum wage fixing machinery, adopted by the International Labour Conference at its Eleventh Session (Geneva, 1928), and the Convention concerning workmen's compensation in agriculture, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

THE ELEVENTH ASSEMBLY AND THE INTERNATIONAL LABOUR ORGANISATION.

During the recent Session the Assembly of the League of Nations took a number of decisions affecting, more or less directly, the International Labour Organisation.

In the first place, the Assembly adopted unanimously, without discussion or amendment, the proposed budget for 1931 which

the Director had submitted in the name of the Governing Body, and which had been referred to the Assembly by the Supervisory Commission with favourable comments. In conformity with the authorisation given him by the Governing Body, the Director took advantage of these circumstances to point out the need for expanding the Office, and announced that the Governing Body would without doubt present a building programme next year. The Fourth Committee received this communication without formulating any objection.

The Assembly proceeded to a detailed examination of the Report of the Committee of Thirteen, set up last year to study the question of improving the status of the staff of the Secretariat of the League of Nations, of the International Labour Office and of the Permanent Court of International Justice. In the course of the debates which took place in the Fourth Committee on this subject, the Director intervened on various occasions to explain the regulations in force in the Office up to date, and the manner in which they might be revised and adapted in order to conform to the new principles proposed to the Fourth Commission and the Assembly by the Committee of Thirteen.

The Assembly decided that the new regulations would apply to the staff of all three international institutions. It will be recalled that this uniformity of conditions of service was, as far as the Office was concerned, an essential point. As a matter of fact, the Fourth Committee and the Assembly both recognised that nothing could justify the present inequality of conditions within the same town, since the tasks assigned to the International Labour Office required for their fulfilment, in the same degree as those assigned to the Secretariat, fully qualified international and local staffs.

The Director, nevertheless, was careful to point out, both before the Committee of Thirteen and the Fourth Committee, the rights and functions of the Governing Body, of which mention was duly made in the report adopted by the Assembly.

In the main, the provisions adopted by the Assembly have the effect of strengthening the international character of the staff. As regards the duration of contracts, the Assembly decided to substitute contracts of indeterminate length for those of 21 and 28 years, except in the case of the highest grades, and opined for the creation of a temporary class on lines more systematic than formerly. The suppression of the distinction between Members A and B was determined, so that henceforward there will only be one class of Members of Section, both in the Office and in the Secretariat. Thus a unity of regulations is secured, the absence of which might have caused some uneasiness.

The Assembly also approved the institution of a system of pensions covering the whole of the staffs.

As was generally expected, the Assembly devoted particular attention to economic problems; in this field it could not fail to come into contact on various points with the work of the International Labour Organisation. Thus the report of the Second Committee, adopted by the Assembly, mentions repeatedly the work of the Office and of the Conference.

On the subject of coal, in particular, the report recalls that soon after the 1929 Assembly the Economic Committee summoned a mixed gathering of experts, including the two groups who had already presented reports on previous occasions.

The experts were able to examine and discuss very fully various possibilities of international collaboration which had been laid before preceding meetings, and among which was included that of an international organisation grouping together delegates from Governments, workers, producers and consumers. Several international aspects of the question were also examined, such, for instance, as the lessening of artificial restrictions on the production and distribution of coal.

The discussion proved exceedingly useful and furnished valuable information and suggestions. Nevertheless, the various proposals for co-operation were not drawn with sufficient clarity to enable the Economic Committee to arrive at precise conclusions. The report adds:

"It seemed necessary, moreover, to await the further progress of the work which is proceeding under the auspices of the International Labour Office on the adoption of international measures about conditions of work, and, in particular, hours of work in coal-mines. It will be remembered that, in June last, the International Labour Conference had before it a draft Convention, which did not obtain the necessary majority of votes and is to come up again at the next session of the Conference.

"The Economic Committee will be in a position to resume its study of the question as soon as circumstances allow it to do so."

On the subject of unemployment, the work of the International Labour Office is commented upon in the report of the Second Commission:

"In regard to one of the symptoms, and at the same time one of the most painful consequences, of the depression, viz., *unemployment*, the Committee understands that the International Labour Office is already inquiring into this question and into the movements of wages. It hopes that it will be possible to utilise the results of this inquiry for the projected study of the development and phases of the prevailing depression. It expresses the hope that close and continuous contact will be established to the greatest possible extent between the League of Nations Economic and Financial Organisation and the International Labour Office with a view to utilising the specialised experience of the competent organisation in connection with any other economic question that affects the interests of labour. This would apply, in particular, to the question of coal, which, as stated above, has been the subject of study and discussion by the League and which has formed the subject of a communication from the International Miners' Federation emphasising the pressing nature of this question. The Assembly cannot leave out of account the efforts which have been made by the International Labour Office, on the one hand, and the Miners' International Federation on the other, to solve this important question in accordance with the general interest.

"The Committee considers that the general interest is the interest also of the consuming countries. Provision should accordingly be made for the co-operation of the latter in all future inquiries or meetings."

Finally, the resolution adopted by the Second Committee, in the first place, and by the Assembly in the second, as a conclusion to the debates, contains the two following paragraphs, the importance of which it is hardly necessary to emphasise in connection with the development of collaboration between the Economic and Financial Section of the League of Nations and the International Labour Organisation:

"(16) The Assembly, impressed by the seriousness of the present situation, by the general recession of employment and trade, by the constant recurrence of such periods of economic depression and the failure up to the present to discover any concerted means for averting the losses incurred, resolves that the Economic and Financial Organisation of the League, which has already been studying the causes of fluctuations in the purchasing power of gold and their effect upon the economic life of

the nations, should undertake the study of the course and phases of the present depression and the circumstances which led up to it, and for this purpose it should collect the information compiled by institutions already in existence in different countries, centralise such information and, where necessary, fill up any gaps that exist.

"For this purpose the Economic Organisation, advised by, in particular, the Economic Consultative Committee, should put itself in touch with national organisations, whether consultative or planning councils or research institutions concerned with this matter, and should further, with their aid, consider by what means the work now being conducted on the problem of the recurrence of periods of economic depression may be co-ordinated.

"Believing that the restoration of prosperity in the countries which are mainly concerned with agriculture and the production of raw materials is not only a worthy object in itself, but that it will also contribute to the restoration of prosperity in other countries, the Assembly desires that, in the course of the comprehensive inquiry into world economic depression referred to in the present recommendation, special attention should be devoted to the programme and investigations recommended by the agricultural experts who met at Geneva in January, 1930, and to the result of the work carried out by international organisations specially qualified in such matters.

"It also recommends that, in connection with these investigations, account should be taken of the results of the inquiry conducted by the International Labour Office into unemployment and the work of other competent international bodies on this subject, in order that the Economic and Financial Organisation, having collected all the available information, may examine at the right moment the advisability of international action, due regard being had to the economic, financial and demographic aspects of the labour problem, including the question of raw materials.

"(17) In general, the Assembly recommends that, in the case of questions within the competence of other public bodies, the Economic Organisation should take advantage of the work and secure the assistance of the latter, particularly in regard to labour (International Labour Office) and agriculture (International Institute of Agriculture). The Assembly regards such continuous co-operation as an essential factor in the rationalisation of international activities."

This collaboration, corresponding both to the letter of the Treaty of Peace, which assigns the question of unemployment to the International Labour Organisation, and to the anxieties manifested at the Labour Conference during recent years, was dwelt upon by the Rapporteur of the Second Committee for economic matters, Mr. de Michelis, member of the Governing Body of the International Labour Office. Nevertheless, it gave rise to a discussion within the Second Committee before the adoption of the report. A number of speakers, however, among them Mr. Jouhaux, also a member of the Governing Body, insisted upon the adoption of the text proposed by the Rapporteur, which was duly secured.

The Fifth Committee, again, in its examination of the possibility of improving penal administration and the desirability of an international Convention concerning treatment of prisoners, did not forget that the International Labour Office was studying the question of labour in prisons from the double aspect of competition with free labour and of the conditions of labour of the prisoners themselves. The following resolution was proposed to the Assembly and adopted:

"The Assembly,

"In view of the Secretary-General's report on improvements in penal administration and of the 'Standard Minimum Rules for the Treatment of Prisoners,' drafted by the International Prison Commission;

"Requests the Council to communicate the above Rules to the Governments of States Members and non-Members of the League of Nations for their consideration and to invite those Governments to furnish, in due course, a report on the said Rules with reference to prison administration in their own countries;

"Requests the Secretary-General to submit the said Rules of the International Prison Commission to the International Labour Office, the Health Committee, the Economic Committee, the Commission for the Protection and Welfare of Children and Young People, the Association internationale de droit pénal and the Union internationale de droit pénal, and to confer with representatives of the International Prison Commission for the purpose of considering the best way in which the League of Nations can co-operate with that Commission for the improvement of prison administration.

"The Secretary-General is requested to submit a further report on the question to the next Assembly."

Finally, the discussions of the Sixth Committee on slavery were of the highest interest for the Office, by reason of the connection between this question and that of forced labour. The Committee considered a British proposal suggesting the institution of a permanent Slavery Commission, assisted by a permanent secretariat. According to the opinion of the British Delegation, the difficulties which still prevent the suppression of slavery and of slave traffic would be considerably diminished by the institution of a permanent organism set up under the authority of the League of Nations and charged with the collection of exact information upon the present state of slavery. The commission, the creation of which the British Delegation urged, would have examined the reports received by the States signatory to the 1926 Convention, in accordance with Article 7 of that Convention, and also the confidential reports drawn up by the permanent secretariat, which would have been annexed to them. The commission would also have had the right to invite States,

whether signatory or not to the Convention, to supply any information or explanation required and to proceed, with the approval of the other interested Governments, to inquiries on the spot.

This proposal was not adopted, and the question was adjourned until next year, in accordance with the following resolution :

"The Assembly,

"Having taken note of the communications received from a large number of Governments in pursuance of the resolution of the Tenth Assembly ;

"Observing that the number of ratifications of the Convention of September 25th, 1926, has risen in one year from twenty-nine to thirty-four, but that the information furnished by the States Members of the League has not so far been such as to give an accurate idea of the present general situation in regard to slavery ;

"Desiring, however, to wait until next year for the results of the procedure now in force ;

"Postpones, provisionally, consideration of any possible changes in this procedure ; and

"Invites the States Members of the League and States non-Members to amplify the information they have already given by furnishing all such particulars as may assist the Assembly to form an idea, not only of the conditions that prevail in their own territories, but of the present general position in regard to slavery."

THE JOHANNESBURG CONFERENCE ON SILICOSIS.

Between 13 and 27 August there was held at Johannesburg, South Africa, an International Conference, summoned by the International Labour Office with the assistance of the Transvaal Chamber of Mines and the Government of the Union of South Africa, in order to study the medical aspects of the dangerous occupational disease known as silicosis.

This Conference, the first held outside Europe under the auspices of one of the institutions of the League of Nations, was designed to enable experts from different countries to exchange opinions and to compare experiments, and also to become acquainted on the spot with the achievements of the Miners' Phthisis Bureau of South Africa.

