INTERNATIONAL LABOUR OFFICE

MINUTES

OF THE

SEVENTY-THIRD SESSION

OF

THE GOVERNING BODY

GENEVA — 24-26 OCTOBER 1935
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La soixante-treizième session du Conseil d'administration du Bureau international du Travail s'est tenue au Bureau international du Travail, à Genève, du jeudi 24 au samedi 26 octobre 1935.

La composition du Conseil était la suivante:

M. RIDDELL, Président.
M. DENNISON.
M. ERULKAR.
M. ESTRADA CAJIGAL.
M. FORBES WATSON.
M. GEMMILL.
M. HAYDAY.
M. JOHANSON.
M. JOSHI.
M. JOUHAUX.
M. JURKIEWICZ.
M. LEGGETT.
M. MANNIO.
M. MARKUS.
M. MERTENS.
M. de MICHELIS.
Sir Bhupendra Nath MITRA.
M. MUNIZ.
M. OERSTED.
M. OLIVETTI.
M. PAO HUA-KUO.
M. PICQUENARD.
M. POSSHEI.
M. RICE.
M. RUZ GUINAZU.
M. RUZ MANENT.
M. SCHURCH.
M. TZAUT.
M. WALINE.
M. YEREMITCH.
M. YONEKUBO.
M. YOSHISAKA.

Absents:

M. ASANO.
M. BANDEIRA DE MELLO.
M. CABALLERO.
M. LAMBERT-RIBOT.
M. LI PING-HENG.
M. MOORE.
M. NEČAS.
The Seventy-third Session of the Governing Body of the International Labour Office was held at the International Labour Office, Geneva, from Thursday, 24 October to Saturday, 26 October 1935.

The following members were present:

- Mr. RIDDELL, Chairman.
- Mr. DENNISON.
- Mr. ERULKAR.
- Mr. Estrada CAJIGAL.
- Mr. FORBES WATSON.
- Mr. GEMMILL.
- Mr. Hayday.
- Mr. JOHANSON.
- Mr. Joshi.
- Mr. Jouhaux.
- Mr. Jurkiewicz.
- Mr. Leggett.
- Mr. Mannio.
- Mr. Markus.
- Mr. MERTENS.
- Mr. de MICHELIS.
- Sir Bhupendra Nath Mitra.
- Mr. MUNIZ.
- Mr. OERSTED.
- Mr. OLIVETTI.
- Mr. Pao Hua-Kuo.
- Mr. Picquenard.
- Mr. Possehl.
- Mr. Rice.
- Mr. Ruiz Guiañazu.
- Mr. Ruiz MANENT.
- Mr. Schürch.
- Mr. Tzaut.
- Mr. WALINE.
- Mr. YEREMITCH.
- Mr. YONEKUBO.
- Mr. YOSHISAKA.

Absent:

- Mr. ASANO.
- Mr. Bandeira de Mello.
- Mr. Caballero.
- Mr. LAMBERT-RIBOT.
- Mr. Li Ping-HENG.
- Mr. Moore.
- Mr. Nečas.
Assistaient en outre à la session les membres adjoints suivants:

M. Čuřín.
M. Jensen.
M. Knob.
M. Lecocq.
M. Mahaim.
M. Molenaar.
M. Němeček.
M. Serrarens.
M. Vaněk.
M. Zulawski.

Étaient également présents:

M. Harold Butler, Directeur du Bureau international du Travail.
M. Phelan, Secrétaire du Conseil d'administration.
M. Pône, Chef de Cabinet du Directeur.
M. Lafrance, Secrétaire-adjoint du Conseil d'administration.
M. Anselmi, suppléant de M. de Michelis.
M. Backlund, accompagnant M. Johanson.
M. Balella, accompagnant M. Olivetti.
M. Cau, accompagnant M. de Michelis.
M. Chalmers, accompagnant M. Rice.
M. Delauney, suppléant de M. Picquenard.
M. Dennys, accompagnant M. Leggett.
M. Fukuda, accompagnant M. Yoshisaka.
M. Kirkaldy, accompagnant M. Forbes Watson.
M. Mather, accompagnant Sir Bhupendra Nath Mitra.
M. Okada, accompagnant M. Yoshisaka.
M. Pardo, accompagnant M. Ruiz Guisazú.
M. della Porta, accompagnant M. de Michelis.
M. Quiroga, accompagnant M. Ruiz Manent.
M. Renaud, accompagnant M. Riddell.
M. Schevenels, accompagnant M. Jouhaux.
M. Tello, accompagnant M. Estrada Cajigal.
M. Volkman, accompagnant M. Dennison.
M. Zagrodzki, accompagnant M. Jurkiewicz.
The following deputy members were present:

Mr. Čurčin.
Mr. Jensen.
Mr. Knob.
Mr. Lecocq.
Mr. Mahaim.
Mr. Molenaar.
Mr. Němeček.
Mr. Serrarens.
Mr. Vaněk.
Mr. Zulawski.

There were also present:

Mr. Harold Butler, Director of the International Labour Office.
Mr. Phelan, Secretary to the Governing Body.
Mr. Pone, Chef de Cabinet of the Director.
Mr. Lafarge, Assistant Secretary to the Governing Body.

Mr. Anselmi, substitute for Mr. de Michelis.
Mr. Backlund, accompanying Mr. Johanson.
Mr. Balella, accompanying Mr. Olivetti.
Mr. Cau, accompanying Mr. de Michelis.
Mr. Chalmers, accompanying Mr. Rice.
Mr. Delauney, substitute for Mr. Picquenard.
Mr. Dennys, accompanying Mr. Leggett.
Mr. Fukuda, accompanying Mr. Yoshisaka.
Mr. Kirkaldy, accompanying Mr. Forbes Watson.
Mr. Mather, accompanying Sir Bhupendra Nath Mitra.
Mr. Okada, accompanying Mr. Yoshisaka.
Mr. Pardo, accompanying Mr. Ruiz Guinazu.
Mr. della Porta, accompanying Mr. de Michelis.
Mr. Quiroga, accompanying Mr. Ruiz Manent.
Mr. Renaud, accompanying Mr. Riddell.
Mr. Schevenels, accompanying Mr. Jouhaux.
Mr. Tello, accompanying Mr. Estrada Cajigal.
Mr. Volkman, accompanying Mr. Dennison.
Mr. Zagrodzki, accompanying Mr. Jurkiewicz.
PROCÉS-VERBAL DE LA PREMIÈRE SÉANCE.

(Jeudi 24 octobre 1935 — 10 heures 20.)


La séance est ouverte par M. de Michelis, Président sortant de charge, qui est remplacé au cours de la séance par M. Riddell.

TROISIÈME QUESTION À L’ORDRE DU JOUR.

Election du bureau du Conseil d’administration.

Le Président (M. de Michelis) rappelle que le Conseil, au cours de sa session extraordinaire, a décidé que les élections de son bureau auraient lieu suivant la procédure actuellement prévue par le règlement.

Par ailleurs, le Conseil a maintenu sa décision antérieure de suspendre l’application de la disposition du règlement relative à l’élection du vice-président gouvernemental.

Etant donné que pour l’exercice qui va se clôturer, le Président appartenait à un des pays d’Europe dont l’importance industrielle est la plus considérable, le Président pour l’exercice 1935-1936 doit donc, conformément au règlement, être choisi parmi les représentants de certains pays extra-européens dont l’importance industrielle est la plus considérable, à savoir, le Canada, le Japon et les États-Unis d’Amérique.

M. Yoshisaka fait connaître que, pour les mêmes raisons qui l’ont amené à suggérer l’année précédente la designation de M. Riddell comme vice-président gouvernemental du Conseil d’administration, il se fait un plaisir de proposer au Conseil de porter M. Riddell à la présidence. Tous les membres du Conseil savent que M. Riddell est un des plus anciens et plus fidèles amis de l’Organisation et qu’il collabore à son œuvre depuis plus de quinze ans. Il a fait partie du personnel du Bureau international du Travail où sa compétence en matière de questions intéressant le travail agricole avait été vivement appréciée. Comme membre du Conseil d’administration, il a apporté une collaboration précieuse à la réalisation de la noble mission confiée à l’Organisation internationale du Travail; il a dirigé avec distinction les travaux de nombreuses commissions et, en sa qualité de représentant d’un pays extra-européen, il n’a épargné aucun effort pour rendre universelle l’œuvre de l’Organisation.

Il est convaincu qu’en portant M. Riddell à la présidence, le Conseil fera le choix heureux d’un homme d’une grande expérience, d’une grande largeur de vues, connaissant parfaitement le fonctionnement de l’Organisation et qui mérite la confiance des membres européens comme des membres extra-européens du Conseil.

M. Rice déclare que si l’année précédente le Gouvernement des États-Unis n’était pas en mesure d’appuyer la proposition de M. Yoshisaka, il est d’autant plus heureux à présent de manifester son accord avec la suggestion émanant d’une personnalité qui collabore avec M. Riddell aux travaux du Conseil d’administration depuis de longues années.
MINUTES OF THE FIRST SITTING.

(Thursday, 24 October 1935, 10.20 a.m.)

The Governing Body was composed as follows: Mr. DENNISON, Mr. ERULKAR, Mr. ESTRADA CAJIGAL, Mr. FORBES WATSON, Mr. GEMMILL, Mr. HAYDAY, Mr. JOHANSON, Mr. JOHANSON, Mr. JOSHI, Mr. JURKIEWICZ, Mr. LEGGETT, Mr. MANNIO, Mr. MARKUS, Mr. MERTENS, Mr. de MICHELIS, Sir Bhupendra Nath MITRA, Mr. MUNIZ, Mr. OERSTED, Mr. OLIVETTI, Mr. PAO HUA-KUO, Mr. PICQUENARD, Mr. POSSEHL, Mr. RICE, Mr. RIDDELL, Mr. RUIZ GUINAZU, Mr. RUIZ MANENT, Mr. SCHURCH, Mr. TZAUT, Mr. WALINE, Mr. YEREMITCH, Mr. YONEKUBO, Mr. YOSHISAKA, Mr. ZULAWSKI.

The sitting was opened by Mr. de Michelis, retiring Chairman, who was replaced during the course of the sitting by Mr. Riddell.

THIRD ITEM ON THE AGENDA.

Election of the Officers of the Governing Body.

The Chairman (Mr. de Michelis) said that the Governing Body had decided at its Special Meeting that the election of the Officers should be carried out according to the method at present laid down by the Standing Orders.

The Governing Body had maintained its previous decision to suspend the application of the clause of the Standing Orders relating to the election of the Government Vice-Chairman.

The Chairman for the year which was now expiring had belonged to one of the European States of chief industrial importance, and accordingly, under the Standing Orders, the Chairman for the year 1935-1936 must be chosen from among the representatives of certain extra-European States of chief industrial importance, namely, Canada, Japan and the United States of America.

Mr. Yoshisaka said that for the same reasons which had led him last year to propose the appointment of Mr. Riddell as Government Vice-Chairman of the Governing Body, he now had pleasure in proposing the name of Mr. Riddell as Chairman. All members of the Governing Body were aware that Mr. Riddell was one of the oldest and most loyal friends of the Organisation and had been connected with its work for more than fifteen years. He had been a member of the staff of the International Labour Office, where his expert knowledge of questions of agricultural labour had been of great value. As a member of the Governing Body he had contributed greatly towards the achievement of the noble task entrusted to the International Labour Organisation. He had presided most ably over many committees, and as a representative of an extra-European country he had spared no effort to ensure the universality of the work of the Organisation.

He was convinced that if the Governing Body elected Mr. Riddell as Chairman it would be electing a man of long experience and broad views who was thoroughly acquainted with the working of the Organisation, and who merited the confidence both of the European and the extra-European members of the Governing Body.

Mr. Rice said that although a year ago the Government of the United States had not been in a position to support the proposal which Mr. Yoshisaka had then made, he had great pleasure to-day in expressing his agreement with the suggestion made by one who had served on the Governing Body with Mr. Riddell for many years.
M. Oersted appuie chaleureusement, au nom du groupe patronal, la proposition tendant à élire M. Riddell président du Conseil d'administration.

M. Mertens, au nom du groupe ouvrier, s'associe cordialement à la suggestion de M. Yoshisaka tendant à désigner comme président M. Riddell.

M. Riddell est élu président du Conseil d'administration par acclamations.

M. Schürch déclare que le groupe ouvrier propose la désignation de M. Mertens comme vice-président ouvrier.

M. Mertens est nommé vice-président ouvrier du Conseil d'administration.

M. Tsaut, au nom du groupe patronal, propose M. Oersted comme vice-président patronal.

M. Oersted est nommé vice-président patronal du Conseil d'administration.

Le Président (M. de Michelis) invite M. Riddell à prendre place au fauteuil présidentiel. Il souhaite à son successeur le plus grand succès et exprime le vœu que le Conseil puisse mener à bien son œuvre de législation du travail et de paix sociale.

M. Riddell prend place au fauteuil présidentiel.

Le Président (M. Riddell) remercie les membres du Conseil d'administration de l'honneur qu'ils lui ont fait en l'appelant à présider leurs travaux. Il considère que le Conseil reconnaît ainsi l'intérêt que le Canada a pris dès le début à l'œuvre de l'Organisation internationale du Travail, intérêt qui s'est manifesté particulièrement au cours de l'année écoulée par l'élaboration d'une importante législation sociale. Il lui suffira, à cet égard, de rappeler les lois récemment adoptées au sujet des salaires minima, de la durée du travail, du repos hebdomadaire, des salaires et de la durée du travail dans les travaux publics, de la constitution d'une commission industrielle, de l'assurance-chômage et des assurances sociales et de la création d'un Office national de placement. Une part notable du contenu de cette législation s'inspire directement des cinq conventions internationales du travail que le Canada a ratifiées récemment.

Il tient à remercier en particulier M. Yoshisaka, M. Rice, M. Oersted et M. Mertens des paroles flatteuses qu'ils ont prononcées à son égard. Toutefois, quand il songe à la longue série de distingués présidents qui l'ont précédé dans la direction des travaux du Conseil d'administration, il se rend compte de la difficulté qu'il aura à répondre pleinement à l'attente qu'on a mise en lui et à justifier la confiance que les membres du Conseil lui ont manifestée en le chargeant d'une lourde responsabilité. Il tient à donner l'assurance qu'il fera l'impossible pour suivre les traces de ses éminents prédécesseurs. A ce sujet, il tient tout spécialement à rendre hommage à son prédécesseur immédiat pour l'autorité et l'impartialité avec lesquelles il a dirigé les travaux du Conseil au cours de l'année écoulée.

Les questions importantes que le Conseil sera appelé à résoudre, au cours de l'année qui s'ouvre, nécessiteront une collaboration de tous les membres du Conseil. Il sait, en raison de son expérience de onze années, qu'il peut compter sur cette collaboration. C'est pourquoi il est convaincu que le Conseil pourra résoudre de façon satisfaisante les problèmes difficiles dont il est saisi.

M. Mahaim croit qu'il lui est permis, en sa qualité de doyen d'âge du Conseil, d'associer celui-ci tout entier aux remerciements que le Président vient d'adresser à M. de Michelis. Il est certain d'être l'interprète d'une sentiment général en disant que M. de Michelis a été un grand président. Il a, dans l'exercice de ses fonctions présidentielles, fait preuve non seulement des qualités remarquables d'homme d'État qu'on lui connaissait, mais également de qualités d'homme et de caractère qui ont resserré les liens d'affection qui existaient déjà précédemment entre les membres du Conseil et lui-même. M. de Michelis ne s'est d'ailleurs pas contenté d'être un bon président: il a encore été un membre très actif, plein de zèle et d'initiative et un parfait administrateur. Il est donc convaincu que le Conseil sera unanime à souhaiter à M. de Michelis bonne santé et longue vie, et à formuler le vœu qu'il puisse rester au service du Conseil aussi longtemps que possible.
Mr. Oersted, on behalf of the employers' group, warmly supported the proposal to elect Mr. Riddell as Chairman of the Governing Body.

Mr. Mertens, on behalf of the workers' group, expressed cordial agreement with Mr. Yoshisaka's proposal that Mr. Riddell should be elected as Chairman.

Mr. Riddell was elected Chairman of the Governing Body by acclamation.

Mr. Schürch said that the workers' group proposed the appointment of Mertens as workers' Vice-Chairman.

Mr. Mertens was appointed workers' Vice-Chairman of the Governing Body.

Mr. Tsaut, on behalf of the employers' group, proposed Mr. Oersted as employers' Vice-Chairman.

Mr. Oersted was appointed employers' Vice-Chairman of the Governing Body.

The Chairman (Mr. de Michelis) requested Mr. Riddell to take the Chair. He wished him the greatest possible success and expressed the hope that the Governing Body would be successful in carrying out its work in connection with labour legislation and social peace.

Mr. Riddell took the Chair.

The Chairman (Mr. Riddell) thanked the members of the Governing Body for the honour which they had done him in electing him as their Chairman. He considered that the Governing Body had thus paid a tribute to the interest which Canada had from the outset taken in the work of the International Labour Organisation, an interest which had been particularly manifested during the past year by the drawing up of important measures of social legislation. He need only refer in that connection to the legislation recently enacted respecting minimum wages, hours of work, weekly rest, fair wages and hours of labour in public works and contracts, the setting up of an industrial commission, unemployment and social insurance and the establishment of a national labour exchange service. A considerable part of this legislation was based directly upon the five international labour Conventions which Canada had recently ratified.

He expressed his thanks in particular to Mr. Yoshisaka, Mr. Rice, Mr. Oersted and Mr. Mertens for their kind words. When he thought of the long line of distinguished Chairmen who had preceded him in the Chair of the Governing Body, he realised how difficult it would be for him to live up to what was expected of him and justify the confidence which the members of the Governing Body had shown in him by placing so great a responsibility upon him. He would, however, assure the members that he would do his utmost to follow in the footsteps of his eminent predecessors. In this connection he would pay a particular tribute to the retiring Chairman for his ability and his impartiality in presiding over the deliberations of the Governing Body during the past year.

The important questions with which the Governing Body would have to deal during the coming year would require the collaboration of all the members. He knew from his eleven years' experience of the Governing Body that he could count on that collaboration. He was therefore confident that the Governing Body would be able to solve satisfactorily the difficult problems which were before it.

Mr. Mahaim said that as the oldest member of the Governing Body he felt entitled to speak for all the members in associating them with the thanks which the Chairman had just addressed to Mr. de Michelis. He was sure that he was expressing the general feeling in saying that Mr. de Michelis had been a great Chairman. In carrying out his duties he had shown not merely the admirable statesmanlike qualities which he was known to possess, but also high moral qualities which had increased the affection which the members of the Governing Body already felt for him. Mr. de Michelis had not merely been a good Chairman; he had also been an active member of the Governing Body, full of enthusiasm and initiative, and an able administrator. The Governing Body would therefore undoubtedly be unanimous in wishing him good health and long life, and in hoping that he would continue his membership of the Governing Body as long as possible.
Le Directeur tient, en son nom personnel et au nom du Bureau, à adresser également des remerciements chaleureux à M. de Michelis.

L'année qui vient de s'écouler est probablement l'une des plus marquantes dans l'histoire de l'Organisation. En effet, pendant cette période il s'est produit une série d'événements très importants qui n'ont pas laissé de causer de graves préoccupations tant au Président du Conseil d'administration qu'à lui-même. La composition du Conseil d'administration a subi, au cours de l'automne 1934, des modifications profondes par suite de l'entrée dans l'Organisation des États-Unis d'Amérique et de l'Union des Républiques soviétiques socialisantes. La situation résultant de l'entrée de ces deux nouveaux Membres de l'Organisation a nécessité beaucoup de tact et il n'est pas douteux que si le Président du Conseil d'administration avait eu moins d'expérience et de compétence pour régler ces problèmes que n'en avait M. de Michelis, les difficultés à surmonter auraient été beaucoup plus grandes.

D'autre part, la Conférence a adopté, au mois de juin 1935, la convention de principe sur la réduction de la durée du travail. Cette décision a dû être particulièrement agréable à M. de Michelis, puisque c'est lui qui avait pris l'initiative de poser ce problème devant l'Organisation trois ans auparavant, et que l'adoption de cette convention était un premier succès capital pour la politique qu'il avait défendue avec autant d'ardeur que d'éloquence.

Enfin, il est une autre question, moins importante peut-être, à la solution de laquelle M. de Michelis a pris une part considérable : il s'agit de l'agrandissement du bâtiment du Bureau. C'est assurément grâce pour une large part aux conseils et à l'appui qu'il a donnés au Directeur qu'il a été possible d'obtenir les crédits et les décisions nécessaires.

Pendant toute l'année écoulée, le Directeur a su qu'il pouvait toujours compter sur M. de Michelis comme l'un des plus ardents partisans de l'Organisation, mais aussi comme un ami personnel.

Il tient, d'autre part, à adresser ses félicitations à M. Riddell à l'occasion de son élévation à la Présidence. M. Riddell, qui est un ami de longue date du Bureau international du Travail, qu'il connaît à la fois de l'extérieur et de l'intérieur, pourra toujours compter sur une collaboration complète et loyale de la part de tous les fonctionnaires du Bureau.

M. Oersted présente ses plus vives félicitations à M. Riddell pour sa désignation comme Président du Conseil d'administration. Il sait que le Conseil trouvera en lui un président loyal et capable, qui fera tous ses efforts pour faire progresser l'œuvre de l'Organisation internationale du Travail.