Delegates from eight different countries participated in the Conference: Messrs. Böhme and Koelsch (Germany), Charles Badham, W. E. George, Keith R. Moore (Australia), Grant Cunningham (Canada), S. W. Fisher, Arthur J. Hall, E. H. Kettle, E. L. Middleton (Great Britain), Loriga (Italy), W. R. H. Kranenburg (Netherlands), A. B. du Toit, A. E. Girdwood, L. C. Irvine, Spencer, Lister, A. Mavrogordato, A. M. Moll, A. J. Orenstein, Hans Pirow, F. G. A. Roberts, W. Steuart (Union of South Africa), L. U. Gardner and A. E. Russell (United States of America).

It will be observed that the United States, in accordance with their policy of participation in the humanitarian work of the Office, were also represented at the Conference by two delegates.

The proceedings were opened by Mr. Sampson, Minister of Posts and Telegraphs, at a public sitting held in the Selborne Hall, Johannesburg, on 13 August, 1930. Mr. Sampson dwelt on the importance of the problem of silicosis and the enormous expense involved in medical care and compensation, for which purposes an average of £1,000,000 a year is spent by the mining industry of the Rand ; he outlined the work done in South Africa to combat this disease, and stressed the great value of the international collaboration of which this Conference was the first manifestation.

The Conference appointed as its chairman Dr. Irvine, President of the Miners' Phthisis Bureau, and Sir Spencer Lister, Director of the South African Institute of Medical Research, and Dr. Albert Russell, of the United States, as vice-chairmen.

The Conference also appointed an Executive Committee, consisting of the chairman and vice-chairmen, and of Drs. Moote, Böhme, Kranenburg and Orenstein.

For the main part the sittings were devoted to discussions of each of the three groups of problems submitted to the Conference: prevention, medical aspects and compensation.

The following were appointed as rapporteurs:—

Prevention: Dr. Loriga (Italy); Dr. Badham (Australia); Mr. Roberts (South Africa).

Medical aspects: Dr. Middleton (Great Britain); Dr. Gardner (United States); Dr. Orenstein (South Africa).

Prognosis, compensation and after-cure: Dr. Cunningham (Canada); Professor Hall (Great Britain); Dr. Koelsch (Germany).

The reports drawn up were discussed at great length by the Conference and amended in some respects before final adoption. General agreement was secured to a very satisfactory extent on all the various headings discussed. In each case the report closes with a number of recommendations upon which the Governing Body of the International Labour Office will be requested to take decisions.

These recommendations are classified in four groups:

- (a) Recommendations laying down the general principles to be followed in the matter of prevention, compensation and after-care ;
- (b) Recommendations concerning researches with a view to securing uniformity of terminology and of radiological technique ;
- (c) Recommendations urging the absolute necessity of pursuing scientific researches ;
- (d) Recommendations suggesting collection of further information concerning the incidence and development of the disease and the study of methods of rehabilitation.

Finally, the Conference requested the International Labour Office to publish periodically a bibliography on the subject of silicosis.

The Conference was in certain respects an experiment. Apart from the valuable conclusions it reached on the subject under discussion, it has proved to be a useful first experience in collaboration between the Office and the scientific world. It is to be hoped that the precedent thus established will be followed in a more and more fruitful manner as the work of co-ordination of researches recommended by the experts proceeds.

Monthly Summary of the International Labour Organisation

1930. No. 10

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It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

On 31 October, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 408.

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 29.

It is to be noted that Latvia, which in 1926 had conditionally ratified the Convention concerning Unemployment Indemnity for Seamen in Case of Loss or Foundering of the Ship, has forwarded to the Secretary-General of the League of Nations a fresh instrument of ratification in which the reservation attached to the 1926 Act of Ratification no longer figures. The Convention now therefore applies to Latvia unconditionally.

THE FIFTIETH SESSION OF THE GOVERNING BODY.

At the invitation of the Belgian Government, the Governing Body of the International Labour Office held its Fiftieth Session in Brussels from 7 to 12 October, 1930.

Mr. Heyman, Belgian Minister of Labour, opening the Session, welcomed the members of the Governing Body, and dwelt upon the constant support which his country had given to the Organisation. "Belgium," he said, "regards the adoption of International Labour Conventions, subsequently ratified and observed by those States which have

adhered to them, as a sure pledge of success in the progressive improvement of the position of the workers. It has always sent complete delegations to the International Labour Conference, delegations to which it has endeavoured to give not only a real understanding of the constitution and rules which govern the working of the Organisation, but also as equitable a representation of the various interests involved as possible, together with the technical qualifications required by the special questions under discussion. It has been able to vote in favour of a very large majority of the Conventions and Recommendations adopted in the last eleven years, and has proved that the affirmative votes of its delegates were not empty formalities, since Belgium stands third in the list of States members for the number of ratified Conventions. Only three days ago an Act ratifying the Washington Unemployment Convention was published in the *Moniteur Belge*. This brings the number of Conventions which Belgium has ratified up to twenty, including the Convention concerning the eight-hour day in industry."

Mr. Heyman went on to say how greatly Belgium had appreciated the honour which the International Labour Conference had done it by electing Mr. Ernest Mahaim as President of its 1930 Session. In conclusion, he expressed the hope that the Governing Body's discussions at Brussels would be fruitful, and would represent another step towards the realisation of the aims of the International Labour Organisation.

Mr. Arthur Fontaine, Chairman of the Governing Body, thanked the Belgian Government for its invitation. He paid a tribute to the admirable work which Belgium had accomplished in all spheres during the first century of its national existence. He referred in particular to its contribution to the work of the International Labour Organisation.

"The Belgian Government," he said, "which in 1919 was represented by Mr. Vandervelde, one of the most influential members of the Commission on International Labour Legislation, has not ceased since that time to co-operate actively through all its successive governments with the International Labour Office. Belgium has ratified and applied a large number of International Labour Conventions; she follows methodically and continuously the work of ratification, and she takes up a clear and positive attitude towards all proposals in course of

elaboration. Belgium was also the first of the great industrial countries to ratify the Washington Hours Convention. She did so unconditionally and without reservation, and has applied it loyally. The Hours Convention takes such an important place, morally and socially, in the work of the Organisation as a whole that the value of the example which Belgium has given to other nations can hardly be over-estimated."

Mr. Fontaine went on to speak in appreciative terms of the Belgian representatives who had taken an especially important part in the work of the Organisation, Mr. Mahaim, Mr. Armand, Mr. Julin, Mr. Mertens, Mr. Gérard, Mr. Lecocq. He paid a tribute to the memory of Mr. Jules Carlier, formerly Employers' Vice-Chairman of the Governing Body, whose death had recently occurred.

Mr. Poulton, on behalf of the Workers' Group, and Mr. Lambert-Ribot, on behalf of the Employers' Group, associated themselves with what the Chairman had said.

Mr. Albert Thomas, Director of the International Labour Office, also expressed his gratitude to the Belgian Government, which had done everything possible to enable the Governing Body to do its work at Brussels under the most satisfactory conditions.

"More than ever," he said, "we stand in need of fruitful discussions. Mr. Paul Hymans, Belgian Minister of Foreign Affairs, and myself have just been passing through some weeks of very difficult work in Geneva. At the Assembly of the League of Nations we found the atmosphere somewhat charged, owing to weighty electoral movements, ministerial crises and even, in some distant countries, revolutions. This Assembly met with unusual difficulties; nevertheless, it accomplished its task, faithful to the Geneva spirit which enjoins that no visit shall end without some result, even if that result may seem to be limited or precarious. Our own tasks are in comparison modest and little known; yet we cannot fail to be concerned and anxious when we see the assembled nations themselves preoccupied and worried, and it is this anxiety, during the last few weeks in Geneva, which brought us to consider our own position and to scrutinise our own activities under the searchlight of the great events which were taking place at our side. This examination, justified or not, has strengthened our hopes. As we examined economic difficulties, as we became aware of the prejudices, hesitations and apprehensions which impeded the setting up of a new economic organisation designed to secure positive economic co-operation between the nations, we felt that perhaps the main object of the Organisation, that of securing good living and working conditions for workers, coupled with the menace of unemployment affecting 12 or 15 million workers throughout the world, ought to act as a stimulus and be the necessary driving power to intensify the work of the League of Nations. Similarly, as we discovered, under the gloss of diplomatic language, the conflicts still prevailing among national sentiments, we felt that the task of social justice undertaken within our Organisation by the Governing Body and the Conference might prove an unequalled opportunity for conciliation and universal peace. The keynote of our charter is universal peace, achieved through social justice. The more, therefore, the ideal of social justice lives in the hearts of men, the more it will stir the masses and the more we shall be certain of helping to achieve universal peace.

"This, then, is the task which circumstances dictate to us, a duty which becomes more and

more imperative. To fulfil it, we must feel around us wherever we are and in every country an ardent and steady desire for social justice."

It is in this spirit that the Director of the International Labour Office paid a tribute to the Belgian representatives who had made so great a contribution towards the work of the organisation.

"In conclusion," he added, "I may be permitted to dwell upon the great spiritual and moral support which has been given to us by the Belgian working class of every sect, among which I spent much time in my youth, and which has been distinguished by so many great men, great fighters, and great workers. Since we have altogether collaborated in this task, you will perhaps be grateful to me if I recall here the memory of a man with whom we worked enthusiastically, and whose name is especially linked with the Hours Convention: I refer to the late Joseph Wauters, lamented by the whole working class of Belgium? In this spirit we greet to-day industrial and working Belgium, a country which, although it is small on the map, is great by its loyalty, its courage, its impatience under the yoke, by its feeling for social justice and its will to achieve universal peace."

When the roll-call of members of the Governing Body was taken, the Chairman stated that it had given him especial satisfaction to hear an affirmative reply from Mr. Cantilo (Argentine Republic). The collaboration of the countries of South America, and especially the Argentine Republic, was necessary in order to ensure proper balance in the discussions of the International Labour Organisation. The whole Governing Body would warmly welcome the return of Mr. Cantilo.

Mr. Cantilo thanked the Chairman, and said that, whether absent or present, Argentina had never ceased to follow with interest the work of the International Labour Organisation.

We may note in this connection that the Argentine Republic has never ceased to be a member of the International Labour Organisation, even after it had left the League of Nations. In 1928, as in former years, a complete delegation from Argentina attended the Labour Conference, and it was in fact the leader of that delegation, Dr. Saavedra Lamas, who was elected President of the Session. In the same year the Argentine Republic was re-elected as a member of the Governing Body of the Office, to which she had been previously elected in 1922 and in 1925, and when she was considered as representing, in a sense, the whole of South America. Only after the change of Government had occurred in 1928, through the election of Mr. Irigoyen as President of the Republic, did the Argentine delegates no longer appear at the Sessions of the Governing Body. At the 1929 Session of the Conference similarly there was no delegation. Nevertheless, it will be recalled that the Conference received a communication from the Argentine workers through the workers' delegates from Chile, in which they expressed their great sympathy for the work of the Organisation and their keen desire once again to take part in it.

In addition, the Office has never ceased to despatch to the Argentine Government, which it still considered as a member of the Organisation, every summons and official document despatched to the States members. The Office had also given every assistance in its power to the Commission on Social Legislation set up in Argentina in order to draw up a draft Labour Code. It will thus be seen that the bonds now reaffirmed were never completely severed.

At the Governing Body, Mr. Jouhaux, in the name of the workers' group, associated himself with the words of the Chairman, and recalled that at the Session held in June last the workers' group had unanimously decided to make an appeal to the workers' organisations in Argentina in order to maintain contact. This appeal had now found a satisfactory answer.

The Governing Body then turned to the questions inscribed upon its agenda.

The first matter considered was that of the steps to be taken in order to give effect to the decision of the International Labour Conference concerning the inscription upon its 1931 agenda of the question of hours of work in coal mines.

By 16 votes against 5 the Governing Body adopted a Resolution declaring it to belong to the Conference itself to decide whether the question should be discussed once or twice. Nevertheless, as it is necessary to give the Conference the means of following either alternative, and since also the single discussion alternative appears the more likely of adoption, in view of the discussion which has already taken place at the 1930 Session, the Governing Body agreed that a draft questionnaire prepared by the International Labour Office should be despatched to the Governments, and instructed the Office to draw up for submission to the Conference, in case the latter decided to have one discussion only, a Blue Report containing one or more proposed draft Conventions drawn up on the basis of the replies of the Governments.

The Governing Body adopted a further Resolution, without prejudice to the question of whether there was to be a single discussion or a double discussion, or whether or not a separate Convention on hours of work in lignite mines was to be drawn up, in which it requested the Director of the Office to complete in due course the information given in the report on lignite.

The Governing Body went on to discuss what questions might be placed on the agenda of the 1932 Session of the Conference.

It had before it a report drawn up by the Office on the law and practice regarding fee-charging employment agencies, and it decided to place the question of the abolition of such agencies on the agenda of the 1932 Session.

The Governing Body also provisionally selected the question of insurance against invalidity, old age and death, the question of holidays with pay, and the question of unemployment insurance. The Office will prepare a statement on the law and practice as regards each of these questions for submission to the Governing Body at its January Session. In accordance with the Standing Orders, the Governing Body will, when it has these statements before it, decide at its January Session which of these questions are to be placed on the agenda of the 1932 Conference.

The Governing Body discussed the organisation of the Preparatory Technical Conference on Maritime Questions, which it had been decided to hold in 1931.

It decided that the Conference should take place in October of that year. It will include all countries whose seagoing vessels, not including vessels of under 100 tons, represent a total gross registered tonnage of over 250,000 tons. The twenty-one States in question, in order of tonnage, are as follows: Great Britain, Japan, Germany, Norway, France, Italy, the Netherlands, Sweden, Greece, Spain, Denmark, Canada, Brazil, Belgium, Australia, Argentina, China, Finland, Yugoslavia, Portugal and India. Each State will be asked to send one Government representative, one employers' repre-

sentative and one workers' representative. The representatives may be accompanied by technical advisers. The Governing Body will be represented at the Conference by three members, one from each group. Any shipowners' and seamen's representatives on the Joint Maritime Commission who are not sent as members of their national delegations will be invited to attend the Conference but will not have the right to vote.

The Governing Body discussed the effect to be given to the resolutions adopted by the International Labour Conference last June.

Two of the resolutions are closely connected with the question of hours of work in coal mines. They will be brought to the notice of Governments in connection with the preparation of the next Session of the Conference, which will reconsider the whole problem.

The Governing Body decided to forward to the competent authorities of the League of Nations, and also to draw the attention of Governments, to a resolution by which the Conference expressed the conviction that, irrespective of the work of the International Labour Organisation for unifying working conditions in coal mines, an economic agreement should be concluded as soon as possible between the coal-producing countries.

In accordance with the resolution of the Conference concerning the preparation of children and young persons for a fully developed life, the Governing Body authorised the International Labour Office to make a preliminary study of the general tendencies of the movement for workers' education.

Another resolution of the Conference suggested that agreements should be concluded between the Governments of the principal industrial countries regarding the annual reports of their factory inspectors. The countries in question would agree to instruct their factory inspectors to pay special attention in the ordinary course of their duties to one or two special questions with which they would deal in greater detail in their yearly reports. The International Labour Office would then co-ordinate and publish the information thus obtained. The Governing Body decided to forward this resolution to Governments and to draw their attention to the advantages of the proposed procedure.

The Governing Body then considered a resolution of the Conference concerning the question of freedom of association. The Governing Body instructed the Office to make a study of the problem of freedom of association, on the understanding that it would be desirable to undertake its regulation by successive stages, such as the guarantee of the actual principle of freedom of association, the organisation and recognition of trade unions, the legal nature of their functions as regards labour questions, and so on. The Office will submit the conclusions of its studies to the Governing Body at its Session of April, 1931, so that the Governing Body may be in a position to decide which of the questions studied by the Office could be placed on the agenda of a future Session of the International Labour Conference.

The Governing Body then proceeded to discuss those decisions of the Assembly of the League of Nations which concern the International Labour Organisation.

It took note of the resolution of the Assembly which recommended that in connection with the enquiry of the Economic and Financial Organisation into world economic depression, account should be taken of the results of the enquiry conducted by the International Labour Office into unemployment, and that in general there should be constant collaboration between the various organisations of the

League of Nations and the Office on questions falling within their respective competence. The Director stated in this connection that the International Labour Office, in the future as in the past, would do everything in its power to make such collaboration as close and active as possible.

The Governing Body adopted by 17 votes against 2 the report of its Finance Committee on various financial questions. As regards administrative and financial decisions taken by the Eleventh Assembly of the League of Nations and affecting the work of the Organisation, the Governing Body authorised its Finance Committee to take in its name the decisions called for.

The task of the Finance Committee will consist in adapting the principles of administrative reform approved by the Assembly to the particular constitution of the Office.

Mr. Jouhaux, French workers' delegate, protested in this connection against one of the provisions of the new statutes adopted by the Assembly, according to which international officials are strictly forbidden from offering their candidature within their own country for political preferment. He asked the Governing Body to examine the possibility of preserving the present regime under which officials of the Office may offer themselves for political posts in their own countries, provided that they have secured permission from the Director and have been placed on the vacation list.

After a brief discussion the Governing Body decided to adjourn to its January Session the examination of this question.

The Governing Body referred to its Standing Orders Committee a preliminary report drawn up by the International Labour Office on the question of establishing general regulations for the composition and working of committees and commissions set up by the Governing Body.

It then considered various proposals concerning the procedure for the examination of the yearly reports which, in accordance with Article 408 of the Treaty of Versailles, are submitted by the States on the application of Conventions which they have ratified. In adopting certain practical provisions on this subject, the Governing Body had, as its main aim, that of obtaining from the Governments a greater degree of clarity and of comparability in the reports submitted by them, even in those cases where, as a result of a federal Constitution, Conventions are regarded as Recommendations.

The Governing Body then considered a report submitted on the Silicosis Conference held at Johannesburg, South Africa, between 13 and 27 August, 1930. This Conference, summoned by the International Labour Office in collaboration with the Transvaal Chamber of Mines, gathered together experts from eight countries particularly interested in the struggle against the grave professional disease known as silicosis. It was the first Conference held outside Europe under the auspices of one of the institutions of the League of Nations. The United States participated in its work.

The Governing Body decided to transmit the record of the Johannesburg Conference to the Governments, drawing their attention to the general recommendations formulated by the experts, dealing with prevention work, compensation and post-medical assistance.

The Governing Body also approved of the suggestions made by the Office concerning the effect to be given to those among the experts' recommendations which concern the organisation and the co-ordination of proposed scientific research; and it expressed

its gratitude to the Transvaal Chamber of Mines and to the South African Government for their collaboration in the work of this Conference.

The Governing Body then examined a proposal made by Mr. Schürch, Swiss workers' delegate, requesting a thorough enquiry to be made of the best methods for the reduction of unemployment from which such a great number of workers are suffering at the moment.

The Swiss workers' delegate's proposal was supported by a number of speakers from all three groups.

In the first place it met with the approval of Mr. Lawson, British Government delegate, who outlined the world character of the evil of unemployment, and stigmatised it as an affliction from which no modern community can hope to remain entirely free. Twelve months ago there was hardly any unemployment in the United States; to-day that country is grievously smitten. The present crisis is world-wide, and no country can afford to ignore it; for as soon as one country begins to suffer from unemployment its purchasing power begins to drop; neighbouring countries find their former outlet for goods thereby diminished and they in turn are affected. Thus, the vicious circle spreads from one country to another, and Mr. Lawson insisted in the first place on the urgent necessity of studying the methods adopted in the various countries to draw up unemployment statistics. In Germany and in Great Britain all unemployed workers are registered, and the figures supplied are accordingly correct indices; but as regards various other countries the methods are different and the results consequently not comparable. It is urgent that the International Labour Office should indicate uniform methods of computation and classification, distinguishing between fully unemployed, temporarily stopped, etc. In this way, some means of distinguishing the causes of unemployment would at once become available.

In this connection Mr. Lawson uttered a warning against the errors which might arise in public opinion from the gross totals supplied by statistics. In Great Britain, for example, it is stated that for the last three months there have been two million unemployed; but this does not mean that two million workers remained workless for that period. It is highly likely that more than half of those unemployed did actually perform some work during the last six weeks of the period. For a large proportion of those unemployed were "temporarily unemployed." It may be said that in Great Britain, considering unemployment over a whole year, 5 per cent. of the workers have been totally unemployed, the remainder only temporarily.

Mr. Weigert, German Government delegate, also welcomed the fact that this problem had come before the Governing Body. Germany is one of the States most severely hit at the present moment by unemployment, on account not only of world economic causes, but of national difficulties and of the special burdens which the Reich has to carry. Out of 20 million workers in Germany three million are unemployed, and of these at least 2½ million are regularly in receipt of unemployment insurance benefit. Nor do these figures include the families of the unemployed. At the present moment on account of unemployment a yearly total of some 2,200 million marks are spent. Experience has shown that unemployment cannot be checked nationally, and that the only successful cure must come through practical international co-operation.

Mr. Labriola, Italian Government delegate, also supported the Schürch resolution.

Mr. Riddell, the representative of the Canadian Government, dwelt especially on the world-wide character of the study which was to be undertaken. Unemployment, he said, is not a misfortune peculiar to Europe, and it is important that the position in distant countries should not be lost sight of. Mr. Riddell also requested that the Office should not impinge upon the work of an economic character carried on by the League of Nations.

Sir Atul Chatterjee, representing the Indian Government, was also concerned with the questions of competence which were raised by Mr. Schürch's proposal. Nevertheless, he was cordially in agreement with the aim of that proposal. He expressed the hope that in the new and greater efforts now to be undertaken by the Economic Organisation of the League of Nations, the International Labour Organisation would be able to render valuable assistance in the solving of a problem equally important for all countries in the world.

All the members of the Workers' Group on the Governing Body, Messrs. Jouhaux, Mertens, Simpson, Poulton, etc., supported their Swiss colleague, and stressed the urgency of concerted and co-ordinated action.

On the Employers' side, Mr. Gérard expressed himself in agreement with the proposal provided it was limited to its strictly social aspect. As regards economic aspects, it would in his opinion be necessary to establish some co-ordination with the work of the League of Nations.

Mr. Olivetti warmly supported Mr. Schürch's proposal. He was of opinion that for a study of unemployment the International Labour Office is in a far more favourable position than a strictly official organisation, on account of the representation of workers' and employers' organisations within its sphere of activity.

Mr. Forbes-Watson declared that he also welcomed the proposal before the Governing Body. He stressed its particular importance as regards Great Britain. Unemployment is, in its essentials, an international problem, but it does bring about national repercussions. Thus those countries are most grievously affected by unemployment in which the standard of living is the highest.