Il tient à dire à M. de Michelis, au nom de tout le groupe patronal, que celui-ci a vivement apprécié la manière dont il a dirigé les travaux du Conseil et rend hommage à sa parfaite impartialité et à son autorité. En son nom personnel, il tient également à lui manifester sa reconnaissance pour toute la courtoisie et l'amabilité dont il a fait preuve à son égard, comme vice-président du Conseil d'administration. Les relations qu'il a eues avec le Président n'ont d'ailleurs pas seulement été faites de courtoisie et d'amabilité, mais d'une véritable amitié, qui s'est encore renforcée pendant l'année écoulée. Il s'associe donc aux paroles de M. Mahaim et exprime le vœu que le Conseil pourra conserver pendant longtemps encore la collaboration précieuse de M. de Michelis.

M. Mertens, au nom du groupe ouvrier, s'associe entièrement aux hommages qui viennent d'être rendus à la personne de M. de Michelis. Le groupe ouvrier a pu constater la compétence et l'impartialité avec lesquelles M. de Michelis a dirigé les travaux du Conseil. Personnellement, en sa qualité de vice-président du Conseil d'administration, il a apprécié la manière dont M. de Michelis a, pendant sa présidence, associé les membres du bureau du Conseil à la gestion et au contrôle de l'œuvre générale de l'Organisation. Il croit donc pouvoir dire, au nom du groupe ouvrier, que celui-ci sera toujours reconnaissant à M. de Michelis pour les grands services qu'il a rendus au cours de l'année écoulée.

M. de Michelis est extrêmement ému des témoignages de bienveillance et de sympathie qui viennent de lui être adressés. Il en gardera un souvenir impérissable et en remercie les auteurs du plus profond de son cœur.
The Director, speaking on behalf of himself and the Office, also expressed his sincere thanks to Mr. de Michelis.

The past year had probably been one of the historic years of the Organisation. It had been marked by a series of important events which had given rise to considerable difficulties and anxieties, both for the Chairman of the Governing Body and himself. The composition of the Governing Body had undergone a considerable change in the autumn of 1934 owing to the entry into the Organisation of the United States of America and the Union of Soviet Socialist Republics. The situation resulting from the entry of these two new Members had called for very careful handling, and there could be no doubt that if the Chairman of the Governing Body had been less experienced and less competent to deal with such problems than Mr. de Michelis, the difficulties which had been encountered would have been much greater.

Further, the Conference had in June 1935 adopted the general Convention on the reduction of hours of work. That decision must have been particularly gratifying to Mr. de Michelis, since it was he who had taken the initiative in bringing the problem before the Organisation three years ago, and the adoption of the Convention represented a first and important success for the policy which he had advocated so ardently and eloquently.

There was also another question, which was perhaps of less importance, in the solution of which Mr. de Michelis had played an important part, namely, the extension of the Office building. It was undoubtedly largely due to the Chairman, and to the advice and assistance which he had given the Director, that it had been possible to secure the necessary money and authority for this purpose.

During the past year he had always felt that he could count on Mr. de Michelis not merely as one of the most devoted upholders of the Organisation but also as a personal friend.

He also congratulated Mr. Riddell on his election to the Chair. Mr. Riddell was an old friend of the International Labour Office, and knew it both from the outside and the inside. He could count on the fullest loyalty and co-operation from all the staff of the Office.

Mr. Oersted heartily congratulated Mr. Riddell on his election as Chairman of the Governing Body. He was certain that Mr. Riddell would be a loyal and able Chairman, and would make every effort to develop the work of the International Labour Organisation.

He would say to Mr. de Michelis, on behalf of the whole employers' group, that the group had greatly appreciated the way in which he had directed the discussions of the Governing Body, and paid a tribute to his perfect impartiality and competence. Speaking on his own behalf he also thanked him for the courteous and friendly way in which he had treated him as Vice-Chairman of the Governing Body. His relations with the Chairman had not merely been marked by the utmost courtesy, but had developed into a friendship which had been still further strengthened during the past year. He associated himself with Mr. Mahaim in hoping that the Governing Body would long continue to enjoy the valuable collaboration of Mr. de Michelis.

Mr. Mertens, speaking on behalf of the workers' group, associated himself unreservedly with the tribute which had been paid to Mr. de Michelis. The workers' group had been impressed by the competent and impartial way in which Mr. de Michelis had directed the discussions of the Governing Body. Speaking as Vice-Chairman of the Governing Body, he had appreciated the manner in which Mr. de Michelis had, during his term of office, called upon the other Officers of the Governing Body to take part in the management and supervision of the general work of the Organisation. He could therefore say on behalf of the workers' group that that group would always be grateful to Mr. de Michelis for the great services which he had rendered during the past year.

Mr. de Michelis said that he was much touched by the expressions of friendship and good-will which he had received. He would always remember the tribute which had been paid to him, and sincerely thanked all those who had spoken.
Quatrième question à l'ordre du jour.

Organisation de la Conférence du travail des États d'Amérique
Membres de l'Organisation internationale du Travail, convoquée à Santiago-de-Chile.

Le Président salue la présence au sein du Conseil de M. Garcia Oldini, envoyé extraordinaire et Ministre plénipotentiaire du Chili, qu'il a invité à participer à la discussion sur l'organisation de la Conférence de Santiago.

Le Directeur est heureux de pouvoir dire que les perspectives de la Conférence de Santiago sont dès à présent excellentes. Grâce à l'énergie dont a fait preuve le Gouvernement chilien, toutes les dispositions principales ont déjà été prises et il apparaît que la Conférence s'ouvrira sous les meilleurs auspices. A cette occasion, il tient à adresser ses remerciements à M. Garcia Oldini pour les efforts qu'il a faits en vue de l'organisation de la Conférence. Si les négociations ont été parfois difficiles en raison de la distance qui sépare le Chili de Genève, il est heureux de pouvoir constater que tous les obstacles ont été successivement éliminés.

Il tient à attirer l'attention du Conseil sur quelques points touchant l'organisation de la Conférence. Tout d'abord, ainsi qu'il est signalé dans la note soumise au Conseil, le Congrès chilien a bien voulu mettre son Palais à la disposition de la Conférence. Il est convaincu que le Conseil d'administration appréciera vivement cette décision, qui permettra à la Conférence de siéger dans les meilleures conditions.

À la Conférence, des réponses affirmatives ont été reçues des États-Unis d'Amérique, de l'Argentine, du Chili, de Cuba, de l'Equateur, du Mexique, du Pérou, du Paraguay, de l'Uruguay et du Vénézuela. Il ressort, d'autre part, des indications fournies par le correspondant du Bureau au Brésil que ce dernier pays a également pris des dispositions pour envoyer une délégation. Il semble donc que la participation à la Conférence sera très complète, car il ne paraît pas douteux que des pays qui, jusqu'à présent, n'ont pas fait parvenir de réponse, enverront cependant une délégation à la Conférence le moment venu.

Au sujet de la date d'ouverture de la Conférence, il suggère de la reporter du 30 décembre au 2 janvier. Cette modification est nécessaire afin d'éviter un intervalle trop prolongé entre la date d'arrivée de certains bateaux et la date d'ouverture de la Conférence. Elle se justifie également du fait que le 1er janvier est un jour férié et que la Conférence ne pourrait siéger ce jour-là.

À propos de l'ordre du jour, il rappelle qu'à la 72ème session, le Conseil d'administration avait décidé que, dans le cadre du deuxième point de l'ordre du jour, les États invités à participer à la Conférence pourraient présenter des suggestions quant aux questions susceptibles de faire ultérieurement l'objet de discussion à la Conférence internationale du Travail. En fait, plusieurs États ont formulé de telles suggestions qui présentent un vif intérêt et dont plusieurs portent sur des questions déjà abordées par le Bureau.

Les travaux de préparation des documents soumis à la Conférence sont très avancés dans les quatre langues officielles de la Conférence.

Quant aux aspects financiers de l'organisation de la Conférence, ils sont exposés dans le rapport du Comité du budget et pourront être examinés à l'occasion de la discussion de ce rapport.

M. Mertens prend note, au nom du groupe ouvrier, des dispositions que le Directeur a prises pour l'organisation de la Conférence. Il se permet toutefois de rappeler que lorsque le Conseil a examiné, à sa 72ème session, la proposition du Gouvernement chilien, l'un des représentants ouvriers au Conseil, M. Negri, délégué ouvrier de l'Argentine, avait abordé la question de la représentation des organisations ouvrières à cette Conférence. Bien qu'il ne s'agisse pas d'une session de la Conférence internationale du Travail, il avait été entendu que les Gouvernements choisiraient les délégués, patronaux et ouvriers, d'accord avec les organisations patronales et ouvrières les plus représentatives. Il tiendrait, à présent, à savoir si les organisations ouvrières...
FOURTH ITEM ON THE AGENDA.

Organisation of the Labour Conference of the American States which are Members of the International Labour Organisation, to be held at Santiago.

The Chairman extended a welcome to Mr. Garcia Oldini, Envoy Extraordinary and Minister Plenipotentiary of Chile, whom he had invited to take part in the discussion on the organisation of the Santiago Conference.

The Director said that the prospects for the Santiago Conference were now excellent. Thanks to the great energy with which the Chilean Government had pursued the matter, all the essential arrangements had now been made, and the Conference would open under the best auspices. He would take this opportunity of thanking Mr. Garcia Oldini for the work which he had done in connection with the organisation of the Conference. Although the negotiations had sometimes been difficult owing to the distance between Chile and Geneva, he was glad to be able to say that all the obstacles had been overcome.

He would draw the Governing Body’s attention to certain points relating to the organisation of the Conference. In the first place, the note before the Governing Body pointed out that the Congress of Chile had consented to place the building of the Congress at the disposal of the Conference. The Governing Body would undoubtedly be most grateful for that decision, which would ensure that the Conference would meet under the best possible conditions.

As regards participation in the Conference, affirmative replies had been received from the United States of America, Argentina, Chile, Cuba, Ecuador, Mexico, Paraguay, Peru, Uruguay and Venezuela. He understood from the Office correspondent in Brazil that that country had also made arrangements for sending a delegation. The Conference would thus undoubtedly be very well attended, since there were no doubt other countries which had not yet replied but which would send a delegation to the Conference.

He suggested that the date of opening of the Conference should be postponed from 30 December to 2 January. That change was necessary in order to avoid too long an interval between the date of arrival of certain boats and the date of opening of the Conference. In any case, 1 January was a public holiday and the Conference could not meet on that day.

With regard to the agenda, the Governing Body had at its Seventy-second Session decided that in connection with the second item on the agenda, the States which were invited to the Conference could send suggestions as regards questions which might form the subject of future discussion at the International Labour Conference. Several suggestions of that kind had been received; they were questions of obvious importance with some of which the Office was already to some extent familiar.

The documentary preparation of the Conference was well advanced in all the four official languages of the Conference.

The financial aspects of the organisation of the Conference were dealt with in the report of the Finance Committee and could be considered in connection with that report.

Mr. Mertens said that the workers’ group took note of the arrangements which the Director had made for the organisation of the Conference. He would, however, point out that when the Governing Body had considered the Chilean Government’s proposal at its Seventy-second Session, one of the workers’ representatives on the Governing Body, Mr. Negri, Argentine workers’ delegate, had mentioned the question of the representation of the workers’ organisations at the Conference. Although the Santiago Conference was not a session of the International Labour Conference, it had been understood that the employers’ and workers’ representatives should be selected in agreement with the most representative employers’ and workers’ orga-
des pays cités par le Directeur ont effectivement été consultées et quel est le résultat des démarches que le Bureau a pu faire à cet égard.

*M. Leggett* tient à exprimer au Président le plaisir qu’il éprouve à le voir appelé à ces hautes fonctions. Ce plaisir n’a d’égal que le regret qu’il ressent à la pensée que M. de Michelis a terminé son mandat.

Il ne prend la parole que pour indiquer combien le Conseil apprécie les efforts déployés par le Gouvernement chilien et par M. Garcia Oldini, en vue de l’organisation de la Conférence de Santiago. Il considère que c’est un grand honneur pour lui d’avoir été choisi par le Conseil comme membre de sa délégation à la Conférence de Santiago, ce qui lui fournira l’occasion de mieux connaître le Chili et d’entrer en contact direct avec les représentants des pays d’Amérique. Il croit pouvoir parler au nom du Conseil tout entier en exprimant sa reconnaissance au Gouvernement chilien.

*M. Oersted* veut tout d’abord féliciter le Gouvernement chilien et M. Garcia Oldini ainsi que le Directeur pour avoir mené à bien les préparatifs de la Conférence de Santiago. Ainsi qu’il l’a déjà dit lorsque le Conseil a accepté l’invitation du Gouvernement chilien, il croit qu’une Conférence comme celle de Santiago peut être très utile, et il est personnellement heureux d’avoir pu répondre à l’invitation du Gouvernement chilien. Il espère que la Conférence de Santiago n’aboutira pas à imposer au Conseil des résolutions aux quelles il devrait être donné suite de la même manière qu’aux résolutions adoptées par la Conférence internationale du Travail. Il connaît en effet, par expérience, les résolutions qu’adopte la Conférence internationale du Travail et qui font l’objet d’un examen sommaire, mais dont les effets sont beaucoup plus importants qu’on ne pourrait le croire au moment où elles sont adoptées. En fait, il ne croit pas qu’il puisse y avoir de danger à cet égard, car il est matériellement impossible que la Conférence de Santiago traite quant au fond toutes les questions dont on a demandé l’inscription à l’ordre du jour et auxquelles viendront peut-être encore s’en ajouter d’autres. Il ne peut s’agir, dans ces conditions, que d’un échange de vues préliminaire, et il sera certainement très avantageux de pouvoir connaître les préoccupations des pays de l’Amérique du Sud et les problèmes qui se posent dans ces régions.

Il formule donc l’espoir que la Conférence de Santiago obtiendra un succès complet et que la délégation du Conseil pourra se féliciter d’avoir participé à ces travaux.

*M. Joshi* félicite les États d’Amérique et le Gouvernement chilien pour l’organisation de cette Conférence. Il est convaincu, pour sa part, que les Conférences régionales peuvent être d’une grande utilité pour les pays situés hors d’Europe, car elles peuvent fournir l’occasion de discuter les problèmes qui se posent particulièrement dans certains groupes de pays; d’autre part, elles peuvent contribuer à faciliter la ratification des conventions.

A cette occasion, il croit devoir rappeler au Directeur les décisions qui avaient été prises au sujet de l’organisation d’une autre Conférence régionale, celle des pays d’Asie. En 1930, la Conférence internationale du Travail avait adopté une résolution demandant au Conseil de prendre des dispositions en vue de la convocation d’une telle Conférence. Le Conseil avait ensuite chargé le Directeur de se mettre en rapport avec les Gouvernements intéressés. Sans doute, le Directeur a-t-il pris certaines mesures en ce sens; néanmoins, la Conférence n’a pas encore eu lieu. Il demande donc au Directeur quel est l’état actuel des négociations en vue de la convocation de cette Conférence.

Les travailleurs des pays d’Asie désireraient vivement qu’une Conférence eût lieu dans l’un de ces pays. Ce désir s’est manifesté non seulement par la résolution adoptée par la Conférence en 1930 sur la proposition du délégué ouvrier de l’Inde, mais encore par la résolution présentée à la dernière session de la Conférence et par les interventions des délégués ouvriers de l’Inde et du Japon et du délégué gouvernemental de Chine, en faveur de la convocation d’une semblable assemblée. D’autre part, en 1934, les organisations ouvrières de certains pays d’Asie ont, à leur Conférence
Mr. Leggett said that he had great pleasure in seeing Mr. Riddell in the Chair of the Governing Body. That pleasure was equalled only by his regret at the termination of the term of office of Mr. de Michelis.

His only object in speaking was to state how much the Governing Body appreciated the trouble which had been taken by the Chilean Government and by Mr. Garcia Oldini for the organisation of the Santiago Conference. He regarded it as a great honour that he had been chosen by the Governing Body as a member of its delegation to the Santiago Conference. This would give him an opportunity of becoming better acquainted with Chile and of getting into direct touch with the representatives of the South American countries. He was sure that he was speaking for the Governing Body as a whole in expressing his gratitude to the Chilean Government.

Mr. Oersted congratulated the Chilean Government, Mr. Garcia Oldini and the Director on the success of the arrangements for the Santiago Conference. As he had stated when the Governing Body accepted the Chilean Government’s invitation, he believed that a Conference of this kind would be extremely useful, and he personally was glad to have been able to accept the Chilean Government’s invitation.

He hoped that the Santiago Conference would not result in imposing on the Governing Body resolutions to which it would have to give effect in the same way as the resolutions adopted by the International Labour Conference. He had had experience of the resolutions adopted by the International Labour Conference; they received somewhat hasty consideration, but their effects were much more important than might be thought at the time when they were adopted. In practice he did not think that there would be any danger of this kind, as the Santiago Conference would not have time to deal in detail with all the questions which had been proposed for the agenda and which might subsequently be added. All that could take place would be a preliminary exchange of views, and it would certainly be very useful to obtain information on the views which were held in the South American countries and the problems which arose there.

He hoped that the Santiago Conference would be completely successful and that the delegation of the Governing Body would be able to congratulate itself on having taken part in the work.

Mr. Joshi congratulated the American States and the Chilean Government on the organisation of the Conference. Personally he felt that regional Conferences might be of great use to extra-European countries; they gave an opportunity for the discussion of the special problems which arose in certain groups of countries, and they might also help to facilitate the ratification of Conventions.

He would remind the Director in this connection of the decisions which had been taken concerning the organisation of another regional Conference—a Conference of Asiatic countries. In 1930 the International Labour Conference had adopted a resolution asking the Governing Body to make arrangements for the holding of a Conference of that kind. The Governing Body had subsequently instructed the Director to correspond with the Governments concerned. The Director had no doubt taken some steps in that direction; but nevertheless the Conference had not yet been held. He asked the Director how far the negotiations for the holding of such a Conference had progressed.

The workers of the countries of Asia were most anxious that a Conference should be held in one of those countries. That desire had been manifested not only by the resolution adopted by the Conference in 1930 on the motion of the Indian workers’ delegate, but also by the resolution submitted at the last session of the Conference and by the speeches of the workers’ delegates of India and Japan and the Government delegate of China in favour of such a Conference. Moreover, in 1934, the workers’ organisations of some of the Asiatic countries had held a Conference at Colombo at
tenue à Colombo, adopté une résolution en faveur du projet de Conférence régionale des pays d’Asie. Il est convaincu que si le Directeur fait usage de sa grande influence, il pourra convaincre les Gouvernements intéressés de la nécessité d’une telle Conférence. Il lui demande de faire des efforts énergiques dans ce sens.

_M. Ruiz Manent_ s’exprimera en espagnol. Il salue la présence au Conseil d’un représentant du Gouvernement chilien qui pourra, espère-t-il, siéger un jour au Conseil d’administration comme membre titulaire. Il remercie le Gouvernement chilien et son représentant pour les efforts qu’ils ont faits en vue de permettre l’organisation de cette Conférence, à laquelle le Conseil attache une grande importance. Il est convaincu que cette Conférence obtiendra un vif succès car le Chili, comme les autres pays de l’Amérique latine, n’a pas oublié la vieille tradition espagnole de l’hospitalité.

Il est heureux de pouvoir faire connaître au Conseil que le Gouvernement espagnol lui a adjoint diverses personnalités éminentes pour l’accompagner à la Conférence de Santiago et a, d’autre part, prévu le crédit nécessaire pour préparer une édition spéciale des anciennes lois des Indes Occidentales, dont l’importance et la portée sur le droit international moderne et le droit social sont reconnues de tous. Il aura aussi l’honneur d’offrir à la Conférence, au nom du ministre du Travail et de la Justice, des exemplaires de la législation sociale espagnole ainsi que des volumes sur les lois et la pratique de l’assurance sociale en Espagne, offerts par l’Institut de Prévoyance. Ces textes pourront être d’une grande utilité pour la Conférence de Santiago.

Convaincu que cette Conférence répondra à ce qu’on attend d’elle, il souhaite qu’elle marque le début d’une ère nouvelle dans l’activité de l’Organisation internationale du Travail.

_M. Ruiz Guiñazú_ est heureux de pouvoir faire savoir au Conseil que l’Argentine se fera représenter à la Conférence de Santiago par une délégation complète et que les représentants ouvriers seront choisis après consultation des organisations ouvrières les plus représentatives.

Le Gouvernement argentin a l’intention de présenter des suggestions se rapportant au deuxième point de l’ordre du jour de la Conférence. Ces suggestions sont à l’étude au Département national du travail, et il espère pouvoir les présenter officiellement à une date prochaine.

_M. Estrada Cajigal_ présente à M. Garcia Oldini et au Directeur ses félicitations pour le succès de leurs démarches. Le Gouvernement mexicain a examiné avec un grand intérêt la question de sa participation à la Conférence, laquelle, il en est convaincu, aura des répercussions très heureuses sur la vie sociale du continent américain.

_M. Muniz_ adresse ses remerciements au Gouvernement chilien et à M. Garcia Oldini pour tout ce qu’ils ont fait en vue de rendre possible l’organisation de la première conférence régionale devant avoir lieu sous les auspices de l’Organisation internationale du Travail. Il est convaincu que cette Conférence aura un plein succès et contribuera à élargir le champ d’action de l’Organisation internationale du Travail.

Le Gouvernement brésilien envisage d’envoyer à la Conférence une délégation complète. Il se réserve le droit de formuler des suggestions au sujet de l’ordre du jour de la Conférence et pense être bientôt en mesure de présenter effectivement ces suggestions.

_Le Directeur_ tient à répondre à quelques questions qui lui ont été posées au cours de la discussion.

M. Mertens lui a demandé si les délégués ouvriers à la Conférence seraient désignés en accord avec les organisations les plus représentatives. Jusqu’à présent, il n’a reçu aucune indication précise au sujet de la composition des différentes délégations, mais sans doute on ne peut s’attendre à être fixé à cet égard deux mois avant l’ouverture de la Conférence. Il souligne que M. Ruiz Guiñazú a déjà donné à M. Mertens des assurances au sujet de la délégation ouvrière argentine ; il est convaincu, pour sa part, que les autres pays procéderont de la même manière que le Gouvernement argentin.
which they had passed a resolution in favour of a regional Conference of Asiatic countries. He was convinced that if the Director made use of his great influence he would be able to convince the Governments concerned that such a Conference should be held. He asked him to make a vigorous effort in this direction.