Finally, Mr. Albert Thomas summarised the debate. He pointed out, first of all, that the proposal before the Governing Body did not involve the breaking of fresh ground for the Office. For the last ten years the Office has been concerned with unemployment and has done useful work in that field. As early as 1919 a Convention was adopted dealing with unemployment data to be communicated to the Office, and with the desirability of setting up systems of free employment agencies. There has been a Recommendation in favour of the creation of systems of unemployment insurance. When the Office began its work two countries only had set up national systems of unemployment insurance; a few others had voluntary assistance. To-day ten States have organised compulsory insurance and 43 million workers throughout the world benefit thereby. Turning to the scientific aspect, he went on to say that there have been a whole series of studies published by the Office, besides the regular publication of statistics, a *Bibliography of Unemployment*, etc. There were the two general reports presented to the International Labour Conference in 1922 and 1929, each of which led to the adoption of various resolutions. It appears, therefore, clearly that the Office has not waited until the present moment to tackle the problem of unemployment.

Having dealt with the past work of the Office, the Director was careful to forestall a misconception of

an opposite nature which might perhaps arise in certain quarters, especially among workers, as a result of the present Governing Body debate. It must not be thought that, by the mere fact that the International Labour Office is to undertake a new study, an international solution to the problem of unemployment would be found within a few weeks. At a time when great nations confessed themselves baffled by the problem, and a few days after President Hoover's declaration, it would be foolish to reckon on an immediate solution. Nevertheless, the debate to which the Schürch resolution had given rise had been exceedingly valuable, for it would show to public opinion and the Governments what the Office has done and what it may do in the future. There are many spheres where the Office might be useful, but where the opportunities it offers are not fully made use of. This is probably the case for the various technical studies and data published concerning the experience of various countries, and for a whole mass of statistical results. In this connection Mr. Albert Thomas mentioned that the Office will shortly publish a volume dealing with the large-scale public works undertaken in various countries to combat unemployment. Obviously this is only one aspect of the problem, but such attempts have their value. In this way the International Labour Office could usefully contribute its resources to combat social evils, to discover the truth, to dissipate misconceptions and to investigate new theories. The Director concluded by outlining a practical plan of attack for the studies proposed by the resolution.

The Governing Body then decided that the special study requested by Mr. Schürch should be proceeded with, and instructed its Unemployment Committee to draw up a plan of work. It also decided that the Unemployment Committee should be increased from three members (one for each group) to twelve (four for each group), and that it should be authorised to consult experts.

Finally, the Governing Body examined the Report of the Director on the activities of the Office during recent months. This Report showed, among other things, that since the last Session of the Governing Body eighteen new ratifications of International Labour Conventions had been registered, bringing the total number up to 408.

In this connection, replying to Mr. Poulton, British Workers' Delegate, Mr. Lawson, representing the British Government, declared that his Government, in spite of various difficulties which had arisen, was still determined to give effect within the shortest possible period of time to its intention, announced as soon as it came into power, of taking all necessary measures for the ratification of the Washington Convention concerning the eight-hour day in industry.

The Governing Body noted the consultative opinion of the Permanent Court of International Justice, dated 26 August, 1930, on the question whether the Free City of Dantzic could become a member of the International Labour Organisation. The representative of the Polish Government declared that his Government would consider with the greatest goodwill any methods by which the population of the Free City of Dantzic might benefit from the work of the Organisation, and that every effort would be made, in agreement with the Free City, to arrive at a practical solution answering the legitimate demands of all the interested parties.

The Governing Body, having taken note of this declaration, instructed the Director to inform the Free City of Dantzic, through the intermediary of Poland, of the consultative opinion of The Hague

Court, and expressed the hope that the efforts made in order to arrive at a solution would be successful.

It was decided that the Fifteenth Session of the International Labour Conference should open on Thursday, 28 May, 1931.

The Governing Body devoted the whole day of 9 October to a visit of the town of Liège. On 12 October it held its closing sitting in the town hall of Antwerp, where the burgomaster, in his welcoming speech, expressed himself full of faith in the work of the International Labour Office. The chairman and various members, speaking on behalf of each of the three groups, expressed their warm gratitude to the Belgian Government for the magnificent welcome which they had all received in Belgium.

The Fifty-first Session of the Governing Body will open in Geneva on 21 January, 1931.

CONDITIONS OF WORK ON EUROPEAN INTERNATIONAL WATERWAYS.

The Committee of Experts on conditions of work on European international waterways sat for the first time from 29 September to 1 October.

This Committee was set up by the Governing Body of the International Labour Office at the suggestion of the Joint Committee on Inland Navigation, which includes representatives of the Governing Body of the International Labour Office and of the Communications and Transit Organisation of the League of Nations. Its object is to point out, among the questions affecting labour on the main European river systems, those which might be suitable for international regulation, and in certain cases, in the absence of regulation, to point out problems which arise out of conflicting laws and for which a solution should be found. Owing to the nomadic life of men employed on inland navigation, which causes them to travel through lands subject to several different jurisdictions, and leads them to be taken on on foreign ships, it is obvious that the application of laws relating to labour on waterways meets with exceptional difficulties. The Committee of Experts has been set up with a view to overcoming these difficulties.

The following were present at the first session :—

On behalf of the Governing Body of the International Office: Messrs. Cort van der Linden, Schreiber and Rudolph; as independent experts: Messrs. Botez (Bucarest), Houpeurt (Paris), Kohopka (Warsaw), Sitzler (Berlin), Westhoff (The Hague). The International Communications and Transit Organisation was represented by Messrs. Hostie and Chargeraud-Hartmann.

The Committee appointed Mr. Hostie as Chairman.

After having taken note of the documentation submitted to them by the International Labour Office, and after an extensive exchange of views, the Experts decided to study the question of hours of work, considering in the first place the minimum rest period, especially rest at night, of workers engaged in inland navigation. They also decided to study problems of social insurance (sickness, accident, old age and invalidity) from the point of view of solving questions arising out of conflicting laws, and from the point of view of mutual assistance between the various administrations concerned. They asked the International Labour Office to request the Governments of the European countries concerned for detailed information on these questions.

DEPUTY-DIRECTOR'S MISSION TO CANADA AND UNITED STATES.

Mr. H. B. Butler, the Deputy-Director of the International Labour Office, sailed on 17 October to visit Canada and the United States.

In Canada he is not only proposing to renew contact with the Federal Government, who have warmly welcomed his visit, but after short stays in Montreal and Toronto, two of the great industrial centres of Eastern Canada, he will continue his tour into the Western Provinces, visiting Winnipeg, Edmonton, and Regina. The value of a visit of this kind was amply proved by the one which Mr. Butler paid to South Africa two years ago.

Mr. Butler will then pay a short unofficial visit to the United States. It will be remembered that he published in 1926 an interesting report on industrial relations in the United States. One of the objects of his present visit will be to study recent developments in this field, particularly in the light of present economic conditions.

FORTHCOMING MEETINGS.

- 4 December.—Geneva: Committee on Cost-of-Living and Wage Statistics.
- 5 December.—Geneva: Standing Orders Committee of the Governing Body.
- 8 December.—Geneva: Meeting of Members and Experts of the Mixed Consultative Agriculture Committee.
- 11 December.—Geneva: Meeting of Members of the Correspondence Committee on Accident Prevention.
- 21 January, 1931.—Geneva: Fifty-first Session of the Governing Body.

Monthly Summary of the International Labour Organisation

1930. No. II

NOVEMBER

This Summary is published on the responsibility of the International Labour Office, to which all observations or requests for information as to its contents should be addressed.

It is published for general information, and is not an official record.

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THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 30 November, 1930, the total number of ratifications of International Labour Conventions registered with the Secretary-General of the League of Nations and officially notified to the International Labour Office was 414.

At the same date the number of Conventions of which ratification had been authorised by the competent authority in the countries concerned, but had not yet been registered with the Secretary-General of the League of Nations, was 23.

Six new ratifications have been registered during the month of November 1930.

Bulgaria ratified the Convention concerning sickness insurance for workers in industry and commerce and domestic servants, and the Convention concerning sickness insurance for agricultural workers adopted by the International Labour Conference at its Tenth Session (Geneva, 1927).

Rumania ratified the Convention concerning unemployment indemnity in case of loss or foundering of the ship, and the Convention concerning facilities for finding employment for seamen, adopted by the International Labour Conference at its Second Session (Genoa, 1920), the Convention concerning the age for admission of children to employment in agriculture, and the Convention concerning the rights of association and combination of agricultural workers, adopted by the International Labour Conference at its Third Session (Geneva, 1921).

A new State has been added to the chart which the International Labour Office publishes each month on the progress of ratifications of Conventions. This State is the Republic of Colombia.

Hitherto, Colombia, though it took part

in the Sessions of the International Labour Conference, had not communicated any official information to the Office on the measures taken following the adoption of Conventions. The position is now no longer the same, for the Colombian Government has asked the National Congress to ratify all the International Labour Conventions adopted from 1919 to 1928 inclusive.

This official act may be regarded as a new example of the interest which the Latin-American countries have in the International Labour Organisation, and of their desire to co-operate more closely and more actively in its work.

HOURS OF WORK IN COAL MINES.

In view of the forthcoming Session of the International Labour Conference, the International Labour Office has recently sent to the Governments of the States Members of the Organisation a Questionnaire inviting their opinion on the desirability of adopting special international regulations on hours of work in coal mines and the conditions for such regulations.

It will be remembered that, in pursuance of a resolution of the Tenth Assembly of the League of Nations, the International Labour Conference studied the coal problem last June and prepared a Draft Convention for the immediate reduction of hours of work in coal mines to 7½ hours per day. After having been first of all approved by 75 votes to 33, the Draft obtained only 70 votes to 40 in the final voting, and was therefore lost because the necessary two-thirds majority was not obtained. Immediately after, the Conference decided by 105 votes to 22, to place the question of the hours of work in coal mines on the Agenda of the 1931 Session.

The International Labour Office is now consulting the Governments with a view to undertaking this fresh examination. On the basis of the replies received it will prepare a report containing one or more Draft Conventions to be submitted to the Conference. The latter will have to decide whether the problem is to be dealt with in a single or double discussion. In any case, it will be possible for the Conference at this Session to adopt a Convention if it so desires.

The Questionnaire sent to the Governments contains twenty-two questions, which completely cover the problem in all its aspects: the principle of special international regulations for hours of work in coal mines, the scope as regards mines and workers, the maximum hours of work, work on Sundays and holidays, possible exceptions, consultation of the organisations concerned, measures for application and supervision, and date of coming into force.

As regards the question of the length of time during which any worker may be employed underground the Governments are requested to state whether they are in agreement with the view that this period should be identical with that during which they are present in the mine and whether in that case they accept the following definition of that point of view:

"The term 'time spent in the mine' shall signify:

- (1) if access to the mine is through shafts: the period between the moment when a worker enters the cage to descend and the moment when he leaves it on the completion of the ascent;
- (2) if access to the mine is by an adit: the period between the moment when the worker arrives at the entrance to the adit and that when he returns to the surface."

In the case of the regulations extending to workers employed on the surface, the Questionnaire asks in what way the hours of work of such persons should be regulated.

With regard to the hours of work of underground miners the Governments are invited to state whether they are in favour of 7, 7½, 7¾, or 8 hours.

They are also requested to state whether they propose different limitations in the case of lignite mines.

In the case where the regulations should include workers employed on the surface what daily limit should be provided for such workers?

Are the Governments of opinion that the regulations should also lay down the weekly limit of hours of work? If so, is it their view that the weekly limit should be equal to six times the daily limit or should it be less than this figure?

Other questions follow, concerning collective methods of calculation of the hours of attendance in the mine.

AGE OF ADMISSION OF CHILDREN TO NON-INDUSTRIAL EMPLOYMENT.

Among the questions inscribed on the agenda of the forthcoming Session of the International Labour Conference, which will open in Geneva on 28 May, 1931, is that of the age of admission of children to non-

industrial employment. In preparation for the first discussion of this problem by the Conference, the International Labour Office, in conformity with the usual procedure, has lately despatched a "Grey Report" to all the Governments of the States Members.

This Report recalls that the protection of children against the dangers inherent in premature and exhausting labour has been a concern of the authorities of industrial countries since many years. Child labour was indeed one of the first evils brought about by industrialisation, and one against which energetic measures have been taken since the earliest days. The International Labour Organisation has been entrusted by the Treaty of Peace itself with the task of protecting children and young persons, together with women, and Article 427 of that Treaty lays down as one of the principles "which appear to be of special and urgent importance:"

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

Accordingly, at its First Session, held in Washington in 1919, the International Labour Conference adopted a Draft Convention on the minimum age of admission of children to industrial employment, the limit being fixed at fourteen years. It was stated on this occasion that "the Conference shall subsequently vote upon the limitation of the age of admission to agricultural commercial, and other employment."

Effect was given to this decision by the Genoa Conference of 1920 at which a second Convention was adopted limiting, also to fourteen years, the age of admission of children to maritime employment.

A third Convention, adopted by the Conference at Geneva in 1921, prohibits the employment of children of less than fourteen years in agricultural labour during the time set aside for school attendance.

A fourth Convention adopted the same year prohibits the employment as trimmers and stokers on board ship of young persons of less than eighteen years.

These Conventions have been ratified up-to-date by 18, 22, 13, and 23 States respectively. These figures bear witness both to the interest which States devote to the protection of child labour and to the wisdom of the provisions laid down by these Conventions.

Nevertheless, a considerable gap still remains for no provision has been made concerning the age of admission of children to non-industrial employment, some forms of which are liable to involve considerable dangers. It is this gap which the Governing Body of the International Labour Office was desirous of filling, when it inserted the question on the agenda of the forthcoming Session of the International Labour Conference.

Among the occupations which it seems desirable that the term "non-industrial employment" should cover the Grey Report instances the following:—

- (a) Commercial establishments ;
- (b) Offices of all descriptions ;
- (c) Establishments in which hygiene and the care of sick persons is undertaken, including bathing establishments and doctors' and dentists' consulting rooms, etc. ;
- (d) Ambulant occupations, such as street trading, peddling, etc. ;
- (e) Amusement and public entertainment undertakings, including fairs.

The International Labour Office in its report deals first of all with the special aspects of the question of limiting the age of admission of children to labour in these kinds of employment. It describes the various measures taken by States Members of the Organisation and adduces certain comparative tables to support its views.

The report then gives a summary of the existing national legislation dealing with this subject. It closes with a group of conclusions underlining the chief points which appear suitable for inclusion in a Questionnaire, which might be addressed to the Governments if the Conference so decides, and if it inscribes the question on the agenda of a future Session with the object of arriving at a final decision. These conclusions indicate that after examining national legislation it appears possible to consider international regulations of the age of admission of children to non-industrial employment. They also indicate in what way such regulations might be based upon principles which have already been applied to industrial, maritime and agricultural employment, that is to say: the imposition of a minimum age of fourteen years for general employment; exceptions in the case of certain employment involving little danger to the health of children, but with guarantees in the matter of school attendance; and the imposition of a higher minimum age for particularly dangerous work.

THE WASHINGTON CONVENTION ON THE NIGHT WORK OF WOMEN IN INDUSTRY.

In accordance with the decision of the Governing Body taken at its Forty-ninth Session (Geneva, June 1930), the Director of the International Labour Office has requested the Governments of all States Members of the Organisation to let him have their views on the possible revision of the Washington Convention concerning employment of women during the night in industry.

It will be remembered that of the eight Conventions which were adopted by the International Labour Conference at Washington in 1919 and at Genoa in 1920, and which came into force in 1921 the Governing Body considered revision only in the case of the Convention prohibiting the employment of women during the night in industrial undertakings. The request for revision came from the Belgian and British Governments, which had ratified the Convention, and from the Swedish Government, which had not as yet ratified it. None of these Governments, however, questioned the general principle of the Convention, and changes have up to now been suggested only in respect of two well-defined points. These two points are as follows:—

(1) The question of the distinction to be made between working women and women employed in a supervisory capacity. (The text of the Convention as it stands prohibits the night work of "women" in industry without providing for any exception in favour of women in a managerial or supervisory post. The British Government has raised the case of women having supervisory posts in power stations.)

(2) The question of the beginning and end of the period during which the employment of women is prohibited. (The Convention as it stands defines "night" as being a period of at least eleven consecutive hours, including the interval between 10 o'clock in the evening and 5 o'clock in the morning. The Belgian and Swedish Governments, while prepared to maintain the period of night rest of eleven consecutive hours, would like more latitude as to the hours during which the night work of women is categorically prohibited.)

When it has examined the replies of the Governments to the letter of the Director of the International Labour Office, the Governing Body will have to adopt the final report on the application of the Convention and to define exactly the question or questions to be entered upon the agenda of the next session of the International Labour Conference.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE.

1. INTERNATIONAL LABOUR REVIEW (Monthly) :

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9. DOCUMENTS OF THE INTERNATIONAL LABOUR CONFERENCE (Annual) :

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Note.—All the above publications are published in English and French. In addition those marked* are published in German. *Studies and Reports* (see under 10) are published in English and French and occasionally in German.

All prices quoted are post free. A full catalogue of the publications of the Office with a specimen copy of any publication will be sent free on demand. Address : INTERNATIONAL LABOUR OFFICE, GENEVA, SWITZERLAND, or the following :

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Monthly Summary of the International Labour Organisation

1930. No. 12

DECEMBER

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With this number is given a chart showing the situation with regard to the ratification and application of International Labour Conventions at the end of 1930.

ACTIVITY OF THE INTERNATIONAL LABOUR ORGANISATION DURING 1930.

GENERAL CHARACTERISTICS.

One of the main characteristics of the activity of the International Labour Organisation during 1930 has been the extension of the scope of its protective action to tens of millions of new workers. The two categories of workers now covered are those employed in commerce and offices on the one hand, and colonial workers on the other. For the first time, the International Labour Conference adopted this year Conventions which directly concerned these social classes, for whose benefit no international legislation had hitherto been enacted.

Admittedly the Draft Convention on forced or compulsory labour of natives in colonies did not win the absolutely unanimous support of the colonial powers, some of which found themselves unable to approve its terms when the final vote was taken. It should be added, nevertheless, that what they opposed were points of practical application, rather than the undisputed principle of the condemnation of forced labour. By now, some even of the countries that did not vote for the Convention have sought inspiration in its clauses for the regulation of compulsory labour in their colonies. In other words, the moral significance of the decision of the Conference on this point has been recognised without question.

The provisions concerning hours of work of salaried employees were adopted by sufficient majorities to justify the hope that

the States Members will ratify rapidly, and thereby secure for workers in commerce and offices the benefit of the eight-hour day, which so far had been established internationally only for workers in industry.

This extension of the scope of application of the great reform which is the eight-hour day cannot fail to have a favourable effect on the future of the question of hours of work at sea, which has already been before the Conference for first discussion in October, 1929, and which the Governing Body of the International Labour Office has decided to submit, before the final discussion takes place, to a Preparatory Technical Conference convened for October, 1931.

Another event that should do much to promote the general acceptance of the eight-hour day was the decision, taken by the Governing Body in June, 1930, not to revise the Washington Convention of 1919 on hours of work in industry. There can be no doubt that during the last few years the possibility of an imminent modification of this Convention has seriously hampered its ratification by certain countries. Now that this risk has been removed, it seems likely that the long-desired process of ratification will be hastened in several countries, including Great Britain and Germany, where Bills for that purpose are at present before Parliament. In Italy, moreover, the Government has manifested its intention of removing the condition it had imposed upon its ratification, according to which the latter would only become effective when Belgium, Germany, Great Britain, and Switzerland

had also ratified. As to France, it will be remembered that ratification comes into force automatically as soon as Germany and Great Britain have ratified. It is, therefore, not too much to hope that next year will not pass without a general ratification of the Eight-Hour Day Convention by the principal industrial countries.

Pending the completion of this task, which has been pursued without interruption for over ten years, the International Labour Organisation has, during the past year, devoted special attention to one difficult but important aspect of this question of hours of work. It is that of drafting special international regulations on hours of work in coal mines. In pursuance of a resolution of the Tenth Assembly of the League of Nations, this problem was first considered during January, 1930, by a Preparatory Technical Conference, composed of representatives of Governments, mineowners and miners from the nine principal coal-producing countries of Europe. On the recommendation of this Conference, it was then referred to the International Labour Conference at its ordinary general Session in June, the normal procedure in this case having been shortened at the suggestion of the Assembly of the League of Nations, owing to the gravity of the coal crisis in certain countries and to the urgency of providing a remedy through international agreements on conditions of employment in the mines, as a prelude to economic agreements. The work of the Conference in June terminated in the drafting of a Convention for an immediate reduction of the working day of miners to seven and three-quarter hours. This draft was adopted on the first voting in the plenary Session, but failed at the final vote to obtain the necessary two-thirds majority. Immediately afterwards, however, the Conference decided to place the question once more on its agenda for the 1931 Session.

Both this problem, which in the circumstances was confined to European coal-producing countries only, and that of forced labour, which concerned the colonial powers in particular, brought the International Labour Organisation face to face with a delicate question which the scheme for a European Federation had formally placed on the agenda of the Assembly of the League of Nations. This was the question of the procedure to be followed by the universal organisations of Geneva for the discussion and settlement of matters which, owing to geographical situation or to similarity or

community of particular national interests, concern only a limited number of States.

This question was frankly faced by the Director of the International Labour Office, Mr. Albert Thomas, in his annual report to the Conference, and the Conference itself discussed it at length. Future developments in this field will at all events not take the Organisation unawares.

It is clear that in its desire to keep abreast of new movements in the life of the nations there is nothing incompatible with the constant effort of the International Labour Organisation to widen the scope of its activities. From this point of view interesting events have taken place during the year.

The Argentine Republic, which, while remaining a Member of the Organisation, had for two years ceased to occupy the seat on the Governing Body to which it was entitled, resumed its place at the Session of the Governing Body held in Brussels in October last, and its representative took an active part in the discussions.

Colombia, which hitherto had taken no steps towards the ratification of International Labour Conventions, has this year, for the first time, submitted to its Parliament all the Conventions adopted by the International Labour Conference from 1919 to 1928.