Mr. Ruiz Manent, speaking in Spanish, said that he welcomed the presence of a representative of the Chilean Government at the meeting of the Governing Body, and hoped that some day he would have a seat on the Governing Body as a regular member. He thanked the Chilean Government and its representative for the efforts which they had made with a view to the organisation of the Conference, to which the Governing Body attached great importance. He was convinced that the Conference would be most successful, for Chile, like the other countries of Latin America, had not forgotten the ancient Spanish tradition of hospitality.

He had pleasure in informing the Governing Body that the Spanish Government had appointed several eminent persons to accompany him to the Santiago Conference and that in addition it had voted a sum of money for the publication of a special edition of the ancient laws of the West Indies, the importance of which and their influence on modern international and labour law were universally recognised. He would thus have the honour of presenting the Conference, on behalf of the Minister of Labour and Justice, with copies of Spanish social legislation, as well as with works on the legal and practical aspects of social insurance in Spain, offered by the Welfare Institute. These texts would be of great value to the Santiago Conference.

He was convinced that the Conference would prove as successful as was expected, and he hoped that it would inaugurate a new era in the work of the International Labour Organisation.

Mr. Ruiz Guíñazú said that he was glad to be able to inform the Governing Body that Argentina would be represented at the Santiago Conference by a complete delegation and that the workers' representatives would be chosen after consultation with the most representative workers' organisations.

The Argentine Government intended to submit suggestions with regard to the second item on the agenda of the Conference. Those suggestions were at present being studied by the National Department of Labour, but he hoped to submit them officially in the near future.

Mr. Estrada Cajigal congratulated Mr. García Oldini and the Director on the success of their efforts. The Mexican Government had given careful consideration to the question of its participation in the Conference, which, he was convinced, would have an excellent effect on social conditions in the American Continent.

Mr. Múñiz thanked the Chilean Government and Mr. García Oldini for all that they had done in order to make it possible to arrange for the first regional Conference to be held under the auspices of the International Labour Organisation. He was certain that the Conference would be entirely successful and would help to widen the sphere of action of the International Labour Organisation.

The Brazilian Government intended to send a complete delegation to the Conference. It reserved the right to put forward suggestions regarding the agenda of the Conference, and expected to be able to do so shortly.

The Director said that he would reply to certain questions which had been raised in the course of the discussion.

In the first place, Mr. Mertens had asked whether the workers' delegates at the Conference would be chosen in agreement with the most representative organisations. Up to the present he had not received any definite information as to the composition of the various delegations; but it was hardly to be expected that such information should be available two months before the Conference opened. Mr. Ruiz Guíñazú had already given Mr. Mertens an assurance as regards the Argentine workers' delegation, and he felt sure that the other countries would act in the same way as the Argentine Government.
Au sujet des réserves formulées par M. Oersted, qui craint les répercussions que pourrait avoir l'examen approfondi des diverses questions qui seront traitées dans le cadre du deuxième point à l'ordre du jour, il tient à préciser que l'objet de cette deuxième partie de l'ordre du jour était de mettre les États d'Amérique, réunis à Santiago, en mesure de présenter des suggestions au Conseil quant aux questions qui pourraient opportunément figurer à l'ordre du jour de sessions ultérieures de la Conférence internationale du Travail. Il ne s'agit donc pas d'aborder ces questions quant au fond, et c'est évidemment au Conseil lui-même qu'il appartiendra de décider si, ultérieurement, il entend les inscrire à l'ordre du jour d'une Conférence.

Il comprend parfaitement que M. Joshi éprouve quelque déception en voyant que l'idée d'une conférence régionale, qu'il avait émise lui-même il y a cinq ans, trouve sa réalisation dans l'organisation d'une conférence, non en Asie mais en Amérique du Sud. Il peut lui donner l'assurance qu'il poursuivra ses efforts en vue de l'organisation d'une conférence régionale des pays asiatiques. En fait, il doit souligner que la conférence des pays d'Amérique n'aurait pu avoir lieu sans l'invitation généreuse du Gouvernement chilien. La convocation d'une Conférence asiatique serait grandement facilitée si l'on se trouvait en présence d'une initiative correspondante.

Le Conseil apprendra sans doute avec intérêt que le Gouvernement chilien vient de déposer les instruments de ratification de quatorze conventions. Il tient, pour sa part, à remercier M. Garcia Oldini et le Gouvernement chilien pour ce nouveau témoignage de l'intérêt qu'ils portent à l'œuvre de l'Organisation.

M. Garcia Oldini, représentant du Gouvernement chilien, déclare que son Gouvernement apprécie vivement, non seulement les nombreuses marques de sympathie qui lui sont adressées, mais encore l'œuvre pratique que le Conseil d'administration et le Bureau ont réalisée en vue de l'organisation de la Conférence. Il n'est pas douteux que les résultats atteints sont dus pour une grande part au travail opiniâtre du Bureau; il tient à souligner à cet égard que cela a été pour lui un privilège de collaborer de près avec une telle institution et de pouvoir mesurer la qualité et l'intensité des efforts nécessaires pour surmonter les difficultés prévues ou imprévues auxquelles il a fallu faire face. Il rend hommage à l'expérience du Directeur, qui connaît les hommes, les institutions et les pays, et dont la volonté et l'intelligence ne sont jamais en défaut. Le succès de cette conférence, qui constituera un événement historique et qui renforcera certainement l'autorité de l'Organisation internationale du Travail, moteur de la vie sociale internationale, sera dû, il conviendra de ne pas l'oublier, pour la plus grande part au Bureau international du Travail et à son Directeur.

M. Rice s'associe aux orateurs précédents pour féliciter le Directeur et remercier le Gouvernement chilien des efforts qu'ils ont faits en vue de l'organisation de cette Conférence. Le Gouvernement des États-Unis a déjà fait connaître, lors de la 72ème session, qu'il entendait collaborer pleinement à cette initiative, et il sera heureux d'envoyer une délégation complète pour participer, avec les représentants des Républiques sœurs de l'Amérique latine, aux réunions qui auront lieu au mois de janvier à Santiago.

M. Possehl croit que le Conseil d'administration apprendra avec intérêt l'avis des organisations ouvrières américaines au sujet de la Conférence organisée à Santiago. Il donne lecture du passage suivant du rapport présenté par le Comité exécutif au Congrès de la Fédération américaine du Travail:

« Le Bureau international du Travail organise, sur la proposition du Gouvernement chilien, une Conférence régionale qui aura lieu l'année prochaine à Santiago de Chile. Des questions intéressant le Bureau international du Travail seront examinées à cette Conférence, à laquelle sont invités à participer les États d'Amérique Membres de l'Organisation internationale du Travail. Les États de l'Amérique latine ont rarement profité de l'occasion d'envoyer des délégations complètes à Genève. En raison du développement industriel rapide de ces pays, il est nécessaire d'établir, dans ces pays, des conditions de travail telles que la production industrielle de ces pays n'affleure pas sur le marché mondial au détriment des pays dans lesquels le niveau de vie est supérieur. Le but principal visé par cette Conférence est d'aviver l'intérêt pour l'œuvre de l'Organisation internationale du Travail et d'assurer une participation
In connection with the reservations made by Mr. Oersted, who was apprehensive of the possible effects of a detailed discussion of the various questions raised in connection with the second item on the agenda, he would explain that the object of the second point on the agenda was to enable the American States meeting at Santiago to make suggestions to the Governing Body as to the questions which might properly be put on the agenda of future sessions of the International Labour Conference. That did not involve a discussion of the substance of those questions, and it would of course be for the Governing Body itself to decide ultimately whether it would place them on the agenda of a session of the Conference.

He quite understood that Mr. Joshi should feel some disappointment at the fact that the idea of a regional Conference, which he had himself put forward some five years ago, should be carried out by the holding of a Conference not in Asia but in South America. He could however assure him that he would continue his efforts to bring about a regional Conference of Asiatic countries. He might incidentally point out that the Conference of American countries could not have taken place but for the generous invitation of the Chilean Government. The holding of an Asiatic Conference would be greatly facilitated by a similar initiative.

The Governing Body would no doubt be interested to hear that the Chilean Government had just registered the ratification of fourteen Conventions. He thanked Mr. Garcia Oldini and the Chilean Government for this further proof of their interest in the work of the Organisation.

**Mr. Garcia Oldini**, Chilean Government representative, said that his Government felt much satisfaction not only at the numerous friendly references which had been made to it, but also at the practical work which the Governing Body and the Office had done with a view to the organisation of the Conference. The success achieved was undoubtedly due largely to the persistent work of the Office; and he had felt it a privilege to be able to collaborate closely with such an institution, and to form an idea of the quantity and quality of the work which had been done in order to overcome the expected or unexpected difficulties which had had to be met. He paid a tribute to the experience of the Director, his knowledge of men, institutions and countries, and his unfailing determination and intelligence. The Santiago Conference would be a historic event and would undoubtedly strengthen the authority of the International Labour Organisation, which was the motive force in the social progress of the world. It must not be forgotten that the success of the Conference would be mainly due to the International Labour Office and its Director.

**Mr. Rice** said that he joined with previous speakers in congratulating the Director and thanking the Chilean Government for all that they had done for the organisation of the Santiago Conference. The United States Government had already declared at the Seventy-second Session that it intended to collaborate heartily in the work, and would be glad to send a complete delegation to participate with the representatives of the republics of Latin America in the Conference to be held at Santiago in January.

**Mr. Posselh** said that the Governing Body might be interested to hear the views of the American labour movement with reference to the Santiago Conference. He read the following passage from a report submitted by the Executive Council of the Convention of the American Federation of Labor:

"At the request of the Government of Chile, the International Labour Office is planning a Regional Conference to be held in Santiago, Chile, within the coming year. In this Conference issues and problems of the International Labour Office are to be discussed and the nations which are Members of the International Labour Office will be invited to participate. The nations of Latin America have rarely availed themselves of their opportunity to send a full delegation to Geneva. Inasmuch as the industrial development within these nations is coming rather rapidly, it is necessary to establish the labour standards in these countries so that their output will not come into the world market to the disadvantage of those countries where higher standards prevail. The fundamental purpose of the Conference is to create an interest in the work of the International Labour Office and to ensure more representative
plus complète aux réunions qu'elle convoque. La Conférence de Santiago ne s'oppose en aucune façon à l'activité de la Fédération pan-américaine du Travail.

Il est convaincu que le Conseil exécutif de la Fédération américaine du Travail désignera un délégué pour représenter les organisations ouvrières des États-Unis à la Conférence de Santiago et que le congrès de la Fédération approuvera les propositions que lui a soumises dans ce sens le Conseil exécutif.

Le Président estime que l'échange de vues qui vient d'avoir lieu met en lumière à quel point le Conseil d'administration est satisfait des mesures prises en vue de l'organisation de la Conférence de Santiago; ce sentiment se traduit par une vive reconnaissance qui s'adresse tant à M. Garcia Oldini qu'au Directeur.

Le Conseil décide d'adresser ses plus vifs remerciements au Congrès chilien pour son offre de mettre son Palais à la disposition de la Conférence.

Le Conseil prend note des indications données par le Directeur au sujet de l'organisation de la Conférence de Santiago. Il décide de reporter la date d'ouverture de cette Conférence du 30 décembre 1935 au 2 janvier 1936.

CINQUIÈME QUESTION A L'ORDRE DU JOUR.

Suite à donner aux résolutions adoptées par la Conférence à sa XIXe session.

Le Directeur suggère au Conseil d'aborder l'examen du premier groupe de résolutions tendant à l'inscription de questions à l'ordre du jour de la Conférence, pour examiner ensuite la sixième question à l'ordre du jour, à savoir l'examen préliminaire des questions susceptibles d'être inscrites à l'ordre du jour de la session de 1937 de la Conférence.

1. Résolutions tendant à l'inscription de questions à l'ordre du jour de la Conférence.

1. Résolution concernant les congés payés dans l'agriculture.

Le Directeur expose que, en dépit des grands progrès réalisés au cours des dernières années en matière de congés payés dans l'agriculture, il ne paraît guère possible d'inscrire cette question à l'ordre du jour de la Conférence de 1936; en effet, une décision dans ce sens nécessiterait la préparation, dans un délai très court, d'un rapport gras et, d'autre part, aurait pour conséquence que les questions des congés payés dans l'industrie, d'une part, et dans l'agriculture, d'autre part, seraient examinées à la même session de la Conférence à des stades différents, ce qui risquerait de provoquer quelque confusion. Il suggère que le Bureau soit chargé de compléter sa documentation sur les congés payés dans l'agriculture après la clôture de la XXe session de la Conférence; un rapport complet serait alors soumis à la Commission du travail agricole et, à la lumière des conclusions auxquelles aboutirait cette commission, le Conseil pourrait prendre telles décisions qu'il jugerait opportunes.

M. Forbes Watson a deux observations à présenter au sujet de la résolution en question. Il relève tout d'abord que le Conseil en est saisi dans des conditions irrégulières. Elle émane d'une commission qui ne s'occupait pas de questions agricoles, et elle n'a pas été présentée conformément aux dispositions de l'article 12, paragraphe 7, du règlement de la Conférence. Il espère qu'il ne s'agit pas là d'un précédent dont on puisse se réclamer à l'avenir.

Quant au fond, il ne s'oppose pas à ce que le Bureau poursuive l'étude de la question des congés payés. Il se demande toutefois si l'on devrait aborder l'examen de ce problème alors que d'autres questions présentent un caractère beaucoup plus urgent.

Par contre, il considère comme prématûre de proposer que la Commission du travail agricole examine l'opportunité d'inscrire cette question à l'ordre du jour de la Conférence en vue de la traiter en une seule discussion. Il sera toujours temps de s'occuper des congés payés dans l'agriculture lorsqu'une convention concernant les congés payés dans l'industrie aura été adoptée, ratifiée et appliquée. En fait, les
participation. The Chilean Conference is in no way in conflict with the activities of the Pan-American Federation of Labour.

He was sure that the Executive Council of the American Federation of Labor would nominate a delegate to represent the labour movement of the United States at the Santiago Conference, and that the Convention of the Federation would approve the proposals to that effect submitted by the Executive Council.

The Chairman said that the discussion which had taken place clearly showed the satisfaction with which the Governing Body viewed the measures taken for the organisation of the Santiago Conference. The Governing Body was extremely grateful both to Mr. Garcia Oldini and to the Director.

The Governing Body decided to convey its warmest thanks to the Chilean Congress for its offer to place the Congress Building at the disposal of the Conference.

The Governing Body took note of the information given by the Director concerning the organisation of the Santiago Conference. It decided that the date of opening of the Conference should be postponed from 30 December 1935 to 2 January 1936.

FIFTH ITEM ON THE AGENDA.

Effect to be given to the resolutions adopted by the Conference at its Nineteenth Session.

The Director suggested that the Governing Body should deal with the first group of resolutions relating to the placing of items on the agenda of the Conference, and that it should then proceed to the sixth item on the agenda, namely the preliminary discussion of the questions which might be placed on the agenda of the 1937 Session of the Conference.

I. Resolutions proposing questions for the agenda of the Conference.

1. Resolution concerning holidays with pay in agriculture.

The Director said that notwithstanding the considerable progress which had been made as regards holidays with pay in agriculture in recent years, it hardly appeared feasible to include that question in the agenda of the 1936 Session of the Conference. Such a decision would involve the preparation of a grey report at very short notice, and would moreover mean that the question of holidays with pay in industry and that of holidays with pay in agriculture would be discussed at different stages during the same session of the Conference. That would probably give rise to confusion. He suggested that the Office should be instructed to complete its information on holidays with pay in agriculture after the Twentieth Session of the Conference. A full report would then be submitted to the Committee on Agricultural Work, and in the light of the Committee's conclusions the Governing Body could take such decisions as it thought fit.

Mr. Forbes Watson said that he had two observations to make on this resolution. In the first place the manner in which it came before the Governing Body was irregular. It came from a Committee which was not dealing with agricultural questions, and it was not a resolution which had been submitted in accordance with paragraph 7 of Article 12 of the Standing Orders of the Conference. He hoped that this would not be taken as a precedent for the future.

On the merits of the question, he did not object to the Office continuing its studies of the question of holidays with pay. He did, however, wonder whether this question should be taken up when there were others which were much more urgent.

In his view it was entirely premature to propose that the Committee on Agricultural Work should consider the desirability of placing the question on the agenda of the Conference with a view to its being dealt with by way of a single discussion. It would be time enough to deal with holidays with pay in agriculture when a Convention on holidays with pay in industry had been adopted, ratified and applied.
congés payés constituent une augmentation des salaires, et aussi longtemps que ces derniers varient de pays à pays, une augmentation proportionnelle accentue au lieu de diminuer les inégalités subsistant entre les conditions de travail dans les différents pays.

Dans ces conditions, il tient à se réserver le droit de s’opposer aux recommandations que la Commission du travail agricole pourrait éventuellement formuler en vue de l’adoption d’un projet de convention en la matière.

M. Mertens déclare que, comme l’un des auteurs de la résolution, il comprend parfaitement les difficultés signalées dans la note du Bureau et qu’il accepte les suggestions contenues dans cette note, bien qu’il eût préféré que la question des congés payés fût traitée dans son ensemble et non pour une certaine catégorie de travailleurs seulement.

Il reconnaît, par ailleurs, que la commission dont cette résolution émane n’était pas appelée à s’occuper des questions agricoles. Par contre, elle était saisie du problème des congés payés. Le groupe ouvrier ne peut être rendu responsable du fait que le Conseil a voulu scinder la question des congés payés et n’inscrire celle-ci à l’ordre du jour de la Conférence que dans la mesure où elle s’appliquait aux travailleurs de l’industrie. Les auteurs de la résolution ne sont pas non plus responsables du fait que cette résolution n’a pas été soumise à la Commission des résolutions, mais a été renvoyée directement à la Commission des congés payés. Il constate d’ailleurs que, pour ce qui est de l’autre partie de la résolution en question, le Directeur propose de donner une certaine satisfaction aux auteurs de la résolution en la liant aux propositions de M. de Michielis concernant le travail agricole.

Il tient à relever les objections formulées par M. Forbes Watson à l’égard de l’élaboration de réglementations internationales qui auraient pour effet d’accroître les difficultés dans les pays où les travailleurs jouissent d’une situation supérieure à celle d’autres pays. Il répondrait, une fois de plus, à cette objection que l’action du groupe ouvrier tend à garantir à tous les travailleurs du monde des conditions minima d’existence. Quand, grâce à l’Organisation internationale du Travail, auront été adoptées des conventions portant sur tous les domaines du travail et prévoyant des standards minima pour les travailleurs de tous les pays, les critiques que M. Forbes Watson adresse aux États dans lesquels les travailleurs subissent des conditions inférieures auront perdu tout fondement. Par conséquent, pour les raisons mêmes qu’il invoque M. Forbes Watson, il devrait appuyer l’action du groupe ouvrier afin d’arriver le plus vite possible à l’adoption des standards minima dans les différents pays.

Pour l’instant, les ouvriers se rendent compte qu’il n’est pas possible pour le Conseil d’envisager l’inscription de la question des congés payés dans l’agriculture à l’ordre du jour de la session de 1936 de la Conférence et ils acceptent la proposition faite par le Directeur. Ils espèrent qu’au cours de l’année qui suivra, la question pourra mûrir et qu’autant le groupe patronal appuiera la demande du groupe ouvrier tendant à soumettre au plus tôt la question à la Conférence.

M. Mannio regrette que la Conférence n’ait pu, dès 1935, aborder simultanément l’examen de la question des congés payés dans l’agriculture et dans l’industrie. Il souligne que la Commission des congés payés, à la XIXe session de la Conférence, a été, à l’exception du groupe patronal, unanime à reconnaître la nécessité d’accélérer, autant que possible, l’examen de la question, afin d’établir au plus tôt une réglementation internationale visant l’agriculture. À son avis, la décision de la Commission marquait nettement que la question est mûre pour faire l’objet d’une solution internationale. Il comprend qu’il ne soit matériellement pas possible de soumettre immédiatement cette question à la Conférence, mais exprime le vœu qu’elle soit reprise en vue de figurer à l’ordre du jour de la Conférence le plus tôt possible.

M. Leggett expose que le Gouvernement britannique ne s’oppose pas aux suggestions du Directeur tendant à charger le Bureau de poursuivre ses études au sujet des congés payés. À son avis, il convient que la question soit soumise à la Commission du travail agricole et que celle-ci l’envisage sans idées préconçues.

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Holidays with pay really meant an addition to wages, and as long as wages in the various countries were unequal, such a percentage addition would aggravate instead of removing the inequalities of conditions of labour in the different countries.

He would therefore make it clear that he reserved his right to oppose any recommendation which the Committee on Agricultural Work might make for the adoption of a Convention on the subject.

_Mr. Mertens_ said that as one of the authors of the resolution, he perfectly understood the difficulties mentioned in the Office note and agreed to the suggestions which were made, although he would have preferred that the question of holidays with pay should have been treated as a whole and not for a certain class of workers only.

He admitted that the Committee from which the resolution came did not deal with agricultural questions. It was however dealing with holidays with pay. It was not the fault of the workers' group that the Governing Body had decided to divide the question of holidays with pay and to place it on the agenda of the Conference as applying to industrial workers only. Neither was it the fault of the authors of the resolution that it had not been submitted to the Resolutions Committee but referred directly to the Committee on holidays with pay. He noted that as regards the other part of the resolution in question, the Director proposed to meet the views of its authors to some extent by linking it up with Mr. de Michelis' proposals concerning agricultural work.