For the first time, too, New Zealand sent a delegation to the Conference, and for the first time Mexico, which is not a Member of the Organisation, sent an observer—a practice followed by Turkey since 1927.

The appointment at Nankin of a national correspondent of the International Labour Office for China, the holding at Johannesburg of a Conference on Silicosis, and the journey of Mr. H. B. Butler, Deputy-Director of the Office, to Canada and the United States at the end of the year, are all evidence of the desire to neglect nothing that may bring the Organisation into ever closer touch with distant countries.

In Europe, too, the meetings of the Governing Body in Paris in April and in Brussels in October, and the journey made in February and March by Mr. Albert Thomas to the Balkan States—Rumania, Bulgaria, Yugoslavia, and Greece—where he had not been for many years, have done much to increase public interest in the International Labour Organisation in those countries.

Another significant event in this field was the request submitted by the Free City of Danzig to be admitted to Membership of the Organisation. Owing to the

special status of the Free City, the request raised such complex judicial points that the Governing Body decided to ask the Permanent Court of International Justice for an advisory opinion. The opinion, delivered on 26 August, was negative. The Court considered that in the view of its special status, and especially of the link with Poland, established for the conduct of its foreign affairs, the Free City of Danzig could not take part in the work of the International Labour Organisation until some arrangement had been made with the Polish Government to ensure that no objection was taken by that Government to any action which the Free City might desire to take as a Member of the Organisation.

At the October Session of the Governing Body in Brussels, the representative of the Polish Government stated that it would give the most sympathetic consideration to all means suggested to enable the population of the Free City of Danzig to enjoy the benefits of the International Labour Organisation, and would make every effort, in agreement with the Free City, to reach a practical solution which would meet the legitimate desires of all parties concerned. The Governing Body expressed the hope that the efforts which were being made to find a solution would be successful.

Among the other important decisions taken by the Governing Body during the year, reference may be made to the opening of the procedure for the revision of the Washington Convention of 1919 on the employment of women in industry during the night, the placing on the agenda of the 1932 Session of the Conference of the question of the abolition of fee-charging employment agencies, the settlement of the composition of the new Advisory Committee on Salaried Employees, and, above all, the decision to make a thorough study of the methods likely to reduce unemployment, from which millions of workers are now suffering.

It was, in fact, impossible for the International Labour Office not to pay attention to the crisis prevailing in many countries. A prolonged discussion on the question, which took place in the Governing Body, brought into relief both the seriousness of the unemployment problem and the value of the efforts already made by the Office to remedy or at least to alleviate this evil, which so grievously burdens the modern social system. The decision of the Governing Body will yet further intensify the endeavours of the Office.

The International Labour Office has not neglected to consider, in addition, the special difficulties from which agriculture is at present suffering. On this point it took the opportunity of a meeting, in Geneva, of the Mixed Advisory Agricultural Committee to consult experts, with useful results.

On all the problems within its competence the International Labour Office has continued during the year to develop its work of research and documentation. This is not the place to discuss all the tasks it is pursuing in the vast domain of social science, which would need a series of articles. Among the more important studies published during the year, reference may be made to *Occupation and Health, an Encyclopædia of Industrial Hygiene*, the last volume of the series on *Freedom of Association*, the study on *Methods of Compiling Statistics of Railway Accidents*, and that on the *Contract of Employment of Agricultural Workers in Austria, Germany, and Hungary*. A new study on the housing of workers in European countries is now in the press.

The results of the enquiry, made at the request of the Ford Company, into the cost of living and real wages in certain industrial towns in Europe, as compared with the position in Detroit, will soon be available.

Without extending this summary, which even in the form of dry enumeration would fill several more pages, it may be said that in all branches of social activity the International Labour Office is constantly making new contributions to that scientific knowledge of facts which is the indispensable foundation of all rational and fruitful legislation.

THE RATIFICATION OF INTERNATIONAL LABOUR CONVENTIONS.

At 1 January, 1930, the number of ratifications of International Labour Conventions officially registered was 384. Now, at the end of December, the total stands at 415; an increase of 31 during the year.

At the present moment the Conventions which have been ratified by the greatest number of countries are:

The Convention concerning the equality of treatment for national and foreign workers as regards workmen's compensation for accidents, ratified by 27 States;

The Convention concerning unemployment, ratified by 24 States;

The Convention concerning the minimum age for admission of young persons to employment as trimmers or stokers on board ship, ratified by 24 States;

The Convention concerning the compulsory medical examination of children and young persons employed at sea, ratified by 23 States;

The Convention concerning the minimum age for admission of children to employment at sea, ratified by 22 States ;

The Convention concerning the rights of association and combination of agricultural workers, ratified by 22 States ;

The Convention concerning the night work of young persons, ratified by 21 States ;

The Convention concerning the employment of women during the night, ratified by 19 States ;

The Convention concerning white lead, ratified by 19 States ;

The Convention concerning workmen's compensation for occupational diseases, ratified by 19 States.

THE APPLICATION OF CONVENTIONS.

It would seem that from year to year the importance of the examination of the reports, supplied by the Governments in pursuance of Article 408 of the Treaty of Peace, on the application of Conventions which they have ratified, becomes more and more manifest in relation to the efficient discharge of the functions of the Organisation. In 1913, for the fourth time, the procedure instituted in order to enable the Conference to utilise as fully as possible the information contained in those reports was followed. The documents, after having been examined by the Committee of Experts set up four years ago, were submitted to the Conference, which set up a special Commission to examine them in detail. The Government delegates of all interested countries were empowered to submit verbally or through written statements all necessary explanations to this Commission; and it is interesting to note that almost all Government delegates availed themselves of this opportunity and supplied information to the Commission. Although the latter did not deem itself authorised to pronounce formally upon the sufficiency, or insufficiency, of those explanations it was of opinion, as stated in its Report to the Conference, that the procedure followed was of primary importance, since it permitted on the one hand the ascertainment of difficulties raised in the application of Conventions, and, on the other hand, a more thorough application of Conventions without necessitating recourse to the procedure of enquiry and of sanctions provided by Articles 409 *et seq.* of the Treaty. In this connection the Commission re-stated certain comments which it had previously made; and it pointed out that, just as much as the essential task of the Conference in connection with the annual reports of Governments consisted in the examination of national legislation in order to make certain that it was in harmony with the provisions of ratified Conventions, of equal importance for the Commission was the problem of the effective enforcing of national laws; it, therefore, expressed its opinion that still greater attention should be devoted to the latter aspect of the question.

The Commission did not consider it to fall within its field of investigation to examine the reasons which have led certain Governments not to ratify various Conventions; nevertheless, it expressed its gratification at the decision taken in April by the Governing Body, in pursuance of which Governments will be invited to supply information concerning the difficulties which have stood in the way of the ratification of certain Conventions.

At its October Session the Governing Body had occasion to deal with the procedure for the examination of the annual reports sent in by the States on the application of Conventions which they have

ratified. It adopted certain provisions of a practical order with the principal object of securing from the Governments greater precision and a larger measure of comparability in their reports.

THE REVISION OF CONVENTIONS.

In 1930, for the first time, recourse has been had to the procedure established for the carrying out of the clause which is included in all International Labour Conventions, and which lays down that at least once in ten years the Governing Body of the International Labour Office shall present to a general Session of the Conference a report on the application of the Convention, and that it shall decide whether it is desirable to inscribe upon the agenda of the Conference the question of the revision or modification of the Convention. At its June Session the Governing Body examined the draft ten-yearly reports prepared by the Office, dealing with the application of the eight Conventions adopted by the International Labour Conference at its Washington and Genoa Session, 1919 and 1920, which came into force in 1921.

As regards seven of these Conventions, the Governing Body decided that the revision procedure should not apply. The seven Conventions were those concerning hours of work of industrial undertakings, unemployment, the employment of women before and after childbirth, the minimum age for admission of children to industrial employment, the night work of young persons in industry, the minimum age for admission to employment at sea, and facilities for finding employment for seamen.

The reports on the application of these seven Conventions will, therefore, simply be referred to the International Labour Conference in 1931.

It should be noted that the proposal of the Swedish Government for the revision of the Convention concerning hours of work in industrial undertakings was rejected by 14 votes against 7 and 2 abstentions.

In the case of one only of the Conventions laid before it, that which deals with the employment of women during the night in industry, the Governing Body decided by 12 votes to 10, and at the request of the Belgian, British, and Swedish Governments, that there existed a case for revision. It should, however, be pointed out that none of those Governments had questioned the principle of the Convention, and that it was only on two narrowly-defined points that modification was proposed. These two points were:

- (1) The question of the distinction to be made between working women and women employed in a supervisory capacity;
- (2) The question of the beginning and end of the period during which the employment of women is prohibited.

In accordance with the decision of the Governing Body the International Labour Office has despatched to the Governments of the States Members the report on the application of this Convention, at the same time requesting their opinion on possible revision. When the answers of the Governments have been examined, the Governing Body will adopt a final report and will define exactly the question, or questions, which will figure on the agenda of the next session of the Conference.

THE FOURTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE.

The Fourteenth Session of the International Labour Conference was held in Geneva from 10 to 28 June under the Presidency of Mr. Ernest Mahaim,

Belgian Government delegate, formerly Minister of Labour in Belgium; 51 States were represented: this making the largest total up to date. Among them were included 26 European States and 25 extra-European States, of which 15 were Latin-American, 5 Asiatic, 1 African, and 4 members of the British Commonwealth. One of the last-named, New Zealand, was taking part for the first time in a Session of the Conference. Although it is no longer a member of the League of Nations, Brazil was represented by a complete delegation. In addition, Turkey and Mexico, although not members of the Organisation, had sent observers—Mexico for the first time.

Three questions figured on the agenda of the Session:

- (1) Forced or compulsory labour;
- (2) Hours of work of salaried employees;
- (3) Hours of work in coal mines.

This last question had been dealt with by exceptional methods at the request of the Assembly and of the Council of the League of Nations. It was examined by a Preparatory Technical Conference in January last, and when it was inserted on the agenda of the 1930 Session of the International Labour Conference by the Governing Body, no decision was taken by the latter as to whether a first, or a second and final discussion was intended. Actually, the Conference adopted neither a Draft Convention nor a Recommendation on the question, but inscribed it on the agenda of the 1931 Session for further discussion.

Forced labour and hours of work of salaried employees had already been examined for the first time in 1929 and came up for second discussion this year in accordance with the normal procedure of the Conference. On each of these questions a positive result of the greatest importance was secured.

As regards forced or compulsory labour a Draft Convention was adopted by the Conference by 93 votes without opposition, of which the general aim is defined as follows in the first paragraphs of Article 1:

"Each member of the International Labour Organisation which ratifies this Convention undertakes to suppress the use of forced or compulsory labour in all its forms within the shortest possible period.

"With a view to this complete suppression recourse to forced or compulsory labour may be had during the transitional period for public purposes only and as an exceptional measure subject to the conditions and guarantees hereinafter provided."

Article 1 also provides that after a period of five years from the coming into force of the Convention, the Governing Body of the International Labour Office shall consider the possibility of the suppression of forced or compulsory labour in all its forms without a further transitional period, and shall decide whether it is desirable to insert this question on the agenda of the Conference.

For the purposes of the Convention, the following will not be deemed to amount to forced or compulsory labour: any work or service (1) exacted in virtue of compulsory military service laws for work of a purely military character; (2) which forms part of normal civic obligations; (3) exacted as a consequence of a conviction in a court of law; (4) exacted in various cases of emergency which are specified in the Convention; (5) for minor communal services.

Forced labour for the benefit of private individuals shall not be permitted after the coming into force

of the Convention in any State. Any territorial concessions which permit recourse to forced labour are to be rescinded as soon as possible.

The Draft Convention specifies in detail the conditions and the safeguards which are to apply to forced labour in those exceptional cases in which it is permitted for public purposes during the transitional period.

The Conference also adopted two Recommendations. The first, approved by 91 votes to nil, deals with indirect compulsion to forced labour, and with measures which might, in a disguised form, re-introduce the use of forced labour. The second, adopted by 91 votes against 1, contains provisions relating to the regulations to be issued in order to apply the Convention.

By 86 votes against 31 the Conference adopted a Draft Convention limiting to forty-eight hours per week and to eight hours per day the hours of work of employees in commerce and in offices, hours of work being defined as: "the time during which the persons employed are at the disposal of the employer."

The maximum of forty-eight hours in a week may be unequally distributed over the days of the week, provided that not more than ten hours are worked on any one day.

The provisions of the Convention apply to the following establishments, whether public or private: commercial or trading establishments, including postal, telephone, and telegraph services, establishments in administrative services in which the persons employed are mainly engaged in office work, and mixed commercial and industrial establishments, in so far as they are not deemed to be industrial establishments (these last-named being, of course, already included under the Washington Eight-Hour Convention).

In addition to the Draft Convention, the Conference also adopted, by 103 votes to 18, three Recommendations: the first dealing with theatres and places of public entertainment; the second with hotels, restaurants, and similar establishments, and the third with establishments for the care and treatment of sick, infirm, and needy persons and of lunatics.

In order that the provisions of the Draft Convention may at a later date be extended to include these categories of establishments, the Conference urges the States Members to undertake enquiries into the conditions prevailing in such places. Within four years the results of these investigations should be communicated to the International Labour Office, which will then prepare a special report on the basis of which the desirability of inscribing the question on the agenda of a subsequent Session of the Conference shall be considered.

The Conference adopted various resolutions presented by delegates. It examined as usual the reports of Governments on the application of Conventions. Finally, it devoted several sittings to the discussion of the Director's Report. The evolution of the character of the debate on this last subject, already noted last year, was still further noticeable at this Session. More and more the earlier emphasis laid on national legislation gives way to subjects of a more general scope and of greater positive importance for the progress of the work and the furthering of the aims of the Organisation.

SESSIONS OF THE GOVERNING BODY.

As in previous years, four Sessions of the Governing Body were held in 1930—two in Geneva, in

February and June, one in Paris in April, and one in Brussels and Antwerp in October.

In April, at the invitation of the French Government, the Governing Body celebrated the tenth anniversary of its first meeting.

In October, the invitation of the Belgian Government was extended on the occasion of the celebrations for the centenary of Belgian Independence, which included the Liège and Antwerp exhibitions.

The main decisions taken by the Governing Body at these four Sessions have already been mentioned in this *Summary*, in the notes dealing with the subjects with which they are concerned: hours of work in coal mines, agenda of the International Labour Conference, revision of Conventions, reports on the application of Conventions, the request of the Free City of Danzig, the composition of the Advisory Committee on Salaried Employees, questions of employment at sea, the abolition of fee-charging employment agencies, the wide enquiry into methods for combating unemployment, etc.

THE PREPARATORY TECHNICAL CONFERENCE ON CONDITIONS OF WORK IN COAL MINES.

Among the many meetings held during 1930 in connection with the activity of the Organisation, a special place must be reserved for the Preparatory Technical Conference on Conditions of Work in Coal Mines, held in Geneva from 6 to 18 January, under the chairmanship of Mr. Walter Robert Smith, Parliamentary Secretary to the Board of Trade and representative of the British Government. This Conference was of an unusual character. It was summoned by the Governing Body in pursuance of a resolution, dealing with the coal problem, adopted by the Assembly of the League of Nations in September, 1929; and it brought together delegates from the Governments, the mine-owners and the miners of the nine chief coal-producing European countries: Austria, Belgium, Czechoslovakia, France, Germany, Great Britain, Netherlands, Poland, and Spain.

For the first time, representatives of the States, of the employers, and of the workers in coal mines, were enabled to collaborate in seeking remedies to the lengthy crisis from which the coal industry has been suffering. This fact alone gives a great interest to the gathering. But it had also before it a clearly-defined task, which it succeeded in carrying through.

It had been instructed to examine questions relating to hours of work, wages, and other working conditions in coal mines, and to advise the Governing Body as to which of these questions, in its opinion, could most usefully be included in the agenda of the 1930 International Labour Conference, with a view to a practical international agreement being reached.

After exhaustive discussion, the Preparatory Technical Conference decided to recommend to the Governing Body that it should insert on the agenda of the 1930 Conference the question of hours of work in coal mines, which appeared to be capable of international regulation. In addition, it outlined a certain number of essential principles upon which such regulation might be based. As regards the other problems submitted to it, i.e., wages and general working conditions in mines, the Preparatory Technical Conference adopted resolutions urging the inscription of these questions on the agenda of subsequent Sessions of the Conference, or the further development of the studies undertaken by the Office in relation to them.

It will be recalled that as a result of the endeavours of the Preparatory Technical Conference, it was

possible for the question of hours of work in coal mines to be discussed by the International Labour Conference in June, and for it to be inserted upon the agenda of the 1931 Session for further consideration.

THE SILICOSIS CONFERENCE.

Special mention must also be made of the Silicosis Conference, held between 13 and 27 August, in Johannesburg, South Africa. This was the first Conference convened outside Europe under the auspices of one of the institutions of the League of Nations.

It was organised by the International Labour Office in collaboration with the Transvaal Chamber of Mines and the South African Government; and it gave to experts from various countries an opportunity of exchanging opinions upon one of the most serious occupational diseases known, to compare experiences and also to become acquainted, on the spot, with the work done by the Miners' Phtisis Bureau of South Africa.

At the end of its debates the Silicosis Conference adopted a number of recommendations which were approved by the Governing Body of the International Labour Office at its October Session.

MEETINGS OF COMMISSIONS.

A number of Commissions and Committees met in the course of 1930: the Commission of National Correspondence Offices of the International Labour Office on 13 March in Geneva; the Migration Commission on 2 May in Paris; the experts of the Correspondence Committee on Industrial Hygiene, from 5 to 7 May, in Geneva; the Committee of Experts on Native Labour, on 15 and 16 May, in Geneva; the Committee of Experts on labour conditions on European international waterways, from 29 September to 1 October, in Geneva; the Commission on Cost of Living and Wages Statistics on 7 October in Brussels, and on 4 December in Geneva; the Committee on Social Charges, on 13 and 14 October, in Brussels; the Standing Orders Committee of the Governing Body on 5 December in Geneva; the Mixed Advisory Agricultural Committee on 8 December in Geneva; and the Correspondence Committee on Accident Prevention, from 11 to 13 December, in Geneva.

THE TECHNICAL WORK OF THE INTERNATIONAL LABOUR OFFICE.

During 1930, and as in previous years, the International Labour Office has made further contributions to the scientific collection of facts relevant to the various fields of social activity, without which no legislative action can yield positive and satisfactory results.

In the first place, naturally, the Sessions of the International Labour Conference and of the Governing Body, the Preparatory Technical Conference on Conditions of Work in Coal Mines, the Silicosis Conference and the numerous meetings of Committees which are briefly summarised above necessitated extensive research work.

Apart from this work of documentary preparation or decisions dealing with vast and varied problems, the Office has pursued a great number of other studies.

During the year the following works have been completed and published: the first volume of the *Encyclopaedia of Industrial Hygiene*; the fifth and last volume of the exhaustive study on *Freedom of Association*; studies on *Methods of Collecting Statistics of Railway Accidents*, and on *Colour Vision Tests* carried out in various countries for

transport workers on railways, ships, acroplanes, airships and motor-cars; a new and revised edition of that part of the *International Labour Directory* which deals with co-operative organisations; and studies on *Vocational Training in Agriculture* and on the *Contractual Rights of Agricultural Workers in Germany, Austria, and Hungary*.

A study of the part played by large-scale public works as a partial remedy to unemployment is at the moment in the press.

The enquiry undertaken at the request of the Ford Motor Company into the cost of living in relation to wages in a certain number of European industrial towns, as compared with an industrial town in the United States such as Detroit, will shortly be concluded. It is hoped that in the early months of 1931 the Office will be able to produce a body of comprehensive information on that question.

The same problem of wages has also been tackled from another point of view, in the study of what is known as "high wages."

Among other economic questions closely related to social problems there is one which is now receiving particular attention from the International Labour Office: this is rationalisation in its effect upon working conditions. This question forms the subject of a report already in an advanced stage of preparation.

As regards workers' rights, the Office is concluding its enquiries into conciliation and arbitration. It has begun an international comparative enquiry into collective agreements and the general principles of the contract of employment.

A new report on *Working Class Housing in Europe* will be published in the near future, and another on *Methods of Compiling Housing Statistics* is in preparation.

In the sphere of migration, in addition to statistical methods, the Office is making a special study on the effects which the Draft Convention on equality of treatment of foreigners, framed by the Diplomatic Conference held in Paris, is likely to have on the living conditions of emigrant workers.

The Social Insurance Section is carrying on its researches into social charges, and in addition is undertaking an exhaustive enquiry into invalidity, old-age and survivors' insurance.

The Agricultural Service is at present engaged in investigating rural exodus and hours of work, contracts of employment and wages in agriculture.

The Industrial Hygiene Service is actively proceeding with the second volume of the *Encyclopedia of Industrial Hygiene*, which will soon be completed.

The Industrial Safety Service, in addition to the report on the *Prevention of Accidents Caused by Acetylene*, is dealing with the working conditions of dockers and the drafting of the international regulations which, in virtue of a decision of the International Labour Conference, are to supplement the Draft Convention adopted in 1929. It has also begun to prepare reports on the prevention of accidents in the use of electricity.

The Native Labour Section is at present working mainly on the following subjects: contract labour, including labour under penal sanctions and conditions of work in colonies, protectorates and oversea possessions, slavery, and conditions of work in Mandated territories and in Asiatic countries, more especially in Japan.

The Maritime Service is proceeding with the collection of material which will be required by the Preparatory Technical Conference to be held in

October, 1931, and which will deal with the questions considered at the Maritime Session of the International Labour Conference in 1929, and more especially with the question of hours of work at sea. It is also continuing its enquiries on sponge fisheries and inland navigation.

The Russian Service will soon be in a position to publish a report on working conditions in Soviet Russia.

Many other tasks on a variety of subjects would have to be mentioned in order to make this list complete, but for the present purpose it may be sufficient to mention the preliminary research work undertaken in preparation for an enquiry into conditions of work in the textile industries, studies on the four-shift system in automatic or other glass factories where work must of necessity be continuous for periods exceeding one week, studies on the stage reached in industrial relations in various countries, on the main and essential elements to be included in a collective agreement for journalists, on the finding of employment for artistes and entertainers, on the rights of performers as regards broadcasting and mechanical music, etc.