He drew attention to Mr. Forbes Watson's objections concerning the drawing up of international legislation which was likely to increase the difficulties experienced in those countries where the position of workers was better than in other countries. He would once more reply to that objection that the object of the workers' group was to ensure that all the workers of the world enjoyed certain minimum living conditions. When, through the work of the International Labour Organisation, Conventions had been adopted dealing with all departments of labour and laying down minimum standards for the workers of all countries, Mr. Forbes Watson's criticisms of countries where conditions of work were less satisfactory would cease to have any object. Thus Mr. Forbes Watson's own arguments ought to lead him to support the workers' group with a view to arriving as soon as possible at the adoption of minimum standards for all countries.

The workers realised that it was not at present possible for the Governing Body to contemplate placing the question of holidays with pay in agriculture on the agenda of the 1936 Session of the Conference, and they accepted the Director's proposal. They hoped that the question would make progress during the coming year, and that the employers' group would then be able to support the request of the workers' group that the question should be laid before the Conference as soon as possible.

_Mr. Mannio_ regretted that the Conference had not been able to deal simultaneously in 1935 with holidays with pay in agriculture and in industry. The Committee on holidays with pay at the Nineteenth Session of the Conference had, with the exception of the employers' group, been unanimous in recognising the necessity for expediting the study of the question as much as possible so that international regulations covering agriculture could be adopted in the near future. In his view the Committee's decision clearly showed that the question was ripe for international settlement. He realised that it would not be practically possible to lay this question before the Conference at once; but he hoped that it would be placed on the agenda as soon as possible.

_Mr. Leggett_ said that the British Government had no objection to the Director's suggestion that the Office should be instructed to continue its study of the question of holidays with pay. He thought it desirable that the matter should be submitted to the Committee on Agricultural Work and that that Committee should consider it with an open mind.
Il a une observation à présenter au sujet du passage de la note du Bureau dans lequel il est dit :

« A la liste des pays dans lesquels les travailleurs de l’agriculture bénéficient dans une certaine mesure de congés payés, le Bureau peut actuellement ajouter le nom de l’Angleterre et du Pays de Galles ; il apparaît que dans ce pays les Commissions régionales de salaires, constituées en vertu de la loi de 1924 sur la réglementation des salaires dans l’agriculture, ont qualité pour prendre des dispositions en vue de l’octroi de congés payés aux ouvriers agricoles ; des règlements qui s’appliquent à 452.000 ouvriers agricoles ordinaires prévoient l’octroi, au cours de l’année de un à six jours de congé ; d’autres règlements, s’appliquant à 143.500 ouvriers ordinaires, ne contiennent pas de dispositions à cet égard. »

Ce passage ne correspond pas exactement aux dispositions législatives en vigueur. En réalité, les commissions régionales de salaires peuvent décider qu’il sera payé des salaires supplémentaires lorsque les ouvriers travaillent pendant la semaine de congé. La loi ne prévoit pas en fait l’octroi obligatoire de congés payés au sens de la résolution. Il serait regrettable que le Conseil d’administration ou la Conférence conçoivent des espoirs erronés à la suite de cette indication.

Par ailleurs, il croit qu’en général l’Organisation internationale du Travail s’intéresse trop souvent à des problèmes de détail et non aux problèmes fondamentaux qui régissent les conditions de travail et de vie des ouvriers tant dans l’agriculture que dans l’industrie. C’est ainsi que si le Gouvernement britannique, tout comme d’autres Gouvernements et le groupe ouvrier, s’intéresse aux congés payés, il estime cependant que ce n’est pas là le problème principal, lequel est plutôt celui des salaires payés aux travailleurs pendant le reste de l’année, notamment dans l’agriculture. C’est ainsi que, à propos de la réduction du travail dans l’industrie textile, question dont l’inscription à l’ordre du jour de la Conférence est proposée par ailleurs, on ne peut perdre de vue que ce sont les travailleurs de l’agriculture qui comptent parmi les principaux clients de l’industrie textile et que, par conséquent, il importe davantage de se préoccuper du salaire touché par l’ouvrier agricole pendant les 51 semaines de travail qu’il accomplit par an que du congé payé à lui octroyer pendant la semaine restante.

Ainsi donc, tout en se ralliant à la proposition du Bureau quant à la continuation des études sur le problème des congés payés dans l’agriculture, le Gouvernement britannique doute qu’une mesure tendant à l’attribution de ces congés puisse constituer en fait un bien grand avantage pour les travailleurs de l’agriculture.

M. Schürch qui a fait partie, lui aussi, de la Commission des congés payés à la XIXe session de la Conférence, appuie les observations de M. Mannio. Il considère que le retard apporté à l’examen de la question des congés payés dans l’agriculture causera dans les milieux agricoles une vive déception. On vient de prétendre que cette question ne constitue pas un problème fondamental. En fait, lui-même a tout récemment encore été sollicité par les organisations de travailleurs agricoles d’insister auprès du Conseil d’administration pour que la question des congés payés dans l’agriculture soit résolue par la Conférence à brève échéance.

A cet égard, il se demande si le Service agricole du Bureau est actuellement en mesure d’effectuer toutes les études nécessaires. Jusqu’à présent, le Service agricole au Bureau a été quelque peu déserté et il importe qu’on mette à sa disposition les moyens nécessaires pour mener sa tâche à bonne fin. C’est seulement ainsi qu’il sera possible d’accélérer les travaux afin que la question des congés payés puisse être convenablement préparée et faire l’objet d’un règlement international à la session de 1937 de la Conférence.

M. Hayday déclare que le groupe ouvrier a eu quelque hésitation à accepter les suggestions du Directeur, car il redoute tous les délais qui pourraient être apportés à une solution de la question des congés payés dans l’agriculture. En fait, il paraît artificiel, à l’heure actuelle, de vouloir traiter séparément les aspects d’une même question qui concernent l’agriculture et ceux qui concernent l’industrie proprement dite, car, à la suite des mesures de rationalisation prises au cours des dernières années, la distinction entre ces deux branches d’activité tend à disparaître.
He had an observation to make regarding the following passage in the note of the Office:

"To the list of countries in which holidays with pay exist to some extent in agriculture, the Office has to add the name of England and Wales, in which country it appears that the District Wage Committees, set up under the Agricultural Wages (Regulations) Act, are entitled to arrange for holidays with pay for agricultural workers; regulations covering 452,000 ordinary agricultural workers secure from one to six bank holidays with pay during the year, while regulations covering 143,500 ordinary workers contain no provisions of this kind."

That passage did not correspond exactly to the law on the subject. As a matter of fact the district wage committees could settle extra payment for holidays when worked, but the law did not determine that there should be holidays with pay in the sense of the resolution. He would not wish the Governing Body or the Conference to form false hopes as a result of that statement.

In general he felt that the International Labour Organisation too often concerned itself with questions of detail rather than with the fundamental problems affecting the living and working conditions of workers both in agriculture and industry. While the British Government was as much interested in holidays with pay as other countries and as the workers' group, it considered that this was not the main question. That was rather to be found in the wages which were to be paid during the rest of the year, more particularly in the case of agricultural workers. Similarly, in connection with the reduction of hours of work in the textile industry which it was proposed in another connection to place on the agenda of the Conference, it must be remembered that the agricultural workers were among the main customers of the textile industries. Thus it was more important to deal with the wages received by the agricultural worker during the fifty-one weeks for which he worked during the year rather than the holiday with pay to be granted him during the remaining week.

Therefore, while he supported the proposal that the Office should continue its studies on the problem of holidays with pay in agriculture, the British Government doubted whether a measure granting holidays with pay would in fact confer a great benefit on agricultural workers.

*Mr. Schürch* said that he had also been a member of the Committee on holidays with pay at the Nineteenth Session of the Conference, and he supported *Mr. Mannio's* observations. He considered that any delay in the discussion of the question of holidays with pay in agriculture would cause keen disappointment in agricultural circles. It had just been stated that the problem was not a fundamental one. As a matter of fact, however, he had himself recently been requested by the agricultural workers' organisations to urge the Governing Body to enable the question of holidays with pay in agriculture to be settled by the Conference as soon as possible.

He did not feel sure whether the Agricultural Service of the Office was at present in a position to carry out all the necessary studies. Up to the present that service had perhaps been somewhat neglected, and it must be given the necessary means for carrying out its work satisfactorily. That was necessary if the work on the subject was to be expedited so that the question of holidays with pay could be adequately prepared and could form the subject of international regulations at the 1937 Session of the Conference.

*Mr. Hayday* said that the workers' group had felt some hesitation in agreeing to the Director's suggestions, for it was apprehensive of the delay which there might be in the settlement of the question of holidays with pay in agriculture. It was somewhat artificial at the present time to insist on dealing separately with the same question as applying to industry in the strict sense and as applying to agriculture, for, owing to the measures of rationalisation adopted in recent years, the distinction between these two branches was tending to disappear.
Il n’aurait pas pris la parole si ce n’était pour relever l’assertion de M. Leggett, d’après laquelle le peuple britannique s’intéresserait davantage aux salaires payés pendant 51 semaines par an qu’à l’octroi obligatoire d’un congé payé pour la cinquante-deuxième semaine. En fait, la classe ouvrière britannique déplore que le niveau des salaires payés aux travailleurs agricoles soit aussi bas. Il désire l’augmentation de ces salaires et, parallèlement, l’octroi d’un congé annuel payé. Il ne voit pas, pour sa part, pourquoi ce congé devrait être limité à une semaine par an.

La question du salaire payé pendant l’année de travail présente un autre aspect. Si, véritablement, la modicité de ce salaire cause de si vives préoccupations, comment se fait-il que précisément ceux qui font état de cette préoccupation s’opposent à une réduction de la durée du travail qui permettrait de donner du travail à un plus grand nombre d’ouvriers ? En fait, les travailleurs agricoles en Grande-Bretagne subissent un chômage saisonnier qui s’accroît proportionnellement chaque année. On ne peut, en présence de ce chômage et du niveau peu élevé des salaires, prétendre que le moment n’est pas opportun pour octroyer des congés payés aux travailleurs agricoles. Comme il l’a indiqué, le travail agricole dans les pays industriels se rapproche de plus en plus des conditions générales de travail dans l’industrie. C’est là un résultat du perfectionnement des transports et de l’application de méthodes industrielles à l’agriculture. On ne peut donc, alors que l’on protège de toutes manières les fermiers, tenir à l’écart les travailleurs agricoles lorsqu’on envisage une amélioration de l’ensemble des conditions de travail.

Ainsi donc, la question est parfaitement mature et urgente, et le groupe ouvrier, tout en se ralliant aux suggestions du Directeur, tient à ce qu’elle soit traitée le plus tôt possible.

Le Conseil charge le Bureau de compléter sa documentation sur les congés payés dans l’agriculture, dès la clôture de la XXe session de la Conférence internationale du Travail, et de préparer sur cette question un rapport complet qui sera soumis à la Commission du travail agricole.

2. Résolution concernant le chômage des jeunes gens (1re partie).

Le Directeur suggère au Conseil de n’examiner pour l’instant que la première partie de cette résolution, par laquelle le Conseil d’administration est invité à examiner l’opportunité d’inscire à l’ordre du jour d’une prochaine session de la Conférence: 1° la revision des quatre conventions concernant l’âge d’admission des enfants au travail, et 2° la question de l’orientation professionnelle, de l’apprentissage et de l’enseignement technique de la jeunesse travailleuse.

Ainsi qu’il est indiqué dans la note soumise au Conseil, le Conseil jugera sans doute désirable d’ajourner à sa 74me session l’examen de l’ouverture de la procédure de revision pour ces diverses conventions. Cet examen pourra avoir lieu en relation avec les décisions définitives quant aux questions qui seront inscrites à l’ordre du jour de la session de 1937 de la Conférence. Pour ce qui est, toutefois, de la revision de la convention concernant l’âge minimum d’admission des enfants au travail maritime, il y aura sans doute lieu de soumettre préalablement la question à la Commission paritaire maritime.

Quant à la question de l’orientation professionnelle, de l’apprentissage et de l’enseignement technique de la jeunesse travailleuse, il conviendra sans doute de l’aborder au moment de l’examen préliminaire des questions susceptibles d’être inscrites à l’ordre du jour de la session de 1937 de la Conférence.

M. Mertens ne comprend pas pourquoi il serait nécessaire de consulter la Commission paritaire maritime au sujet de la revision de la convention concernant l’âge minimum d’admission des enfants au travail maritime. En effet, il s’agit de procéder à la revision d’une série de conventions qui tendent au même but, à savoir: fixer l’âge au-dessous duquel les enfants ne peuvent être admis au travail. Il importe de coordonner cette œuvre de revision. D’ailleurs, si la question de la revision de cette convention était soumise à la Commission paritaire maritime qui ne se réunit qu’à des intervalles irréguliers, cette procédure aboutirait à retarder les décisions du Conseil lui-même. Or, c’est au Conseil qu’il appartient de décider la manière dont peut être opérée la coordination de ces diverses conventions. Il propose donc au
His reason for speaking was to reply to Mr. Leggett's assertion that people in Great Britain were more interested in the wages paid during the fifty-one weeks in the year than in compulsory holidays during the fifty-second week. As a matter of fact the British workers deplored the fact that the wages of agricultural workers were so low. They wished those wages to be increased, and they also wished annual holidays with pay to be granted. Personally he did not see why the holiday should be limited to one week per year.

The question of the wages paid for the year's work had another aspect. If the low level of those wages really caused so much anxiety, he could not understand why those who professed that anxiety should be opposed to a reduction of hours of work which would enable employment to be given to a larger number of workers. Agricultural workers in Great Britain experienced seasonal unemployment which was showing a proportional increase every year. The fact that wages were low and unemployment rife was no reason for saying that the time was not opportune to grant agricultural workers holidays with pay.

Agricultural work in industrial countries was becoming more and more similar to industrial work in general. This was a result of the improvement of transport facilities and the application of industrial methods to agriculture. At a time when all sorts of protection were being given to farmers it was not possible to leave agricultural workers out of account when the improvement of conditions of work was being discussed.

The question was therefore ripe for discussion, and indeed urgent; and the workers' group, while agreeing to the Director's suggestions, was anxious that it should be dealt with as soon as possible.

The Governing Body instructed the Office to complete its information on holidays with pay in agriculture after the close of the Twentieth Session of the International Labour Conference, and to prepare a full report on the subject for submission to the Committee on Agricultural Work.

2. Resolution concerning unemployment among young persons (Part I).

The Director suggested that at the present stage the Governing Body should only consider the first part of this resolution, which requested it to consider the desirability of placing on the agenda of an early session of the Conference (1) the revision of the four Conventions fixing the minimum age for admission of children to employment, and (2) the question of vocational guidance, apprenticeship and the technical education of young workers.

It was suggested in the note before the Governing Body that the latter might think it desirable to adjourn until its Seventy-fourth Session the consideration of the opening of revision procedure in respect of these Conventions. That question could be discussed when the final decision was taken on the subjects to be placed on the agenda of the 1937 Session of the Conference. The question of the revision of the Convention fixing the minimum age for admission of children to employment at sea should no doubt be submitted first of all to the Joint Maritime Commission.

The question of vocational guidance, apprenticeship and the technical education of young workers should, he thought, be considered in connection with the preliminary examination of the questions which might be placed on the agenda of the 1937 Session of the Conference.

Mr. Mertens said that he did not understand why it was necessary to consult the Joint Maritime Commission on the revision of the Convention fixing the minimum age for admission of children to employment at sea. What was proposed was the revision of a number of Conventions all of which had the same object, namely, to fix the age below which children might not be admitted to employment. It was essential that the revision of these Conventions should be co-ordinated. Moreover, if the question of the revision of the Convention were submitted to the Joint Maritime Commission, which only met at irregular intervals, the decisions of the Governing Body itself would be delayed. It was for the Governing Body to decide how the Conventions in question were to be co-ordinated. He therefore proposed that the Governing Body should
Conseil de prendre entièrement la responsabilité de cette décision, sans consulter au préalable la Commission paritaire maritime.

*M. Forbes Watson* demande à M. Mertens de ne pas maintenir son opposition à la consultation de la Commission paritaire maritime. En effet, c'est un principe établi que toutes les questions se rapportant aux conditions du travail maritime doivent au préalable être soumises à la Commission paritaire maritime. Alors que, précisément, va se tenir une réunion préparatoire appelée à examiner des questions maritimes, rien ne serait plus fâcheux que de voir le Conseil rompre avec la procédure normale. D'ailleurs, lorsque ce point a été abordé à la Commission du chômage des jeunes gens, lors de la XIXe session de la Conférence, le représentant du Bureau à la Commission a formellement indiqué que la procédure normale serait observée, y compris la consultation de la Commission paritaire maritime. A défaut de cette indication, la résolution aurait fort bien pu ne pas être adoptée. Il espère donc que M. Mertens renoncera à mettre en question l'application de la procédure normale.

M. Mertens répond à M. Forbes Watson qu'il ne voit pas pourquoi il faudrait soumettre à la Commission paritaire maritime la révision d'une convention relative, non aux conditions de travail, mais à l'âge minimum d'admission des enfants au travail maritime, alors que la révision des autres conventions concernant l'âge minimum d'admission des enfants au travail n'est pas soumise à des commissions spéciales, agricole, industrielle ou commerciale. A son avis, il s'agit de la coordination de la réglementation relative à l'âge d'admission au travail des enfants dans les diverses branches d'activité et non pas d'une question spécifiquement maritime.

D'autre part, aucune réunion de la Commission paritaire maritime n'est prévue avant la prochaine session du Conseil. Celui-ci ne serait donc pas en mesure d'assurer à cette occasion la coordination nécessaire en la matière si un aspect du problème devait être préalablement soumis à la Commission paritaire maritime.

Quant à la réunion préparatoire qui doit avoir lieu en novembre, elle est tout à fait distincte de la Commission paritaire maritime et ne serait pas qualifiée pour examiner la question.

*M. Forbes Watson* fait observer qu'il s'agit de la révision de quatre conventions, dont trois ont été adoptées à des sessions ordinaires de la Conférence, alors que celle qui se rapporte à l'âge d'admission des enfants au travail maritime a été adoptée à la session de 1920, où n'étaient examinées que des questions maritimes. Par conséquent, il s'agit bien d'une question spécifiquement maritime.

Quant à la réunion de la Commission paritaire maritime qui devrait être convoquée, il pense que le Directeur pourra envisager les dispositions nécessaires et suggérer une date. S'il a fait allusion à la réunion technique préparatoire tripartite qui aura lieu au mois de novembre, c'est parce que celle-ci, après des années de controverses et de retards, présente une importance particulière, et qu'il serait fâcheux de nuire à ses chances de succès en revenant sur l'engagement pris par le Conseil, d'après lequel les questions maritimes doivent être soumises en premier lieu à la Commission paritaire maritime.

Le Directeur estime qu'il n'est pas douteux que la révision de la convention concernant l'âge minimum d'admission des enfants au travail maritime, adoptée par la Conférence au cours d'une session consacrée aux questions maritimes, doive être considérée comme une question maritime. Il faut par conséquent appliquer à son sujet la règle qui prévoit la consultation préalable de la Commission paritaire maritime.

Il souligne, d'autre part, que le Conseil d'administration n'est pas appelé, pour l'instant, à prendre une décision au sujet de la révision elle-même. Ce point devra être tranché par le Conseil à sa prochaine session, lorsqu'il établira l'ordre du jour de la Conférence de 1937. Si, à ce moment, il était décidé de ne pas ouvrir la procédure de révision au sujet de ces conventions, l'objection formulée par M. Mertens perdrait son objet.

*M. Rice* souligne que le Gouvernement des États-Unis d'Amérique s'intéresse vivement à l'élévation de l'âge fixé pour l'admission des enfants au travail dans ces diverses conventions internationales du travail, et qu'il a suggéré que la Conférence...
undertake the full responsibility for this decision, without first consulting the Joint Maritime Commission.

Mr. Forbes Watson appealed to Mr. Mertens not to press his opposition to the consultation of the Joint Maritime Commission. It was an established principle that all questions relating to conditions of maritime labour should first be considered by the Joint Maritime Commission. A preparatory meeting was to be held shortly to deal with maritime questions, and in view of that fact it would be most undesirable for the Governing Body to fail to apply the regular procedure. Moreover, when the question had been discussed in the Committee on Unemployment among Young Persons at the Nineteenth Session of the Conference, the representative of the Office had definitely stated that the usual procedure, including the consultation of the Joint Maritime Commission, would be followed. If that statement had not been made, it was quite possible that the resolution would not have been adopted. He therefore hoped that Mr. Mertens would not raise any objection to the application of the normal procedure.

Mr. Mertens replied that he did not see why the revision of a Convention which dealt, not with the conditions of employment but with the minimum age for admission of children to employment at sea, should be submitted to the Joint Maritime Commission when the revision of the other Conventions fixing the minimum age for admission of children to employment was not to be submitted to any special agricultural, industrial or commercial committees. In his view the question was one of the co-ordination of the regulations concerning the age of admission of children to employment of various kinds and not a specifically maritime question.

No provision had been made for a meeting of the Joint Maritime Commission before the next session of the Governing Body. Thus the Governing Body would not be in a position, at that session, to arrange for the necessary co-ordination if one aspect of the problem had to be submitted to the Commission beforehand. The Preparatory Meeting which was to take place in November was quite distinct from the Joint Maritime Commission, and was not competent to consider the question.

Mr. Forbes Watson said that what was proposed was the revision of four Conventions, three of which had been adopted at ordinary sessions of the Conference, while the one which related to the age for admission of children to employment at sea had been adopted at the 1920 Session, which had considered maritime questions only. It was thus clear that the question was really a maritime one.