With a view to the forthcoming Session of the International Labour Conference the Office has drawn up a preparatory report on the *Age of Admission of Children to Non-Industrial Employment*, as well as reports on hours of work in coal and lignite mines.

In addition, the Governing Body, at its Brussels Session, instructed the Conference to undertake new studies on the general tendencies in the workers' education movement, on freedom of association, and on silicosis. Finally, it has been decided to undertake an exhaustive enquiry into the various causes of unemployment. The Unemployment Committee will draw up a detailed programme for this enquiry at its next meeting in January, 1931, and already the Office has prepared a scheme for the carrying out of this vast enquiry, which is designed to include all the numerous aspects of one of the gravest problems with which the world is faced to-day.

THE DEPUTY-DIRECTOR'S VISIT TO NORTH AMERICA.

Mr. H. B. Butler, Deputy-Director of the International Labour Office, has returned from a visit of two months to Canada and the United States. During his stay in Canada he was very cordially received by the Federal Government at Ottawa, and after spending some time in the industrial cities of Montreal and Toronto, he visited the three grain provinces of Manitoba, Alberta, and Saskatchewan, where he was able to obtain first-hand information as to the effects of the agricultural depression and its international repercussions.

In the United States he spent the greater part of his time in Washington, Chicago, New York, and Philadelphia. He had opportunities of discussing the unemployment problem with the President and several members of his Cabinet, with responsible officials in various Government Departments, as well as with leading representatives of

finance and industry, and of the labour movement.

He found everywhere a great interest in the work of the Office and a keen appreciation of the contribution which the League of Nations and the International Labour Organisation were called upon to make to the study of the causes and the discussion of the remedies for the present economic crisis. He intends to present a report to the Governing Body of the International Labour Office at its next meeting on 28 January.

THE COMMITTEE ON COST OF LIVING AND WAGES STATISTICS.

On 4 and 5 December the Committee on Cost of Living and Wages Statistics sat at the International Labour Office under the chairmanship of Mr. Riddell, representative of the Canadian Government. The following were present:

Government representatives: Messrs. HILTON (British Empire), RIDDELL (Canada), MISS OPPENHEIMER (Germany), MR. LANDAU (Poland).

Employers' representatives: Messrs. LAMBERT-RIBOT (France), VOGEL (Germany), FORBES-WATSON (British Empire), OERSTED (Denmark).

Workers' representatives: Messrs. JOUHAUX (France), POULTON (British Empire), MERTENS (Belgium), ZULAWSKI (Poland).

The Committee examined, with a view to effecting all possible improvements, the statistics drawn up by the International Labour Office with a view to giving an indication of the relative purchasing power of the wages of workers in certain occupations in the chief industrial towns of the world. In the absence of such data on purchasing power it is impossible to know the real value of the wage received by the worker and it is, therefore, impossible to make comparisons.

The drawing up of these statistics raises extremely difficult questions relating to the method to be used and to the material which has to be collected; on both these subjects the Members of the Committee gave their opinion and submitted suggestions.

At the conclusion of its work the Committee adopted a resolution recognising "the difficulties encountered in making international real wage comparisons and fully appreciating the work of the International Labour Office in this domain and the successive improvements introduced into the methods." It considered, however, that certain modifications were necessary in order to make these comparisons of greater value.

The Committee considers, in particular, that from henceforth the statistics should take into account occupations or well-determined occupational groups existing in towns or industrial centres which are for practical purposes comparable.

The wage indicated in the statistics should include as far as possible all existing bonuses so that the wage given should represent effective wages.

A special table should give the index numbers of gold wages.

To avoid any mistakes due to differences in the selected qualities of the various food-stuffs the International Labour Office should ask for special information as to the quality.

In order that the degree of reliability of the indices relative to countries of widely different customs, needs, and habits may be judged, the index numbers should be computed and published on the basis of different budgets.

With a view to the further development and improvement of international wage comparisons the Committee recommends that the official representatives of the Governments which have hitherto collaborated in the enquiry and those who have thought to do so should be called together to carry into effect further improvements. For instance, further efforts should be made to obtain for all countries actual earnings per unit of time, allowance being made for social insurance bonuses, holidays with pay, and family allowances, but not for supplementary overtime payments.

The industries included in the enquiry should be extended to cover as large a part as possible of the working population.

Further effort should be made to arrange for a supply of information concerning clothing and rents which would enable these most important items to be included in the basis of comparisons.

The method of making comparisons between countries with widely different conditions of living by progression through countries with intermediate conditions should be examined and introduced into the calculations if it should appear practicable and advantageous.

THE MIXED ADVISORY AGRICULTURAL COMMITTEE.

On 9 and 10 December the Mixed Advisory Agricultural Committee met at Geneva under the Chairmanship of Mr. Arthur Fontaine, Chairman of the Governing Body of the International Labour Office. The Committee, the sessions of which are organised in turn by the International Labour Office and the International Institute of Agriculture of Rome, consists of six representatives of each of these institutions and acts as a co-ordinating link between them.

The following were present:

Representatives of the International Labour Office: Mr. ARTHUR FONTAINE (Government, France), COUNT DE ALTEA (Government, Spain), Mr. VANEK (Employers' Group, Czechoslovakia), Mr. OERSTED (Employers' Group, Denmark), Mr. MÜLLER (Workers' Group, Germany), Mr. SCHÜRCH (Workers' Group, Switzerland).

Representatives of the International Institute of Agriculture: Mr. BILBAO (Spain), Mr. BREBBIA (Argentina), Mr. LOUIS DOP, Vice-President of the Institute, Mr. HENRY (Belgium), Mr. VAN RIJN (Netherlands), Mr. ROVIRA (Uruguay).

Experts: Mr. J. DUNCAN (Great Britain), Mr. J. GAUTIER (France), Mr. HOMEL (Germany), Mr. KLINDERA (Czechoslovakia), Mr. E. LAUR (Switzerland), Mr. L. RAZZA (Italy), Mr. F. L. MCDUGALL (Australia), Mr. BERTIN NYSTRÖM (Sweden), Mr. ROWLAND ROBBINS (Great Britain), Mr. G. SCHMIDT (Germany), MARQUIS DE VOGUË (France).

The Committee examined a preliminary memorandum submitted by the International Labour Office on the effects of the present agricultural crisis on the conditions of life and work of agricultural workers. Workers employed in the occupations affected by an economic crisis are bound sooner or later to feel the effects of that crisis. Their conditions of employment and standard of life are threatened, and they may even fear to lose their jobs and their source of livelihood altogether. The crisis may also prevent all progress of protective labour legislation. It being the function of the International Labour Organisation to extend the benefits of that legislation, it is natural that it should take cognisance of a question which interests over half the workers of the world, and that it should do so in collaboration with the International Institute of Agriculture which is concerned with the technical and economic aspects of the crisis.

In the memorandum submitted to the Mixed Advisory Committee the Office reviews the questions raised by the present crisis: its nature, causes and probable duration, its repercussions on the wages, standard of life and the employment of agricultural workers; on the quality of the labour employed, the morale of the workers and on the progress of legislation ensuring their social protection. Each of these questions was discussed by the experts who were summoned by the Mixed Committee.

The Committee noted that the agricultural crisis had not, at least for the time being, had any notable repercussions on the wages of agricultural workers; neither has it had any general effect on employment. Nevertheless, it is possible that in some countries the crisis has led to present crops being replaced by new crops which may require, in some cases less, in others the same, and occasionally more, labour.

The Committee considered that it was not advisable to undertake a special investigation of these questions, but that the International Labour Office and the International Institute of Agriculture of Rome should continue the investigations which they have in hand.

The Committee also discussed a preliminary report submitted by Mr. de Feo, Director of the International Educational Cinematographic Institute at Rome, on agricultural propaganda and education by means of the cinema. This report lays down an extensive programme of action and of research. The gradual realisation of the plan will lead to a thorough study of the possibilities of using the cinema in the fields of agricultural instruction, prevention of accidents in agricultural work, utilisation of agricultural workers' spare time, etc. Further, the Mixed Committee, in the absence of the experts, settled a certain number of questions relating to the division of work between the International Labour Office and the International Institute of Agriculture concerning the study of various questions such as the rural exodus, agrarian reform, rural housing, scientific management in agriculture, agricultural

co-operation, the proportion which labour costs constitute to prices, wages and hours of work in agriculture, and agricultural credit on an international basis.

PREVENTION OF INDUSTRIAL ACCIDENTS.

The Committee for the Prevention of Industrial Accidents sat at the International Labour Office from 11-13 December. The following were present:

Representing the Governing Body of the International Labour Office: Mr. TZAUT (Employers' Group, Switzerland), and Mr. MÜLLER (Workers' Group, Germany).

As Experts: Messrs. CAEN (France), DELADRIÈRE (Belgium), DELAUNEY (France), EICHHORN (Poland), MASSARELLI (Italy), MORLEY (Canada), NEITZEL (Germany), SCHOLTE (Netherlands), STEVENSON TAYLOR (Great Britain), TZAUT (Switzerland), VAN DE WEYER (Belgium), YOSHISAKA (Japan).

In welcoming the experts, Mr. Albert Thomas thanked them for the assistance they have given the Office in its industrial safety work. The usefulness of this work no longer needs proving—it has been proved by results. The importance of publishing the results of national experience with regard to the prevention of accidents is universally recognised. The International Labour Office carries this out with the assistance of the experts both through its *Industrial Safety Survey* and by the publication of monographs on special questions.

The Committee unanimously appointed as Chairman Mr. A. Tzaut, Swiss expert.

It examined first an important study on the means of preventing accidents in the production and use of acetylene.

After a general exchange of views on the subject the Committee reached practical conclusions which will enable clear instructions to be drawn up for the protection of workers employed in the industries concerned.

The Committee also discussed the problems raised by the establishment of industrial accident statistics on a uniform basis with a view to rendering possible international comparisons. Up to the present serious difficulties have been encountered in this work, mostly due to the fact that such statistics are collected for very different purposes. Thus, institutions who are responsible for workmen's compensation for accidents are mainly interested in the frequency of accidents and in their consequences, whereas the data which are most useful as far as prevention is concerned are those which give the causes.

Regarding the possibility of organising these statistics on the causes of accidents, the experts put forward certain suggestions which will help the International Labour Office in determining the lines on which it should work.

COMING MEETINGS.

26 January, 1931.—Geneva: Unemployment Committee.

28 January, 1931.—Geneva: Fifty-first Session of the Governing Body.

PUBLICATIONS OF THE INTERNATIONAL LABOUR OFFICE.

1. INTERNATIONAL LABOUR REVIEW (Monthly) :

Contains articles on problems of industry and employment, based on special knowledge and research. In some cases, these articles are contributed by leading economists or other persons of authority on industrial and labour affairs. In other cases, they are the outcome of the scientific study by the International Labour Office of questions coming directly under its examination.

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7. *BIBLIOGRAPHY OF INDUSTRIAL HYGIENE (Trilingual) (Quarterly) :

A bibliography of industrial hygiene and pathology.

Price : per number, 1s. 3d., 30 cents ; per year, 4s., \$1.00

8. *BIBLIOGRAPHY OF THE INTERNATIONAL LABOUR ORGANISATION (Trilingual) (Annual) :

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9. DOCUMENTS OF THE INTERNATIONAL LABOUR CONFERENCE (Annual) :

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