With regard to the meeting of the Joint Maritime Commission, he thought that the Director could consider the necessary arrangements and suggest a date. When he had referred to the Preparatory Technical Tripartite Meeting which was to be held in November, he had wished to point out that since that meeting was being held after years of controversy and was of special importance, it would be most undesirable to prejudice its success by going back on the undertaking given by the Governing Body that maritime questions should come in the first instance before the Joint Maritime Commission.

The Director said that there could not be any doubt that the revision of the Convention fixing the minimum age for admission of children to employment at sea, which had been adopted by the Conference at a session devoted to maritime questions, should be regarded as a maritime question. Consequently it fell under the rule which provided for the previous consultation of the Joint Maritime Commission. The Governing Body was not at present asked to take a decision on the question of revision itself. That point would come up at the next session, when the Governing Body would fix the agenda of the 1937 Conference. If at that time it were decided not to open revision procedure in respect of these Conventions, the questions raised by Mr. Mertens would not arise.

Mr. Rice said that the Government of the United States of America was much interested in the raising of the age limit for the admission of children to employment fixed in these various Conventions, and had proposed that matter as one of the topics...
de Santiago envisage cette question sous la forme suivante : « Fixation à 16 ans de l’âge d’admission au travail ».

Les États-Unis ont fait eux-mêmes l’expérience de cette mesure. La très grande majorité des codes établis en vertu de la loi de redressement industriel national fixaient à 16 ans l’âge d’admission au travail en général et à 18 ans l’âge d’admission aux travaux dangereux ou insalubres. Dans moins de 3% de l’ensemble des codes, l’admission au travail d’enfants de moins de 16 ans était autorisé pour de courtes périodes.

Dans l’ensemble, l’expérience faite aux États-Unis à cet égard est concluante. Si même les codes en question n’ont plus force de loi, en fait l’application des clauses se rapportant au travail des enfants reste très générale. Le Gouvernement des États-Unis serait donc heureux de voir aborder sans délai la question de l’élévation de l’âge minimum d’admission au travail prévu dans les conventions.

Sans connaître les précédents qui peuvent exister quant à la ligne de démarcation entre questions maritimes et questions générales, il considère que si le Conseil d’administration estime que la révision de la convention adoptée en 1920 est bien une question maritime et doit, au préalable, être soumise à la Commission paritaire maritime, cette commission pourrait peut-être être convoquée à l’occasion de la réunion technique préparatoire tripartite qui doit avoir lieu au mois de novembre. Si cela n’était pas possible, cette consultation devrait avoir lieu au plus tôt, de manière que le Conseil d’administration soit pleinement en mesure, lors de sa 74ème session, d’inscrire cette question à l’ordre du jour de la session de 1937 de la Conférence.

M. Mertens se rallie, pour des raisons pratiques, à la suggestion tendant à convoquer la Commission paritaire maritime à l’occasion de la réunion technique préparatoire tripartite. De cette manière, le Conseil, à sa 74ème session, serait informé de l’avis donné par la Commission.

Le Directeur considère que la proposition tendant à convoquer la Commission paritaire maritime à l’occasion de la réunion technique préparatoire maritime, au mois de novembre, peut rallier tous les suffrages.

Le Conseil décide d’ajourner à sa 74ème session l’examen de la question de l’ouverture de la procédure de révision pour les conventions concernant l’âge d’admission des enfants au travail industriel (1919), au travail maritime (1920), au travail dans l’agriculture (1921) et aux travaux non industriels (1932).

Il est décidé que la question de la révision de la convention concernant l’âge minimum d’admission des enfants au travail maritime (1920) sera soumise au préalable à la Commission paritaire maritime, laquelle sera convoquée à l’occasion de la réunion technique préparatoire maritime, au mois de novembre 1935.

Il est entendu que l’inscription à l’ordre du jour de la Conférence de la question de l’orientation professionnelle, de l’apprentissage et de l’enseignement technique de la jeunesse travailleuse sera examinée par le Conseil en relation avec la fixation de l’ordre du jour de la session de 1937 de la Conférence.

La séance est levée à 13 heures 5.

W. A. Riddell
for discussion at the Santiago Conference in the following form: “Raising to sixteen of the age of admission to employment”.

The United States had itself experimented in this matter. The great majority of the codes drawn up while the National Recovery Act was in force fixed the age of admission to employment at sixteen years in general and eighteen years for hazardous and unhealthy occupations. In less than 3 per cent. of the codes, employment under sixteen years was allowed for a short period of time.

The experiment which had been made in the United States was in general regarded as conclusive. Although the codes were no longer part of the law of the land, the child labour provisions which they laid down were still to a large extent observed. The Government of the United States was therefore anxious that there should be no delay in taking up the question of the raising of the minimum age fixed in the Conventions.

He did not know what precedents existed regarding demarcation between maritime and general questions, but it appeared to him that if the Governing Body was of opinion that the revision of the 1920 Convention was a maritime question and must be submitted first of all to the Joint Maritime Commission, a meeting of that Commission might be held in connection with the Preparatory Technical Tripartite Meeting which was to take place in November. If that were not possible, the Commission should meet as early as possible so that the Governing Body might be quite free at its Seventy-fourth Session to place the question on the agenda of the 1937 Session of the Conference.

Mr. Mertens said that for practical reasons he would agree to the suggestion that a meeting of the Joint Maritime Commission should be called in connection with the Preparatory Technical Tripartite Meeting. The views of the Commission would then be before the Governing Body at its Seventy-fourth Session.

The Director said that the proposal that the Joint Maritime Commission should meet at the same time as the Preparatory Technical Tripartite Meeting in November appeared to reconcile the views of all members.

The Governing Body decided to adjourn until its Seventy-fourth Session the discussion of the opening of revision procedure in respect of the Convention fixing the minimum age for admission of children to industrial employment (1919); employment at sea (1920); employment in agriculture (1921) and non-industrial employment (1932).

The Governing Body decided that the question of the revision of the Convention fixing the minimum age for admission of children to employment at sea (1920) should be submitted in the first place to the Joint Maritime Commission, which would meet in connection with the Preparatory Technical Maritime Meeting to be held in November 1935.

It was agreed that the question of placing the subject of vocational guidance, apprenticeship and technical education of young workers on the agenda of the Conference should be considered in connection with the fixing of the agenda of the 1937 Session of the Conference.

The sitting closed at 1.5 p.m.

W. A. Riddell
PROCESSION-VERBAL DE LA DEUXIEME SEANCE

(Jeudi 24 octobre 1935 — 15 heures 35.)


PREMIERE QUESTION A L'ORDRE DU JOUR.

Approbation des procès-verbaux des soixante-onzième et soixante-douzième sessions.

Le Conseil d'administration approuve les procès-verbaux des soixante-onzième et soixante-douzième sessions, sous réserve de l'insertion, dans le texte définitif, des corrections communiquées par les membres du Conseil.

CINQUIEME QUESTION A L'ORDRE DU JOUR.

Suite à donner aux résolutions adoptées par la Conférence à sa xixe session (suite).

1. Résolutions tendant à l'inscription de questions à l'ordre du jour de la Conférence.
2. Résolution concernant la réglementation des contrats écrits de travail.

Le Directeur indique que cette question sera discutée à l'occasion de l'examen des questions susceptibles d'être inscrites à l'ordre du jour de la Conférence de 1937.

Le Conseil prend note de cette indication.

4. Résolution concernant le droit des travailleurs d'adhérer à des syndicats.

Le Directeur souligne que cette résolution porte sur le droit d'association des travailleurs, en vue d'empêcher qu'ils ne soient congédiés ou qu'ils leur soit imposé un traitement injuste lorsqu'ils s'affilient à des syndicats ou en reçoivent de l'aide. Le Bureau a proposé de renvoyer la question à la Commission de la liberté syndicale qui serait invitée à l'étudier en même temps que les autres questions qui figureront à son ordre du jour.

Le Conseil adopte cette proposition.

5. Résolution concernant la réduction de la durée du travail dans l'industrie textile.

Le Directeur rappelle que la Conférence, par cette résolution, invite le Conseil d'administration à examiner l'opportunité d'inscrire la question de la réduction de la durée du travail dans l'industrie textile à l'ordre du jour de la session de 1936 de la Conférence. Pour les motifs indiqués dans le rapport, le Bureau suggère de répondre au vœu de la Conférence. S'il en était ainsi décidé, il resterait à déterminer sous quelle forme ce point devrait figurer à l'ordre du jour.

M. OERSTED ne veut pas rouvrir la discussion sur le fond de la question. Tous les membres du Conseil connaissent l'opinion de la majorité du groupe patronal en ce qui concerne la réduction de la durée du travail. Le groupe maintient son
MINUTES OF THE SECOND SITTING.

(Thursday, 24 October 1935, 3.35 p.m.)

The Governing Body was composed as follows: Mr. Riddell, Chairman, Mr. Anselmi, Mr. Dennison, Mr. Erukar, Mr. Estrada Cajigal, Mr. Forbes Watson, Mr. Gemmill, Mr. Hayday, Mr. Johanson, Mr. Joshi, Mr. Jouhaux, Mr. Jurkiewicz, Mr. Leggett, Mr. Mannio, Mr. Markus, Mr. Mertens, Sir Bhupendra Nath Mitra, Mr. Muniz, Mr. Oersted, Mr. Olivetti, Mr. Pao Hua-Kuo, Mr. Picquenard, Mr. Possehl, Mr. Rice, Mr. Ruiz Guinazu, Mr. Ruiz Manent, Mr. Schürch, Mr. Tzaut, Mr. Waline, Mr. Yeremitch, Mr. Yonekubo, Mr. Yoshisaka.

FIRST ITEM ON THE AGENDA.

Approval of the Minutes of the Seventy-first and Seventy-second Sessions.

The Governing Body approved the minutes of the Seventy-first and Seventy-second Sessions, subject to the insertion in the final text of the corrections sent in by members of the Governing Body.

FIFTH ITEM ON THE AGENDA.

Effect to be given to the resolutions adopted by the Conference at its Nineteenth Session (continued).

I. Resolutions proposing questions for the agenda of the Conference.

(3) Resolution concerning the regulation of written contracts of employment.

The Director said that this question would be discussed in connection with the questions which might be placed on the agenda of the 1937 Conference.

The Governing Body took note of that statement.

(4) Resolution concerning the workers' right of association.

The Director pointed out that this resolution concerned the workers' right of association in order to prevent the dismissal of or imposition of unfair treatment on workers on account of their joining or receiving help from trade unions. The Office had suggested that the question should be referred to the Committee on Freedom of Association, which should be asked to consider it in connection with the other questions before it.

The Governing Body approved that proposal.

(5) Resolution concerning the reduction of hours of work in the textile industry.

The Director said that the Conference, by adopting this resolution, had requested the Governing Body to consider the desirability of placing the question of the reduction of hours of work in the textile industry on the agenda of the 1936 Session of the Conference. For the reasons given in the Office note it was suggested that the Governing Body should accede to the desire expressed by the Conference. If it did so, it would then have to decide on the form in which the question should be placed on the agenda.

Mr. Oersted said that he did not wish to reopen the discussion on the substance of the question. All members of the Governing Body knew the opinion of the majority of the employers' group in regard to the reduction of hours of work. The group
opinion, et s'oppose, par conséquent, à l'inscription de la question à l'ordre du jour. Toutefois il a encore une autre raison pour justifier cette opposition. Sept questions figurent déjà à l'ordre du jour, et si l'on doit y ajouter trois nouvelles questions, l'ordre du jour de la prochaine session de la Conférence comprendra dix points. Souvent, dans le passé, il a eu l'occasion d'attirer l'attention du Conseil sur les graves inconvénients qu'il y a à surcharger l'ordre du jour de la Conférence. L'expérience déjà acquise dans ce domaine a montré clairement qu'il est impossible à une Conférence de mener ses travaux à bonne fin si son ordre du jour est trop chargé.

Il ne sait s'il sera possible de tenir la prochaine session de la Conférence dans le nouveau bâtiment de la Société des Nations. Dans l'affirmative, il serait peut-être plus facile d'y organiser les réunions des différentes commissions, mais si la Conférence doit siéger à nouveau au Bâtiment électoral, et que les différentes réunions doivent se tenir dans des locaux extérieurs, il serait impossible de demander aux délégués d'accomplir toutes les tâches qui leur incomberaient avec un ordre du jour aussi lourdement chargé.

M. Hayday déclare que, dans l'esprit du groupe ouvrier, il n'est pas douteux que le problème de la réduction du travail dans l'industrie textile doit être soumis à la Conférence en 1936 avec la possibilité d'être traité en une discussion unique. Il convient de rappeler que, lorsque l'ordre du jour de la Conférence de 1935 a été établi, il y a un an, il s'en est fallu d'une seule voix que la question de l'industrie textile y soit inscrite. Un grand nombre des membres du Conseil estiment donc que cette industrie, en raison de son extension et de son importance internationale, devrait faire, à bref délai, l'objet d'une discussion à la Conférence en vue de l'adoption d'une convention.

Depuis, la Conférence a adopté, sur sa proposition, en 1935, une résolution invitant le Conseil à examiner l'opportunité d'inscrire ce point à l'ordre du jour.

Il ne peut s'empêcher de penser que l'on gaspille inutilement beaucoup d'énergie en s'efforçant d'entraver le fonctionnement normal de l'Organisation internationale du Travail. A la Conférence tripartite préparatoire de 1933, la question qui était au premier plan était celle de la mesure dans laquelle la semaine de 40 heures réduirait le volume du chômage. Ultérieurement, on a renoncé à s'orienter vers une convention générale portant réduction de la durée du travail à 40 heures par semaine, et il a été décidé que la question serait subdivisée et chaque industrie, traitée séparément. Maintenant, on suggère de subdiviser les industries elles-mêmes en différentes branches, et l'on voit là un argument supplémentaire pour entraver davantage le fonctionnement normal de l'Organisation. Dans certains milieux, on propose de ne pas considérer l'industrie textile comme une seule industrie, mais de la répartir en quatre ou cinq compartiments différents. Toute Conférence qui serait appelée à travailler suivant une telle méthode devrait comprendre un tel nombre de délégués et conseillers techniques qu'il lui serait impossible de remplir sa tâche.

La question est considérée comme de la plus haute importance en Grande-Bretagne où elle affecte 1.250.000 travailleurs. A la suite d'une réunion où les membres du Congrès des Trade Unions ont eu l'occasion de se rencontrer avec le Ministre du Travail, le mouvement syndical britannique a convoqué une Conférence de tous les syndicats des travailleurs des diverses catégories de l'industrie textile. Le Ministre du Travail avait fait observer que l'ordre du jour de la Conférence internationale du Travail était déjà très chargé; il avait émis l'idée qu'au lieu d'inscrire la question à l'ordre du jour, il serait préférable de convoquer des Conférences nationales de représentants patronaux et ouvriers ou bien des Conférences internationales d'experts pour les différentes branches de cette industrie, afin de se rendre compte de la mesure dans laquelle les intéressés pourraient s'entendre directement entre eux.

Une telle procédure ne tiendrait pas compte des dispositions de la Constitution de l'Organisation, et le mouvement syndical britannique a refusé de se prêter à cette manœuvre. S'il était possible d'arriver à un accord direct entre les associations patronales et ouvrières, le mécanisme de l'Organisation n'aurait pas d'utilité. On parle souvent de la méthode des accords collectifs, mais tous ceux qui sont au courant de l'évolution des problèmes industriels en Grande-Bretagne savent que, pendant de nombreuses années, il a été impossible aux mineurs de tenir des Conférences paritaires.
maintained that opinion, and was therefore opposed to the question being placed on the agenda. There was, however, another reason for its opposition. There were already seven questions on the agenda, and if three new questions were added there would be ten items. He had frequently drawn attention in the past to the grave disadvantages of overloading the agenda. Experience had clearly shown how impossible it was for a Conference to be successful if its agenda was too long.

He did not know whether it would be possible for the next session of the Conference to be held in the new building of the League of Nations. If so, it would perhaps be easier to organise the meetings of the Committees; but if the Conference was to be held again in the Bâtiment Electoral, and different meetings had to be held in different buildings, it would be impossible to ask the delegates to carry out their duties with so heavy an agenda.

Mr. Hayday said that there was no doubt in the minds of the workers that the reduction of hours of work in the textile industry should be considered at the 1936 Session of the Conference with the possibility of dealing with it in a single discussion. It must be remembered that when the agenda for the 1935 Conference was fixed a year ago the proposal that the question of the textile industry should be included was only lost by one vote. Thus a large number of members of the Governing Body felt that that industry, owing to its size and international importance, should come up for early discussion at the Conference with a view to the adoption of a Convention.

Since that time the Conference had in 1935, on his proposal, adopted a resolution requesting the Governing Body to consider the desirability of placing this subject on the agenda.

He could not help thinking that there was much wasted energy displayed in an attempt to circumvent the proper working of the International Labour Organisation. At the Preparatory Tripartite Conference in 1933, the all-important question had been to what extent a 40-hour week would reduce the volume of unemployment. Subsequently, the idea of aiming at a general Convention on the reduction of hours of work to 40 in the week had been given up, and it had been decided that the question should be dealt with separately industry by industry. There was now a suggestion that the industries themselves might be divided into different parts, and that was being used as an additional argument to upset the normal working of the International Labour Organisation. It was proposed in certain quarters that the textile industry should not be regarded as one industry but should be split up into four or five separate compartments. Any Conference called upon to work in that way would include so many delegates and advisers that it would be unable to carry out its task.

The question was regarded as of the utmost importance in Great Britain, since it affected a million and a quarter workers. As a result of a conference which the Trades Union Congress had had with the Minister of Labour, the British trade union movement had called a conference of all the trade unions whose members were employed in the textile industry. The Minister had suggested that the agenda of the International Labour Conference was already very heavy and that it would be preferable, instead of placing the question on the agenda, to summon national conferences of employers' and workers' representatives or international conferences of experts in the various branches of the industry in order to ascertain to what extent those concerned with the industry could agree amongst themselves.

Such a procedure would be entirely outside the Constitution of the International Labour Organisation, and the British trade union movement refused to lend itself to such a proposal. If mutual agreement could be obtained by the employers' and workers' associations, there would be no need for the machinery of the International Labour Organisation. Frequent reference was made to the machinery for collective bargaining, but anyone conversant with industrial developments in Great Britain would know that for many years the miners had found it impossible to secure joint
avec les propriétaires de mines au sujet des problèmes des salaires et des conditions de travail. Ceux qui sont également au courant de l'évolution de l'industrie textile savent à quel point il est impossible d'aboutir à un accord entre les représentants des industriels du textile et les organisations ouvrières. Récemment, des conférences du même ordre ont été convoquées pour l'industrie mécanique et pour celle des constructions navales et ce, sans aucun succès. C'est pourquoi, les ouvriers se refusent à accepter de nouveaux retards sous prétexte qu'il serait possible de conclure directement des conventions collectives entre les organisations patronales et les syndicats.

Récemment, il a eu l'occasion de participer à une Conférence qui s'est tenue à Manchester et qui comprenait des représentants de diverses branches du textile: coton, laine, lin, chanvre, soie naturelle et artificielle, dentelle, et bonneterie. La question de l'inscription du problème de la réduction de la durée du travail dans l'industrie textile à l'ordre du jour de la Conférence de 1936 y a été discutée, ainsi que les propositions faites par le Ministère du travail britannique relatives à une subdivision de l'industrie textile entre différentes branches et à la possibilité de convoquer des conférences de représentants patrons et ouvriers. La Conférence de Manchester a décidé à l'unanimité que l'industrie textile devrait être considérée comme un tout comprenant toutes les branches d'industrie représentées à la réunion. La conférence avait été mise au courant de toutes les difficultés soulevées par la question ainsi que de la correspondance qui lui avait été soumise par M. Tom Shaw, Secrétaire de la Fédération internationale des organisations de travailleurs du textile. M. Shaw a assisté à la réunion et a exprimé la crainte que cette correspondance n'ait provoqué de graves malentendus. Or, la conférence de Manchester a décidé qu'il y avait lieu de faire tous les efforts possibles en vue d'inscrire la question à l'ordre du jour de la Conférence de 1936 mais que, s'il était nécessaire de recueillir des renseignements techniques particuliers, une conférence préparatoire pourrait être convoquée au début de l'année 1936. En prenant cette décision, le mouvement syndical britannique, et particulièrement les représentants des travailleurs du textile, n'ont pas fait d'objections à la réunion d'une conférence nationale, à condition que le Gouvernement britannique prête la responsabilité de convoquer une telle conférence et ne s'en remette pas aux patrons et aux ouvriers du soin de faire encore une tentative vouée à l'insuccès en vue de résoudre la question.

Si après avoir décidé d'inscrire la question à l'ordre du jour de la Conférence de 1936, le Conseil envisageait la convocation d'une Conférence tripartite composée d'experts techniques connaissant la situation dans l'industrie textile sur le plan international, les ouvriers britanniques n'y feront pas d'opposition, à condition que le représentant du Gouvernement britannique au Conseil se prononce en faveur de cette procédure et appuie en même temps l'inscription de la question à l'ordre du jour de la Conférence de 1936. La déclaration qu'il vient de faire représente l'opinion d'un million et quart de travailleurs du textile. Cette opinion est le résultat d'une discussion approfondie de la question au cours de laquelle les éléments du problème ont été mûrement examinés.

On a déclaré que la Conférence dispose de trop peu de temps pour qu'il soit possible d'ajouter de nouveaux points à son ordre du jour, mais le problème de l'industrie textile présente une importance suffisante pour qu'on consacre à sa discussion tout le temps nécessaire sans attendre pour le faire jusqu'en 1937. Si cela est indispensable, il y aura lieu de prolonger la durée de la session de la Conférence en raison de l'importance de ce problème afin de ne pas décevoir ceux qui ont fait confiance à l'Organisation.

M. Leggett ne veut pas entamer une longue discussion avec le représentant des ouvriers britanniques. L'opinion du Gouvernement britannique est aussi sincère que celle qui a été exprimée au nom du groupe ouvrier. Son Gouvernement a étudié la question non seulement dans le dessin de participer pleinement à l'œuvre de l'Organisation, mais en vue d'aider, dans la mesure où l'Organisation peut le faire, les travailleurs de la Grande-Bretagne et du reste du monde à obtenir une amélioration de leur condition. Le Gouvernement britannique est d'avis que le problème doit
conferences on wages and conditions of work with the mine-owners. Those who knew the textile industry knew how impossible it was to reach agreement between the representatives of the textile industries and the workers' associations. Recent conferences of this kind had been held in the engineering industry and the shipbuilding industry, and neither had met with any success. The workers therefore refused to agree to any further delay on the grounds that collective agreements might be reached between the employers' organisations and the trade unions.

He had recently attended a conference in Manchester, composed of representatives of the cotton, wool, linen, hemp, natural and artificial silk, lace and hosiery branches of the textile industry. The question whether the reduction of hours of work in the textile industry should be placed on the 1936 agenda had been discussed, and also the suggestions of the British Ministry of Labour as to dividing the industry into different branches and the possibility of calling conferences between employers' and workers' representatives. The Manchester Conference had reached the unanimous decision that the textile industry should be dealt with as a whole, including all the branches represented at the meeting. All the difficulties of the question had been laid before the meeting, as well as the correspondence submitted by Mr. Tom Shaw, Secretary of the International Federation of Textile Workers' Associations. Mr. Shaw had been present at the meeting and had expressed the fear that some considerable misunderstanding had arisen out of that correspondence. The Manchester conference had decided that every effort should be made to place the question on the 1936 agenda, but that if special technical information had to be obtained, a preparatory conference might be held early in 1936. In arriving at this decision the British trade union movement, and particularly the representatives of the textile workers, had raised no objection to a national conference being held provided that the British Government would be responsible for calling it and would not leave it to the employers and workers to make another unsuccessful attempt to solve the question.

If after deciding that the question should be placed on the 1936 agenda the Governing Body contemplated holding a tripartite conference of technical experts with international experience of the textile trade, the British workers would raise no objection provided that the representative of the British Government on the Governing Body would support the suggestion and at the same time support the inclusion of the question in the 1936 agenda.

The statement which he had just made represented the views of a million and a quarter textile workers. That point of view was the result of a full discussion on the question in which all the elements of the problem had been carefully considered.

It had been suggested that the time at the disposal of the Conference was too short for any further items to be added to its agenda. The question of the textile industry however was of so much importance that the necessary time should be provided for its discussion, and it should not be left over until 1937. If necessary the Conference would have to be prolonged in view of the importance of the problem, so that those who had placed their faith in the Organisation should not be disappointed.

Mr. Leggett said that he did not want to enter into any serious controversy with the representative of the British workers. The views held by the British Government were as sincere as those held by the workers' group, and the question had been considered not only with a view to taking a full part in the work of the Organisation, but to assisting, in so far as the Organisation could do so, the workers of Great Britain and the rest of the world to secure an improvement in their conditions. The British Government felt that the question should be considered from the point of view of the
être examiné en tenant compte de la situation de fait dans cette industrie et dans le but de déterminer quelle est la meilleure ligne de conduite à suivre en cette matière pour l'Organisation internationale du Travail.

Tous ceux qui ont participé à la dernière session de la Conférence ont déploré les conditions dans lesquelles les délégations étaient obligées de travailler. Aucun des délégués qui prenaient leur rôle au sérieux n’a pu avoir le sentiment de pouvoir consacrer toute l’attention nécessaire aux nombreuses questions soumises à l’examen de la Conférence. Pour sa part il n’a pu assister qu’à une partie de la discussion sur le rapport du Directeur, sans pouvoir contribuer à ce débat, alors qu’il aurait voulu tout au moins exprimer son appréciation du rapport du Directeur. La Conférence n’a pu accorder aux travaux de la Commission de l’application des conventions toute l’attention qu’ils méritaient, et il est convaincu que si les patrons ne s’étaient pas abstenus de participer aux réunions de la Commission de la durée du travail, la Conférence n’aurait pas été en mesure d’achever sa tâche. Il n’a certainement pas été le seul à espérer que les délégués ne seraient plus jamais appelés à travailler dans de telles conditions, surtout lorsqu’ils ont à discuter des problèmes graves. Cependant le Conseil se trouve en présence de propositions qui aboutiraient à charger encore plus lourdement l’ordre du jour de la prochaine session de la Conférence en y inscrivant une question qui à elle seule suffirait à occuper toute une Conférence. Les membres du Conseil paraissent oublier que les forces du personnel du Bureau, dont l’activité dévouée au cours de la Conférence paraît toute naturelle, ne lui permettent pas d’accomplir une tâche illimitée. Si l’on considère les travaux qu’entraînera pour le personnel la discussion des questions figurant déjà à l’ordre du jour, il est facile de se rendre compte du fardeau supplémentaire qui sera imposé au Bureau par l’addition de nouvelles questions à cet ordre du jour.

Il est vrai que M. Hayday a proposé de prolonger la durée de la Conférence. Tout le monde reconnaîtra cependant qu’en pratique il est impossible de retenir pendant plus de trois semaines la totalité des membres de la Conférence. À l’expiration de cette période, le nombre des délégués qui peuvent encore rester à Genève n’est pas suffisant pour permettre à la Conférence d’aboutir à des résultats positifs. Le Conseil d’administration a une responsabilité toute particulière à l’égard de l’Organisation, et il ne devrait pas prendre de décisions dont il connaîtrait lui-même le peu d’efficacité. L’ordre du jour de la Conférence est déjà bien assez chargé pour occuper ses membres pendant toute la session. En ajoutant encore une question à cet ordre du jour, le Conseil risquerait de mettre la Conférence dans une situation embarrassante.

Sans doute la Conférence a adopté une convention générale de principe sur la réduction de la durée du travail et elle est appelée maintenant à traiter en seconde discussion certains projets de convention que le groupe ouvrier a tenté de faire adopter à la dernière session. L’un d’eux porte sur l’industrie du fer et de l’acier. Mais comme on le sait diverses branches de l’industrie du fer et de l’acier n’ont pas encore été envisagées par la Conférence et la question de la réduction de la durée du travail hebdomadaire dans cette industrie ne saurait encore être considérée comme ayant été sérieusement examinée. Il serait nécessaire de procéder à une étude technique beaucoup plus poussée avant que la Conférence pût aboutir à un résultat satisfaisant. En outre, dans son opinion, le projet de convention qui a été discuté à la dernière Conférence à l’égard de l’industrie du bâtiment et du génie civil et qui a recueilli les voix des membres du groupe ouvrier, n’aura plus l’appui des représentants de ce groupe à la prochaine session. Ce projet de convention contient en effet des conditions qu’il serait impossible à tout syndicat du bâtiment d’accepter sans renoncer à des principes pour lesquels le mouvement syndical a fait de grands sacrifices dans le passé. On voit donc que les problèmes concernant ces deux industries à elles seule exigeront l’examen approfondi d’experts techniques qualifiés.

Il a été très déçu de voir que la Conférence, au lieu de procéder à un examen objectif des rapports soumis par le Bureau, et de proposer peut-être que les problèmes soulevés soient examinés par les organisations patronales et ouvrières des industries intéressées, a été poussée à adopter une convention de caractère général. C’est là une décision que l’on déplore en Grande-Bretagne, où l’on est convaincu qu’en suivant cette procédure l’Organisation a perdu une bonne occasion de traiter à fond le problème de la durée du travail et des salaires dans ces importantes industries.

Le Gouvernement britannique est tout à fait partisan d’une étude approfondie
actual facts of the industry and with a view to determining how the Organisation could best proceed.

All those who had attended the last session of the International Labour Conference must have deplored the conditions under which the delegations had to work. No delegate who took his work seriously could have felt that he had been able to give proper attention to the many subjects under consideration. For his own part he had been unable to listen to more than a part of the discussion on the Director's Report or to make any contribution to it, although he would have liked to do so if only to express his appreciation of the value of the Report. The Conference had not been able to give the work of the Committee on the Application of Conventions all the attention which it deserved; and he believed that if the employers had not abstained from taking part in the Committee on Hours of Work the Conference would not have been able to finish its work. He certainly had not been alone in hoping that the delegates would never again be asked to work under such conditions, especially when dealing with serious subjects. Yet proposals were now before the Governing Body which would result in the next session of the Conference being still more overloaded by the inclusion of a subject which in itself could well occupy the time of a whole Conference. Members of the Governing Body seemed apt to forget that the Office staff, whose devoted work at Conferences was sometimes taken for granted, could not carry out an unlimited amount of work. If the work which would result from the items already on the agenda were considered, it would easily be seen what further burden would be thrown upon the Office staff if any further questions were added.

Mr. Hayday had suggested that the Conference should be prolonged, but everyone would recognise that in practice it was impossible to hold the Conference together for longer than three weeks. After that time the number of delegates who remained was not sufficient for the Conference to be effective. The Governing Body had a special responsibility in regard to the Organisation, and it should not take decisions which it knew would prove futile. There were already sufficient items on the agenda to occupy the whole time of the Conference, and if the Governing Body added a further item it was likely to put the Conference in an embarrassing position.

The Conference had certainly adopted a general Convention of principle on the reduction of hours of work, and it now had to deal in second discussion with certain drafts for Conventions which the workers' group had attempted to have adopted at the last session. One concerned iron and steel. There were however several sections of the iron and steel industry which had not yet been considered by the Conference, and the question of the reduction of the working week in that industry had hardly yet been seriously examined. Much more thorough technical study would be necessary before the Conference could reach any satisfactory result. In his opinion the draft for a Convention which had been considered at the last Conference in regard to building and contracting, and which had been voted for by the workers' group, would be disowned by the representatives of the workers at the next session. That draft laid down conditions which no building trade union could accept without abandoning principles for which the trade union movement had made great sacrifices in the past. Thus there were problems in connection with those two industries alone which required proper technical consideration by experts.

He had been most disappointed that the Conference, instead of considering the Office reports objectively and perhaps suggesting that the problems should be considered by the employers' and workers' organisations in the industries concerned, had been stampeded into adopting a general Convention. That step was still regretted in Great Britain, where it was felt that in acting as it did the Organisation had lost an opportunity of dealing thoroughly with hours and wages in those important industries.

The British Government was strongly in favour of a careful study of conditions
de la situation des industries textiles par l'Organisation internationale du Travail. Dans l'état actuel des choses, le seul obstacle à l'avènement d'une prospérité complète dans le monde et à une amélioration du bien-être des travailleurs est constitué par les barrières qui ont été érigées entre les nations. Quand le problème monétaire aura été résolu, la Grande-Bretagne et d'autres États auront encore besoin d'être protégés contre les répercussions des conditions de travail inférieures existant dans d'autres pays. La mission que l'on s'attend à voir remplir l'Organisation consiste à prendre des mesures qui rendront inutile, pour tous les pays, la fermeture de leurs frontières et qui permettront d'arriver par voie d'accord à l'égalisation des conditions de travail.

De ce point de vue, l'importance de l'industrie textile est toute particulière. Si l'Organisation ne traite pas ce problème d'une manière sérieuse, elle risque d'encourir de graves responsabilités pour l'avenir. Or, le Gouvernement britannique ne considère pas que l'on traite sérieusement la question si l'on aborde seulement l'examen de l'application de la semaine de 40 heures dans cette industrie. Tous ceux, en effet, qui ont eu l'occasion de suivre les discussions sur ce point au cours des trois dernières années, peuvent estimer à leur juste valeur les possibilités d'arriver à l'établissement obligatoire de la semaine de 40 heures dans l'industrie textile de n'importe quel pays. C'est en tenant compte de ce fait que l'on doit envisager le problème.

Le Gouvernement britannique estime que si cette vaste industrie dont dépend l'existence de millions de travailleurs et celle de leur famille, doit faire l'objet d'un règlement approprié sur le plan international, il est indispensable d'étudier les conditions qui existent dans les différents pays, non seulement au sein d'une conférence ordinaire, mais aussi dans des réunions de représentants des Gouvernements et des organisations patronales et ouvrières de l'industrie textile. En matière de textile, il y a un problème occidental, un problème oriental, un problème mondial et un problème national. Il existe un problème du textile aux États-Unis, comme il en existe un en Grande-Bretagne. Sans doute, les syndicats du textile sont arrivés à Manchester à une décision aux termes de laquelle la question doit être traitée dans son ensemble. Mais, alors, on peut se demander pourquoi il a été nécessaire d'instituer des organisations séparées pour le filage, le tissage et les manipulations préparatoires dans l'industrie du coton, le filage, le tissage, le peignage, la teinture et le finissage de la laine; des syndicats spéciaux pour la bonneterie, etc. Chacun de ces syndicats est complètement occupé à assurer le règlement des problèmes de la durée du travail et des salaires dans la branche de l'industrie textile concernant. Le Gouvernement britannique est convaincu que l'Organisation internationale du Travail ne peut pas traiter ces importantes questions professionnelles concernant la durée du travail et les salaires en suivant une méthode qui diffère de celles auxquelles les organisations patronales et ouvrières ont cru nécessaire de se conformer. C'est là une situation qui ne saurait être réglée par des votes émis de façon plus ou moins consciente au sein de la Conférence, après une étude hâtive de la question.

Le Gouvernement britannique tient vivement à voir les questions si importantes de la durée du travail et des salaires — qui constituent le problème le plus grave dont l'Organisation ait été jamais saisie — examinées si possible, non par les employeurs et les travailleurs dans un esprit d'opposition, mais par les Gouvernements, les employeurs et les travailleurs unissant toutes leurs connaissances en vue de résoudre le problème. En conséquence, le Ministre du Travail britannique a soumis aux représentants des syndicats une proposition dans ce sens lorsqu'il a eu l'occasion de recevoir le Conseil général du Congrès de l'Union des syndicats. A cette réunion, le Ministre, M. Brown, s'est exprimé comme suit :

« Si, en ce qui concerne les conventions sur la durée du travail, on désire simplement adopter une série de conventions sans procéder à un examen spécial des circonstances particulières à chaque industrie, il n'y a pas de grandes difficultés à arriver à ce résultat. Je vous ai demandé de venir me voir parce que je suis convaincu que vous poursuivez des fins plus sérieuses et parce qu'une telle procédure serait peu susceptible de présenter une réelle valeur.

« Si, au contraire, on désire réellement utiliser pleinement l'occasion qui se présente de procéder à un examen approfondi des problèmes de la durée du travail et des salaires sur le plan international notamment dans une grande industrie internationale telle que celle du textile, il est nécessaire de tenir compte
in the textile industries being made by the International Labour Organisation. In present circumstances, the one obstacle to the complete prosperity of the world and to an improvement in the welfare of the workers was the barriers which had been put up between the different nations. When the currency problem had been settled, Great Britain and other nations would still need protection against the effects of less advanced labour conditions in other countries. The function which the Organisation was expected to perform was to take such steps as would make it unnecessary for nations to close their frontiers against each other and which would lead to an adjustment of working conditions by agreement.

In that connection the textile industry was particularly prominent, and if the Organisation did not deal with the problem seriously, it might incur heavy responsibility in the future. The British Government did not regard it as being dealt with seriously if all that was to be considered was the application of the 40-hour week in the textile industry. All those who had followed the discussions during the last three years could properly estimate the prospects of obtaining a compulsory 40-hour week in the textile industry in any country, and it was with that knowledge in mind that the problem should be considered.

The British Government was of opinion that if this vast industry, upon which millions of workers and their families depended, was to be properly dealt with internationally, the conditions in the various countries must be considered not only at an ordinary Conference but also at meetings of representatives of Governments and employers' and workers' organisations in the textile industry. There was a Western problem, an Eastern problem, a world problem and a national problem. There was a textile problem in the United States just as there was in Great Britain. It was true that the textile unions had reached a decision in Manchester to the effect that the question should be treated as a whole, but it might well be asked why they found it necessary to set up separate organisations for cotton-spinning, cotton-weaving and preparatory processes in cotton, for wool-spinning, wool-weaving, wool-combing and dyeing and finishing; separate hosiery unions, and so on. Each of those unions was fully occupied in settling questions of hours and wages in its own section of the textile industry. The British Government felt that the International Labour Organisation could not deal with those important industrial questions affecting hours and wages in any different way from that in which the employers' and workers' organisations found it necessary to deal with them. This was a matter which could not be settled by votes which were sometimes cast irresponsibly at Conferences after a hasty discussion.

The British Government was most anxious that the important questions of hours and wages—the most important problem with which the Organisation had ever dealt—should, if possible, be considered not by employers and workers in opposition, but by Governments, employers and workers bringing all their knowledge together in an attempt to solve the problem. The British Minister of Labour had accordingly put a proposal to the trade unions when he had met the General Council of the Trades Union Congress. Mr. Brown had spoken as follows:

"Now, if in regard to the Hours Convention it is merely desired to adopt a series of Conventions without any special examination of the circumstances of each industry, there is no great difficulty. I have asked you to see me because I believe that your purpose is more serious than that, and because such a procedure would be unlikely to be of great value. If, however, it is really desired that the opportunity of considering hours and wages internationally, especially those in such a great international industry as textiles, shall be fully utilised, more serious considerations arise. I am anxious that the opportunity shall be so used and that the International Labour Office shall take up the questions of hours and wages in a way likely to produce solid results. With regard to iron
de considérations plus sérieuses. Je tiendrai à ce que l'on profitât ainsi de cette occasion et que le Bureau international du Travail traitât les questions de la durée du travail et des salaires en suivant une méthode permettant d'aboutir à des résultats positifs. En ce qui concerne l'industrie du fer et de l'acier et l'industrie du bâtiment, l'on n'a pas encore fait procéder à un examen sérieux de la situation par des représentants qualifiés des organisations patronales et ouvrières, bien qu'il existe de puissantes organisations internationales, patronales et ouvrières pour ces deux industries. Je considère donc que les projets de convention soumis, l'an dernier, à la Conférence internationale du Travail, ne tenaient pas compte de tous les éléments du problème parce que les experts présents n'étaient pas suffisamment nombreux. Je doute fortement qu'en suivant la procédure actuelle l'étude technique de la situation soit suffisante, et j'considère qu'il y aurait lieu de trouver le moyen de soumettre le problème à l'examen des organisation patronales et ouvrières.

Le Gouvernement britannique n'a jamais eu l'intention de retirer à l'Organisation internationale du Travail la possibilité d'examiner la question. Tout au contraire, son but est d'associer à l'œuvre de l'Organisation, non pas seulement deux représentants de l'ensemble des industries textiles d'un pays déterminé, mais des représentants appropriés désignés par les organisations nationales et internationales qui ont pour tâche d'étudier la situation de l'industrie textile. Le Gouvernement britannique proteste énergiquement contre les insinuations selon lesquelles il aurait proposé un plan de travail destiné à retirer la question du ressort de l'Organisation. Il croit savoir qu'une lettre a été adressée à ce sujet par son Gouvernement au Conseil général du Congrès de l'Union des syndicats.

Il affirme que le Gouvernement britannique n'a jamais eu cette idée et donne l'assurance que son Gouvernement désire avant tout rendre réellement efficace l'action de l'Organisation internationale du Travail dans le domaine de la durée du travail et des salaires.

En raison du programme des travaux de la prochaine Conférence, il serait impossible en fait de dépasser le stade des travaux préparatoires en cette matière si l'on devait examiner le problème selon la méthode suggérée par lui. Toutefois, s'il l'on désire simplement inscrire la question à l'ordre du jour et établir une convention dont le titre mentionnera les industries textiles au lieu du fer et de l'acier, par exemple, le Gouvernement britannique ne fera pas d'opposition mais la responsabilité des suites qu'entraînera cette méthode incombera au groupe ouvrier. Le Gouvernement britannique devra également envisager dans quelle mesure il pourra participer sérieusement à des débats tels que ceux qui se sont déroulés à la dernière session de la Conférence, débats qui ne semblent pas avoir de rapport avec la réalité et qui sont bien peu susceptibles d'entraîner une amélioration tant soit peu importante des conditions de vie et de travail dans la classe laborieuse. Il est impossible de considérer les industries textiles comme ne constituant qu'une industrie, sauf en vue d'aboutir à l'adoption d'une convention de propagande.

Le Gouvernement britannique avait espéré pouvoir présenter une proposition définie tendant à la convocation d'une Conférence tripartite chargée de procéder à un examen approprié de la situation dans les industries textiles. Il ne peut le faire en raison de l'attitude prise par les syndicats en Grande-Bretagne. Le Gouvernement britannique a été frappé de voir combien de critiques injustifiées lui ont été adressées et il n'a pas l'intention de continuer à s'exposer à voir dénaturer ainsi ses intentions. Dans ces conditions, il s'est borné à indiquer la procédure qui, dans l'opinion de son Gouvernement, aurait été la meilleure pour traiter le problème de l'industrie textile.

Si le groupe ouvrier insiste pour que la question soit portée à l'ordre du jour de la Conférence de 1936 sans avoir fait au préalable l'objet d'une préparation adéquate, il doit prendre toute la responsabilité de son attitude. Un grave problème se poserait toutefois lorsque le Gouvernement britannique, tout comme d'autres Gouvernements, sera invité à envoyer 18 ou 20 conseillers ouvriers et patronaux à Genève pour l'examen des questions figurant à l'ordre du jour de la Conférence. Il se demande combien de représentants gouvernementaux estiment qu'il sera possible à leur Gouvernement d'envoyer les conseillers techniques patronaux et ouvriers nécessaires.
and steel and building, there has not yet been real consideration of the position by expert organised representatives of both sides, although there are strong international employers' and workers' organisations in both industries. I suggest that the Conventions placed before the Conference last year failed to take all circumstances into account because experts were not present in sufficient numbers. I doubt very much whether, following the present procedure, there can be sufficient expert consideration and I suggest that a means ought to be found of bringing the matter under consideration by the employers' and workpeople's organisations."

The British Government had no intention whatever of taking the question out of the hands of the International Labour Organisation. On the contrary, its object was to bring into association with the Organisation not merely two persons representing the whole of the textile industries in any one country, but representatives properly appointed by the organisations, national and international, whose function it was to study conditions in the textile industry. The British Government strongly resented the suggestion that it had put forward a plan calculated to remove the matter from the scope of the International Labour Organisation. He understood that his Government had sent a letter on the subject to the General Council of the Trades Union Congress. He dissociated the British Government from any such idea, and gave an assurance that its main desire was to make the International Labour Organisation really effective in the field of hours and wages.

In view of the programme of the next Conference it would be practically impossible to do anything more than preparatory work on the problem if it were to be dealt with in the way in which he had suggested. If, on the other hand, it were desired merely to place the question on the agenda and to draw up a Convention the title of which mentioned textiles instead of iron and steel, for example, the British Government would not raise any opposition, but the responsibility for what would ensue must fall upon the workers' group. The British Government would also have to consider how far it could take a serious part in discussions such as those which had taken place at the last session of the Conference, which did not seem to bear any relation to realities and which showed very little prospect of improving to any great extent the conditions of the workers. It was impossible to regard the textile industries as one industry, except for the purpose of obtaining a propaganda Convention.

The British Government had hoped to make a definite proposal for a tripartite Conference to give proper consideration to the textile industries. It was unable to do so, owing to the attitude adopted by the trade unions in Great Britain. It felt strongly that much unfair criticism had been levelled at it, and it did not propose to continue to expose itself to misrepresentation. In those circumstances he had confined himself to indicating the procedure which the British Government felt would have been the most useful for dealing with the textile industry.

If the workers' group insisted that the subject should be placed on the agenda of the 1936 Conference without adequate preparation, it must assume responsibility for its action. A serious question would however arise when the British Government, like other Governments, was requested to send some eighteen or twenty workers' and employers' advisers to Geneva to deal with the items on the agenda. He wondered how many Government representatives felt that their Governments would be able to send employers' and workers' advisers for so many items. Complaints had frequently been made that the delegations at the Conference were not complete. It could hardly
pour l'étude d'un si grand nombre de problèmes. On s'est fréquemment plaint de l'absence de délégations complètes à Genève. On ne peut s'attendre à voir envoyer des délégations complètes des pays lointains lorsque la Conférence a un ordre du jour aussi lourdement chargé.

Il tient à souligner les deux points suivants: tout d'abord, le nombre des questions inscrites à l’ordre du jour est déjà suffisant; en second lieu, l'industrie textile constitue une question suffisamment vaste pour être traitée en elle-même par une procédure qui ne serait pas limitée au problème de la semaine de 40 heures mais qui permettrait de tenir compte d'une manière satisfaisante de la situation dans les divers pays et d'examiner à fond la meilleure méthode pour l'Organisation internationale du Travail de contribuer efficacement à l'amélioration des conditions de travail de la classe laborieuse.

M. Picquenard tient, en sa qualité de représentant du Gouvernement français, à demander instamment à nouveau que la question de la réduction de la durée du travail dans l'industrie textile soit inscrite à l'ordre du jour de la Conférence de 1936. Il ne reviendra pas sur les arguments qu'il a déjà eu l'occasion de développer en faveur de cette proposition. Le Bureau les a repris dans son rapport et M. Hayday les a rappelés d'une manière suffisamment complète.

La Conférence de 1935 a adopté une convention posant le principe de la réduction des heures de travail dans l'ensemble de l'industrie, à la fois pour remédier à la crise et pour faire bénéficier les travailleurs des progrès techniques réalisés. Cette convention de principe renvoie à d'autres conventions le soin de fixer les modalités d'application dans les diverses industries. Quatre industries ont été étudiées par la Conférence et il a été entendu que d'autres seraient étudiées ultérieurement. Si la procédure envisagée était interrompue, on pourrait se demander quand la convention de principe aurait le plein effet que souhaitaient ceux qui l'ont votée.

Il y a une urgence particulière à aborder la question de la réduction de la durée du travail dans les industries textiles, tout d'abord parce que ces industries remplissent les conditions que le Conseil d'administration avait posées pour l'inscription des diverses industries à l'ordre du jour, et en outre parce qu'il n'est pas douteux que les industries textiles sont de celles qui souffrent le plus de la crise. Elles en souffrent au moins autant si ce, n'est plus, que les industries qui ont été déjà examinées par la Conférence. Il y a un an, c'est à un écart d'une voix que les industries textiles ont dû de ne pas faire partie de la première série d'industries soumises à l'examen de la Conférence.

Si certaines améliorations ont pu se produire dans la situation de diverses branches de l'industrie textile dans certains pays, un examen approfondi montre qu'en France tout au moins, les industries textiles restent encore celles qui souffrent le plus de la crise.

En ce qui concerne la concurrence internationale, les industries textiles sont de celles où elle-ci joue peut-être le plus. C'est là une raison de plus en faveur de la réglementation des heures de travail dans ces industries sur le plan international.

Sans doute le problème des heures de travail n'est-il pas la seule question qui importe lorsqu'il s'agit de remédier à la crise dont souffre une industrie et c'est pourquoi certains membres du Conseil ont demandé que cette étude de la réduction de la durée du travail soit précédée d'enquêtes nationales et d'accords nationaux et de caractère plus général. Si l'on devait suivre cette procédure il serait impossible de jamais inscrire une question à l'ordre du jour de la Conférence.

La question de la durée du travail ne peut-elle être dissociée des autres questions concernant l'industrie textile ? Il y a des précédents dans ce sens. La convention de Washington sur la journée de huit heures a résolu le problème de la durée du travail lui-même et indépendamment des autres problèmes que pouvait soulever la production industrielle. On peut soutenir que la convention de Washington a échoué si l'on ne considère que le nombre des pays qui l'ont ratifiée. Néanmoins il faut bien constater que sauf quelques exceptions la journée de huit heures est devenue maintenant la règle dans le monde entier. Par conséquent on ne peut pas dire qu'une convention limitée aux heures de travail ne peut avoir d'influence sur les réglementations nationales du travail. Aussi le Conseil agira-t-il sagement en inscrivant la
be expected that complete delegations could be sent from distant countries when the agenda was so overloaded.

The two points which he wished to make were therefore, first, that there were already sufficient items on the agenda, and, secondly, that the textile industry was a sufficiently large subject to be dealt with by itself by a procedure which was not limited to the 40-hour week but which would make it possible to take due account of the circumstances in the various countries and to consider thoroughly the best means by which the International Labour Organisation could help to improve the conditions of the workpeople.

Mr. Picquetard said that as representative of the French Government he once again urged that the question of the reduction of hours of work in the textile industry should be placed on the agenda of the 1936 Session of the Conference. He would not repeat the arguments which he had already put forward in favour of that proposal; the Office had reproduced them in its report, and Mr. Hayday had referred to them in a sufficiently complete manner.

The 1935 Session of the Conference had adopted a Convention of principle concerning the reduction of hours of work in all industries in order to alleviate the depression and to allow the workers to share in the benefits of technical progress. That Convention left it to other Conventions to apply the reduction to different industries. The Conference had considered four industries, and it was understood that others would be studied subsequently. If the procedure which had been contemplated were interrupted, it was doubtful when the Convention of principle would produce the full effect desired by those who had voted for it.

It was particularly urgent to consider the reduction of hours of work in the textile industries. One reason was that those industries fulfilled the conditions which the Governing Body had laid down for the placing of various industries on the agenda. Besides, the textile industries were certainly amongst those which had been most affected by the depression. They had suffered as much as, if not more than, the industries which had already been examined by the Conference. In the previous year the proposal to include them in the first series of industries to be considered by the Conference had only been lost by one vote.

There might have been a certain improvement in the position in some branches of the textile industries in some countries, but a careful examination had shown that in France at any rate it was the textile industries which still suffered the most from the depression.

The textile industries were among those most affected by international competition. That was another reason for regulating hours of work on an international scale.

It was true that the question of hours of work was not the only one to be taken into account in attempting to remedy the depression from which an industry suffered, and this was why some members of the Governing Body had suggested that the international discussion of the reduction of hours of work might be preceded by national enquiries and national and more general agreements. If that procedure were adopted it would be impossible ever to place any question on the agenda of the International Labour Conference.

It might be asked whether the question of hours of work could be separated from other questions concerning the textile industry. There were precedents for such a course. The Washington Convention concerning the eight-hour day had dealt with hours of work as such, independently from other problems to which industrial production gave rise. It might be suggested that the Washington Convention had failed if it were considered solely from the point of view of the number of countries which had ratified it. Nevertheless, with very few exceptions, the 8-hour day had now become the general rule throughout the whole world. Consequently it could not be said that a Convention limited to hours of work would not have an influence on national labour legislation. The Governing Body would therefore be well advised
question de la réduction de la durée du travail dans les industries textiles à l'ordre du jour de la Conférence de 1936.

M. Jóuliaux donne à M. Leggett l'assurance que le groupe ouvrier assume une responsabilité bien légère en demandant que la question de la réduction des heures de travail dans l'industrie textile soit inscrite à l'ordre du jour de la Conférence de 1936. Il ne veut pas répéter les arguments qui ont été développés à de nombreuses reprises au sein du Conseil et à la Conférence depuis que la question a été posée pour la première fois, mais il demande au Conseil s'il considère que la mission de l'Organisation internationale du Travail est de répondre aux nécessités de la situation ou au contraire de limiter son activité pour tenir compte de toutes les appréhensions que peuvent manifester certains des membres du Conseil.

Il n'est pas douteux que la réduction de la durée du travail dans l'industrie textile soit un problème particulièrement urgent. Cette industrie emploie plus d'ouvriers que n'importe quelle autre et est internationalisée au plus haut degré. On affirme qu'une certaine reprise se produit et que l'intensité de la crise s'atténue. Mais il y a un autre aspect de la question. Même si l'on devait ajouter foi aux indices de reprise et leur donner la valeur d'affleurs relative qui leur revient, les indices de résorption du chômage surtout dans l'industrie textile ne correspondent pas à ceux d'une reprise de l'activité industrielle.

Il ne veut pas envisager pour le moment si la question de l'industrie textile doit être divisée comme le suggère le rapport du Bureau. Il pense comme M. Picquenard que le problème doit être examiné dans son ensemble et qu'il importe de ne pas procéder à l'adoption de conventions particulières, non plus seulement pour chaque industrie, mais pour chaque branche d'industrie. Si l'on devait adopter une telle méthode pour l'industrie métallurgique, par exemple, il en résulterait un nombre infini de conventions. Une telle procédure ne permettrait pas d'arriver à des résultats positifs.

Dans l'opinion de M. Leggett, la situation de l'industrie textile devrait être examinée non seulement du point de vue de la diminution de la durée du travail, mais en tenant compte des faits. C'est justement en se basant sur les faits que les membres ouvriers du Conseil d'administration demandent instamment que la question de l'industrie textile soit discutée en 1936. L'état des choses actuel, en effet, montre la nécessité, dans l'intérêt même de l'ensemble des industries textiles, d'envisager la question sur une base internationale. Il ne veut pas examiner les changements de caractère géographique et économique qui sont survenus au cours des dix ou quinze dernières années. Le Gouvernement britannique, moins que tout autre, ne peut ignorer ces faits et, par conséquent au lieu de suggérer l'ajournement de la question, il devrait avoir tous les motifs de souhaiter qu'elle soit discutée le plus tôt possible. Il y a évidemment des pays qui pourraient s'opposer à l'examen de la question par l'Organisation en affirmant qu'il leur serait ainsi porté préjudice. Toutefois, il tient à répondre que le préjudice le plus grand qui peut être porté à ces pays serait de laisser la question dans son état actuel. Si, en effet, l'évolution présente devait se prolonger, un certain nombre de pays, dans lesquels l'industrie textile est une des branches les plus importantes de l'économie nationale, finiront par être complètement hors d'état de soutenir la concurrence sur le terrain international. Aussi ne peut-il s'expliquer que les représentants de ces pays s'opposent à ce que la question soit discutée. Ils ne peuvent espérer obtenir par voie d'accords particuliers les résultats qu'ils seraient en droit d'attendre de l'application d'une convention internationale.

Ce n'est donc plus seulement une question d'humanité comme on l'a souvent répété, ni une question d'organisation du travail à l'intérieur de chaque pays. C'est un problème d'organisation de la production sur une base internationale. Il est peut-être permis de dire que jamais jusqu'ici le Bureau international du Travail n'a été en mesure de remplir plus complètement la mission qui lui a été confiée qu'en entrant dans la voie de la réglementation internationale de l'industrie textile. L'expérience du passé et l'évolution industrielle des différents pays dans toutes les parties du monde ont montré qu'il n'est plus possible d'admettre les dérogations qui avaient été admises par la convention de Washington. Notamment en ce qui concerne l'industrie textile, il est possible d'aboutir à une réglementation internationale uniforme pour tous les pays. Cela présenterait un grand avantage non seulement
to place the question of the reduction of hours of work in the textile industries on
the agenda of the 1936 Conference.

Mr. Jouhaux said that he could assure Mr. Leggett that the responsibility of
the workers' group in proposing that the reduction of hours in the textile industry
should be placed on the agenda of the 1936 Session of the Conference would not be
very heavy. He would not repeat the arguments which had been repeatedly brought
forward in the Governing Body and in the Conference since the question had first
been raised, but he would ask the Governing Body whether it considered that the
duty of the International Labour Organisation was to face the needs of the moment
or limit its action on account of all the apprehensions which might be expressed by
any of its members.

There was no doubt that the reduction of hours of work in the textile industry
was a most urgent question. That industry employed more workers than any other,
and was highly internationalised. It was said that recovery was on the way and that
the depression was decreasing, but there was another aspect to the question. Even
if the signs of recovery could be believed and if they could be given the relative
value which they deserved, the signs of re-absorption of the unemployed, especially
into the textile industry, did not correspond with those of a revival in industrial
activity.

He would not consider at the moment whether the textile industry should be
subdivided as suggested in the Office note. He agreed with Mr. Picquenard that it
should be considered as a whole and that it was undesirable to adopt separate
Conventions not merely for each industry, but for each branch of industry. A procedure
of that nature in the metal industry, for instance, would result in endless Conventions.
Such a policy could not lead to tangible results.

Mr. Leggett had suggested that the situation in the textile industry should be
considered not only from the point of view of the reduction of hours of work, but
from the point of view of the facts of the case. It was precisely on the basis of those
facts that the workers' members of the Governing Body urged that the textile industry
should be discussed in 1936. The facts of the case showed that it was essential, in
the interests of the textile industries as a whole, that the question should be considered
on an international basis. It was not the moment to go into the geographical and
economic changes which had taken place in the last ten or fifteen years. The British
Government above all could not ignore those facts, and consequently, instead of
suggesting that the question should be adjourned, it had every reason to wish it to
be discussed at the earliest possible moment. There might be countries which might
object to the question being considered by the Organisation on the ground that it
would do them harm. He would reply, however, that the greatest harm which could
be done to those countries would be to leave the matter as it was at present. If the
present tendency continued, a certain number of countries in which the textile
industry was one of the most important bases of national economy would be deprived
of any possibility of meeting international competition. He could not therefore
understand how the representatives of those countries could object to the question
being discussed. They could not hope to obtain by separate agreements the results
which they might expect from the application of an international Convention.

It was therefore not only a question of humanity, as was so often said, or a
question of organisation of labour in each particular country, but a question of the
organisation of production on an international basis. It might perhaps be said that
never before had the International Labour Office been in a position to fulfil its mission
more completely than by undertaking the international regulation of the textile
industry. Past experience and the industrial evolution of the different countries in
all parts of the world had shown that the exceptions allowed under the Washington
Convention were no longer permissible. Particularly in the textile industry, it would
be possible to arrive at uniform international regulations for all countries. That
would be most advantageous not only for the workers, because a greater number of
workers could be employed, but also for the employers, since it would improve their
pour les ouvriers, puisque cette réglementation permettrait le réemploi d'un plus grand nombre de travailleurs, mais également pour les employeurs parce qu'elle les placerait dans une situation meilleure par rapport à la concurrence de certains pays. Elle aurait également un intérêt majeur pour les Gouvernements en permettant aux économies nationales de mieux se défendre sans avoir recours aux méthodes que M. Leggett a jugées comme elles le méritent. On a essayé de recourir à de tels moyens sans que cela amène une amélioration quelconque de la situation. Tout au contraire, la situation internationale a empiré.

En écartant toute argumentation de caractère sentimental, le groupe ouvrier fonde sa demande sur des arguments économiques et des arguments de fait. Il est indispensable de trouver un remède à la situation actuelle, et le Bureau doit remplir la mission qui lui a été confiée. Ce faisant, il ne répondra pas seulement au désir normal et humain des ouvriers, mais à l'appel des faits économiques eux-mêmes.

M. Rice rappelle que, lorsque la délégation des États-Unis est arrivée à Genève pour participer aux travaux de la dernière session de la Conférence, la première question qu'elle a posée à ceux qui étaient au courant des travaux de cette assemblée, a été de savoir s'il ne serait pas possible d'inscrire la question de la durée du travail dans l'industrie textile à l'ordre du jour de la Conférence de 1933. Ce fait souligne l'immense intérêt que l'on porte aux États-Unis à la discussion dans le plus bref délai possible de la question des 40 heures dans l'industrie textile. Cet intérêt s'est manifesté dans les plus hautes sphères. Dans un rapport préparé au cours de l'année courante par une Commission des membres du Cabinet, et portant sur l'industrie du coton, il est formellement recommandé que le Gouvernement des États-Unis fasse tout le possible pour obtenir que l'Organisation internationale du Travail s'occupe du problème de l'industrie textile.

Ce fait ne signifie pas d'ailleurs que le Gouvernement des États-Unis s'oppose à une réunion préliminaire d'experts. Si une réunion de cette nature doit être convoquée, elle devrait toutefois se tenir si possible immédiatement après la session du Conseil en février.

On s'est demandé si l'industrie textile constitue une seule industrie ou une série d'industries. M. Picquenard a parlé des industries textiles et cependant, il s'est prononcé en faveur de l'inscription de la question comme un tout à l'ordre du jour de la Conférence de 1936. Aux États-Unis, le textile est toujours considéré comme une industrie unique. À l'époque où la réglementation des relations dans l'industrie incombaient au Gouvernement par l'entremise de l'administration du redressement national, un seul conseil du travail pour l'industrie textile avait été institué. Il n'existe aux États-Unis, en pratique, qu'un seul syndicat ouvrier qui englobe toutes les branches de l'industrie textile.

Les objections qui viennent d'être faites en ce qui concerne l'industrie textile n'avaient pas été soulevées par les États-Unis lors de la discussion relative à la durée du travail dans les mines de charbon et cependant, aux États-Unis, l'industrie du charbon bitumineux et l'industrie de l'anthracite sont presque complètement séparées.

Le Gouvernement des États-Unis est d'avis que l'ensemble du problème de l'industrie textile devrait être traité en 1936; qu'on aboutisse à une convention unique ou à plusieurs conventions séparées, il demande que la question soit réglée au cours d'une seule session de la Conférence. Les États-Unis portent un plus grand intérêt au problème de l'industrie textile qu'à aucune des autres sept questions qui figurent déjà à l'ordre du jour de la Conférence de 1936. Le représentant du Gouvernement français et le représentant ouvrier français ont déjà exposé d'une manière complète les raisons pour lesquelles l'industrie textile revêt une si grande importance, à savoir le nombre des travailleurs employés, l'intensité de la concurrence internationale et la gravité toute particulière de la crise qui a sévi dans cette industrie au cours des dernières années. Il est superflu pour lui de développer ces points d'une manière plus détaillée en ce qui concerne les États-Unis.

La résolution actuellement en discussion invite le Conseil d'administration à examiner l'opportunité d'inscrire la question de la réduction de la durée du travail dans l'industrie textile à l'ordre du jour de la session de 1936 de la Conférence. Il n'est donc pas douteux que la Conférence, en adoptant cette résolution, et la délégation française aient un intérêt majeur pour les Gouvernements en permettant aux économies nationales de mieux se défendre sans avoir recours aux méthodes que M. Leggett a jugées comme elles le méritent. On a essayé de recourir à de tels moyens sans que cela amène une amélioration quelconque de la situation. Tout au contraire, la situation internationale a empiré.

En écartant toute argumentation de caractère sentimental, le groupe ouvrier fonde sa demande sur des arguments économiques et des arguments de fait. Il est indispensable de trouver un remède à la situation actuelle, et le Bureau doit remplir la mission qui lui a été confiée. Ce faisant, il ne répondra pas seulement au désir normal et humain des ouvriers, mais à l'appel des faits économiques eux-mêmes.
position as regards the competition of certain countries. It would also be of the greatest interest to Governments since it would enable them to defend their economic position without resorting to the methods which Mr. Leggett rightly reprobated. Those methods had been attempted, and the situation had not improved; in fact international relations had become more unsatisfactory.

Leaving aside the sentimental argument, the workers based their demand upon economic arguments and the facts of the case. It was essential to find a remedy for the present state of affairs, and the International Labour Office must carry out the task with which it was entrusted. It would thus respond not only to the normal and human desires of the workers, but to the economic facts themselves.

Mr. Rice said that when the United States delegation had arrived in Geneva to attend the last session of the Conference, the first question which it had put to those who were acquainted with the ways of the Conference was whether it would not be possible to place the question of hours of work in the textile industry on the agenda for 1935. That indicated the great interest which the United States took in having the 40-hour week in the textile industry discussed at the earliest possible date. That interest had been manifested in the highest quarters. In the report prepared by a committee of Cabinet members during the present year on the cotton textile industry, it was specifically recommended that the United States Government should do everything in its power to ensure that the International Labour Organisation should deal with the textile industry.

That did not mean that the United States was opposed to a preliminary meeting of experts. If such a meeting were to be held, it should however, if possible, take place immediately after the February Session of the Governing Body.

It had been asked whether the textile industry was one industry or a series of industries. Mr. Picquenard had referred to the textile industries, and yet he was in favour of putting the question as a whole on the 1936 agenda. In the United States the textile industry was regarded as a single industry. When labour relations were to be regulated by the Government during the period of the National Recovery Administration, a single Textile Labour Board was set up. In the United States there was only one union for all practical purposes for all branches of the textile industry. The objections which had now been raised in regard to the textile industry were not raised by the United States when hours of work in the coal industry were being considered; yet in that country the bituminous coal industry and the anthracite coal industry were almost completely separated.

The United States Government was of opinion that the whole textile question should be considered in 1936 whether by way of a single Convention or several Conventions, and that the question should be decided at a single session of the Conference. Indeed the United States was more interested in the textile industry than in any other of the seven items which were already on the 1936 agenda. The representatives of the French Government and the French workers had already fully explained the reasons why the textile industry was of such great importance, namely, the number of workers involved, the intensity of international competition and the fact that it had been particularly depressed during recent years. It was unnecessary for him to give details of those arguments as they applied to the United States.

The resolution at present under discussion requested the Governing Body to consider the desirability of placing the question of the reduction of hours in the textile industry on the agenda of the 1936 Session of the Conference. Undoubtedly the Conference in adopting that resolution, and the United States delegates in voting
gation des États-Unis en la votant, avaient bien l'intention de faire inscrire la question à l'ordre du jour, de manière à permettre à la Conférence de prendre une décision définitive à son sujet lors de sa session de 1936. En conséquence ce n'est pas un rapport gris mais un rapport gris bleu qui doit être soumis à la Conférence.

M. Possehl ne connaît l'historique de la question que par le rapport préparé par le Bureau. Il a pu constater que la XIXe session de la Conférence avait adopté la résolution mentionnée et que les représentants du Gouvernement des États-Unis avaient compris que la question figurerait à l'ordre du jour de la Conférence de 1936.

Les ouvriers américains ont réalisé, au cours des dernières années, de grands progrès dans le domaine de la réduction de la durée du travail dans l'industrie en général. Il est possible que la mise en vigueur des mesures législatives prises en vertu de la loi sur le redressement national ait donné aux ouvriers l'espoir de voir reconnaître légitimement leurs droits dans l'industrie. Toutefois, l'annulation de cette loi et les difficultés rencontrées par les travailleurs en ce qui concerne son application, notamment dans l'industrie textile, ont montré aux travailleurs des États-Unis qu'il y avait lieu de faire jouer d'autres facteurs dans la réglementation des conditions de travail. C'est pourquoi les travailleurs américains suiviront avec une attention toute particulière les décisions qui seront prises par le Conseil d'administration.

Sans doute il pourrait y avoir intérêt à ce que des experts étudient le problème séparément pour les différentes branches de cette industrie, afin de permettre une application efficace de la semaine de 40 heures. Mais les ouvriers américains ont reconnu qu'il n'est pas nécessaire de recourir à des experts pour répartir les possibilités de travail existantes entre les chômeurs ou pour décider que l'occasion leur soit donnée de gagner leur pain. Les travailleurs américains se rendent compte de la situation économique de leur pays par rapport aux autres. A l'heure actuelle, on en est encore à Genève à discuter la semaine de 40 heures, alors qu'aux États-Unis on a déjà institué dans certaines branches de l'industrie le régime de la semaine de 30 heures. Il est évident que la question doit être portée à l'ordre du jour de la Conférence de 1936 afin d'y faire l'objet d'une décision définitive et de donner aux travailleurs du monde entier un encouragement, parce qu'ils auront la preuve que le Conseil d'administration se préoccupe vraiment d'améliorer leur situation. Si le Conseil doit accepter cette proposition il aura l'appui unanime de tous les travailleurs de l'ensemble du continent de l'Amérique du Nord. Ces travailleurs ont en effet été mis au bénéfice de telles conditions de travail et en comprennent toute la signification.

M. Yoshisaka tient à exposer l'attitude de son Gouvernement à l'égard de cette question. Le Gouvernement japonais n'a nullement l'intention de décourager l'effort de l'Organisation et les aspirations ouvrières vers le progrès dans le domaine de la réduction des heures de travail. Bien au contraire, il désire voir s'établir au Japon même des conditions qui lui permettront de réduire la durée du travail. Cependant, il faut tenir compte du fait que la situation n'est pas la même en Europe que dans d'autres continents, tant au point de vue du chômage que d'autres questions. De plus, un certain nombre de pays n'ont pas encore ratifié la convention de Washington. Si dans ces conditions la semaine de 40 heures devait être adoptée dans les pays qui n'ont pas encore adhéré à la semaine de 48 heures, ce fait revêtirait un certain caractère révolutionnaire au lieu de constituer un progrès dû à l'évolution naturelle. Il va sans dire que les répercussions d'une mesure aussi radicale risqueraient d'être aussi défavorables aux ouvriers qu'à l'industrie.

L'opinion publique doit en effet précéder d'une étape les réformes. Avant que la semaine de 40 heures soit introduite dans l'industrie textile ou dans les autres industries, il faut d'abord que l'opinion publique y soit favorable et qu'elle y ait été préparée par avance.

Pour ces raisons, il considère que le moment n'est pas opportun pour discuter l'adoption de la semaine de 40 heures dans l'industrie textile, au moins dans les pays d'Asie, et il est convaincu que les représentants de l'Inde et de la Chine seront d'accord avec lui sur ce point. Cependant il ne voudrait pas entraver la marche du progrès et c'est pourquoi il ne s'opposera pas à l'inscription de la question à l'ordre du jour de la Conférence de 1936.
for it, intended that the question should be put on the agenda in such a way that it
would be possible to deal with it finally at the 1936 Session; consequently not a
grey report but a grey-blue report should be submitted to the Conference.

Mr. Poschel said that he was only acquainted with the previous history of the
question from the note of the Office. He had noted that the Nineteenth Session of
the Conference had adopted the resolution and that it had been understood by the
representatives of the United States Government that the question would be placed
on the 1936 agenda.

The workers in the United States had made considerable progress in the past
few years in regard to the reduction of hours of work in industry in general. The
introduction of legislation under the National Recovery Act had perhaps led the
workers to hope that they would be given proper recognition in industry. The
discarding of that Act however, as well as the difficulties which the workers had
encountered under the Act, especially as regards the textile industry, had shown
them that other elements would have to be introduced with a view to the regulation
of the conditions of employment of the workers. The American workers would
therefore watch the action taken by the Governing Body with great care.

It might perhaps be desirable for experts to study the problem separately in
relation to the different branches of the industry, in order to secure the proper
application of the 40-hour week. It was clear, however, to the American workers
that it was unnecessary to employ experts to divide the work available among the
unemployed or to decide whether they should be given an opportunity of earning
their livelihood. The workers in the United States realised the economic situation
of their country in relation to that of others. The 40-hour week was still being
discussed at Geneva, whilst in the United States a 30-hour week had already been
instituted in certain branches of industry. It was obvious that the question should
be placed on the agenda of the Conference in 1936 so that it might be finally dealt
with and so that the workers throughout the world might be encouraged by the
knowledge that the Governing Body had their welfare at heart. If the Governing
Body agreed to the proposal it would have the unanimous support of the workers
throughout the whole North American Continent. They had enjoyed those conditions
of work and realised what they meant.

Mr. Yoshisaka said that he wished to explain his Government's attitude in regard
to this question. The Japanese Government had no intention of discouraging the
efforts of the Organisation and the desires of the workers in the field of the reduction
of hours of work. On the contrary, its wish was that in Japan itself conditions should
arise which would allow it to reduce hours of work.

It must be remembered, however, that the situation was not the same in Europe
as in other countries, both as regards unemployment and other questions. Moreover,
a certain number of countries had not yet ratified the Washington Convention.
If, therefore, a 40-hour week were adopted in the countries which had not yet adopted
a 48-hour week, that would amount to a revolutionary move rather than to progress
due to natural evolution. Obviously the effect of so radical a measure might be as
little favourable to the workers as to industry.

Public opinion must precede reforms. Before a 40-hour week could be introduced
either in the textile industry or in other industries, public opinion must be favourable
to such a course and must be prepared in advance.

For those reasons he did not consider that the moment was opportune to discuss
the adoption of a 40-hour week in the textile industry, in any case in Asiatic countries,
and he felt sure that the representatives of India and China would agree with him
on that point. He did not, however, wish to hinder the march of progress, and for
that reason he would raise no objection to the question being placed on the agenda
of the 1936 Session of the Conference.
Le Conseil d'administration siège ensuite en séance privée, pour examiner un aspect de la seizième question à l'ordre du jour, puis reprend la discussion de la cinquième question.

M. Olivetti rappelle que les membres du Conseil savent que le délégué patronal italien à la Conférence internationale du Travail a toujours été favorable à l'adoption d'une convention internationale pour la réduction à 40 heures de la durée hebdomadaire du travail. Etant donné que le délégué patronal à la Conférence et le membre patronal italien au Conseil sont une seule et même personne, il votera en faveur de l'inscription de la question de la réduction de la durée du travail dans l'industrie textile à l'ordre du jour de la prochaine Conférence.

Comme on l'a fait remarquer, s'il y a une industrie qui souffre de la crise, c'est précisément l'industrie textile. En outre, si une industrie a déjà essayé de réduire la semaine de travail, c'est aussi la branche principale de cette industrie, à savoir l'industrie du coton, et cela non seulement en Italie mais également en France et en Angleterre. Pour faire face à la crise on y a recouru au short time. Dans ces conditions, la question paraît mûre pour être examinée à la prochaine Conférence. Le seul problème qu'il y a lieu d'étudier de près — et cette étude devra être organisée de manière à ne pas rendre plus difficile la tâche de la Conférence — c'est de savoir si la question figurant à l'ordre du jour devra viser l'ensemble de l'industrie textile, ou bien seulement certaines branches de cette industrie. C'est là une question complexe et qu'il faut étudier soigneusement, à fond, avant de la présenter à la Conférence parce que la situation dans les différentes branches de l'industrie textile n'est pas toujours la même. En tout cas, les patrons italiens se prononcent en faveur de l'inscription de la question à l'ordre du jour de la prochaine Conférence.

Le Directeur rappelle que le Conseil est appelé à prendre une décision sur deux questions distinctes; il constate que la plus grande partie de la discussion a été consacrée à la seconde de ces questions. La première est la question préalable de savoir si la durée du travail dans l'industrie textile doit être inscrite à l'ordre du jour de la Conférence de 1936. Si le Conseil se prononce dans l'affirmative, un certain nombre de questions subsidiaires se poseront auxquelles il a été fait allusion au cours du débat sans qu'elles aient cependant fait l'objet d'un examen aussi approfondi que l'exigent l'importance et la difficulté du problème.

Tout d'abord, le problème de la durée du travail dans l'industrie textile doit-il constituer un seul point ou trois points de l'ordre du jour? Le rapport du Bureau avait proposé d'inscrire trois points, étant bien entendu qu'on ne préjugerait aucune-ment le nombre des conventions à adopter. Le Bureau considère, comme M. Rice, que la question doit être traitée dans son ensemble, mais c'est là un problème un peu différent de celui du nombre de points à inscrire à l'ordre du jour. Si le Bureau a proposé d'inscrire trois questions, c'était afin de permettre aux Gouvernements d'envoyer à la Conférence le nombre nécessaire de conseillers techniques. Les représentants gouvernementaux n'ont pas exprimé d'opinion sur la nécessité d'une telle procédure, mais le Bureau n'a pas oublier certains reproches qui se sont fait jour à la dernière session de la Conférence, du fait que les quatre industries envisagées figuraient à l'ordre du jour comme un point unique, ce qui aurait empêché de les discuter d'une manière satisfaisante, faute du nombre nécessaire de conseillers techniques. Si ce reproche est justifié, la proposition du Bureau constitue peut-être le seul moyen d'éviter qu'il soit renouvelé. Il y a intérêt à ce que le Conseil ne néglige rien pour assurer un examen de la question aussi approfondi et détaillé qu'il est nécessaire du point de vue technique.

Divers orateurs ont signalé l'opportunité d'une réunion d'experts ou d'une discussion préliminaire. C'est là une question qu'il n'est pas aisé de résoudre. Les consultations d'experts peuvent en effet révéler des formes diverses. Le Directeur peut, sous sa propre responsabilité, charger des membres de son personnel d'aller consulter des représentants des organisations patronales et ouvrières, ainsi que les services gouvernementaux, dans un nombre de pays aussi grand que possible afin de recueillir des informations de caractère technique. Une autre méthode consisterait, pour le Conseil, à nommer une commission d'experts comme il l'a fait précédemment lorsqu'il s'était occupé de l'industrie textile. Une troisième méthode consisterait à convoquer une sorte de Conférence tripartite et une quatrième à convoquer non une
At this juncture the Governing Body took up a part of the Sixteenth Item in private sitting, after which the discussion of the Fifth Item was continued.

Mr. Olivetti said that as the Governing Body was aware, the Italian employers’ delegate at the InternationalLabour Conference had always favoured the adoption of a Convention for the reduction of hours of work to 40 in the week. Since the employers’ delegate at the Conference was also the Italian employers’ member of the Governing Body, he would vote in favour of placing the reduction of hours of work in the textile industry on the agenda of the next session of the Conference.

As had been pointed out, no industry had suffered more from the depression than the textile industry. Also, if any industry had attempted to reduce the working week it was the principal branch of the textile industry, namely, the cotton industry, and not only in Italy, but also in France and Great Britain. In order to deal with the depression, short time had been applied. The question therefore appeared ripe to be discussed at the next Conference. The only problem which must be carefully studied—and that study must be made in such a way as not to render the task of the Conference more difficult—was whether the question included in the agenda should relate to the whole textile industry or only certain branches. That was an intricate question, which must be carefully and thoroughly studied before it was submitted to the Conference, since the position in the different branches of the textile industry was not always the same. The Italian employers were in any case in favour of placing the question on the agenda of the next Conference.

The Director said that there were two distinct questions before the Governing Body; the greater part of the discussion had been devoted to the second. The first was the preliminary question whether hours of work in the textile industry should be placed on the 1936 agenda. If it was in the affirmative, a series of subsidiary questions arose which had been touched on in the course of the debate, although they had not been examined as thoroughly as the importance and difficulty of the problem required.

First of all, there was the question whether hours of work in the textile industry should be placed on the agenda as a single item or as three items. The Office note had suggested that there should be three items, on the understanding that that should not prejudice the number of Conventions to be adopted. The Office agreed with Mr. Rice that the question must be dealt with as a whole, but that was a somewhat different matter from the number of items to be placed on the agenda. The reason why the Office suggested that there should be three items was in order to allow Governments to send the necessary number of advisers to the Conference. The Government representatives had not expressed an opinion as to the necessity of that course, but the Office had had in mind certain reproaches which had been made at the last session of the Conference to the effect that the four industries discussed were placed on the agenda as a single item, and that this had made it impossible for them to be discussed satisfactorily because there were not enough advisers. If the criticism were justified, the Office proposal was perhaps the means of preventing its being made in future. It was most important that the Governing Body should do everything possible to ensure that the question should be discussed as thoroughly and in as much detail as was technically necessary.

Several speakers had suggested that a meeting of experts or a preliminary discussion should be held. That was by no means an easy question. Expert consultations might take various forms. The Director might on his own responsibility send members of the staff to consult the representatives of employers’ and workers’ organisations and Government departments in as many countries as possible in order to obtain technical information. Another method would be for the Governing Body itself to appoint a Committee of Experts as it had previously done when it dealt with the textile industry. A third method would be to call some kind of tripartite conference, and a fourth method would be to call not a tripartite but a bipartite conference, consisting of representatives of the employers and workers only, without
Conférence tripartite, mais une Conférence bipartite, comprenant des représentants patronaux et ouvriers, sans délégués gouvernementaux. Il serait même possible d’envisager d’autres solutions. Toutefois un point est certain : si le Bureau est chargé d’établir non un rapport gris mais un rapport gris-bleu contenant un avant-projet de convention, il pourrait difficilement le faire sans recourir d’une manière plus complète qu’il n’a pu le faire jusqu’à présent à l’avis et au concours d’experts.

Il serait peut-être bon que les membres du Conseil refléchissent à ces problèmes difficiles sans prendre de décision sur la question au cours de la présente séance. Pour sa part, il préférerait aussi avoir le temps de rechercher la meilleure solution possible. Aussi propose-t-il de procéder immédiatement au vote sur le principe de l’inscription de la question à l’ordre du jour de la Conférence de 1936. Après avoir pris une décision sur ce point, le Conseil pourrait, dans l’affirmative, procéder ultérieurement à l’examen des questions subsidiaires.

*Le Président* constate qu’une discussion complète s’est déroulée au sein du Conseil. Il pense comme le Directeur qu’il y a lieu de procéder à un vote sur la question de principe.

*Par 17 voix contre 6, le Conseil d’administration décide d’inscrire la question de la réduction de la durée du travail dans l’industrie textile à l’ordre du jour de la session de 1936 de la Conférence.*

La séance est levée à 18 heures 35.

W. A. Riddell
Governments. There might even be other possibilities. One thing, however, was certain; if the Office was to be called upon to draft not a grey report but a grey-blue report containing a draft for a Convention, it could hardly do so without more expert advice and assistance than it had hitherto been able to obtain.

It would perhaps be better for the Governing Body to reflect upon those difficult questions and not to decide the matter at the present sitting. He also would personally like more time to consider the best solution. He consequently suggested that a vote should be taken immediately on the principle of placing the question on the agenda of the 1936 Conference. If that were decided in the affirmative, the Governing Body could proceed to consider the other subsidiary questions.

*The Chairman* said that a full discussion on the question had taken place and he agreed with the Director that it would be desirable to take a vote on the question of principle.

*The Governing Body decided by 17 votes to 6 to place the question of the reduction of hours of work in the textile industry on the agenda of the 1936 Session of the Conference.*

The sitting closed at 6.35 p.m.

W. A. RIDDELL
PROCÈS-VERBAL DE LA TROISIÈME SÉANCE (PRIVÉE).

Au cours de cette séance, qui a eu un caractère privé, le Conseil d'administration a examiné la seizième question à l'ordre du jour (Rapport du Comité du budget). Conformément aux dispositions de l'article 8 du règlement du Conseil d'administration, le procès-verbal de cette séance est imprimé séparément.
At this sitting, which was private, the Governing Body considered the Sixteenth Item on the Agenda (*Report of the Finance Committee*).

In accordance with the provisions of Article 8 of the Standing Orders of the Governing Body, the minutes of this sitting have been printed separately.

Sixième question à l'ordre du jour.

Examen préliminaire des questions susceptibles d'être inscrites à l'ordre du jour de la session de 1937 de la Conférence.

Le Directeur rappelle que l'ordre du jour de la session de 1937 de la Conférence comportera, en tout cas, l'examen en deuxième discussion des prescriptions de sécurité pour les travailleurs dans l'industrie du bâtiment. D'autre part, le Conseil ayant décidé d'inscrire à l'ordre du jour de la session de 1936 la réduction du travail dans l'industrie textile, il se peut que cette question donne lieu à une seconde discussion en 1937. Enfin, la Conférence devra en 1937 procéder à l'examen des rapports décennaux relatifs à trois conventions et d'un rapport quinquennal relatif à la convention concernant le travail forcé.

Les notes soumises au Conseil indiquent sept questions susceptibles d'être inscrites à l'ordre du jour de la Conférence. A sa présente session, le Conseil n'est pas appelé à faire un choix entre ces questions en vue de leur inscription immédiate à l'ordre du jour de la Conférence. Sa tâche se borne, après une discussion préliminaire, à charger le Bureau de préparer des exposés de la législation et de la pratique au sujet de toutes ces questions ou de certaines d'entre elles. La préparation de ces exposés ne présente pas de grandes difficultés; par contre, il est évident que, lorsque, à sa 74ème session, le Conseil devra procéder au choix définitif des questions à soumettre à la Conférence, il ne pourra retenir toutes les questions mentionnées et qu'il devra en éliminer un certain nombre.

Ceci l'amène à formuler quelques observations au sujet de la procédure suivie par le Conseil pour la fixation de l'ordre du jour de la Conférence. Actuellement, après une discussion générale au cours de laquelle les orateurs se prononcent en faveur de telle ou telle question, le Conseil procède à un vote éliminatoire sur les diverses questions envisagées. Le système adopté pour le vote par élimination s'est révélé efficace, mais on peut se demander si, par cette méthode, il est possible d'aboutir pour les travaux de la Conférence à un programme bien équilibré tenant compte de tous les éléments. L'un de ces éléments est sans doute la répercussion de cet ordre du jour sur la marche des travaux de la Conférence. Sans doute est-il exact, comme l'a signalé M. Leggett, qu'à la dernière session de la Conférence un certain mécontentement s’est manifesté parmi les délégués du fait que de nombreuses commissions devaient se réunir au même moment. Il en est résulté que beaucoup de délégués n'ont pu, comme ils l'auraient voulu, assister aux séances plénières de la Conférence et que les États qui n'avaient pas pu adjoindre à leurs délégations un nombre suffisant de conseillers techniques ont été dans l'impossibilité de se faire représenter dans des commissions où normalement ils auraient dû siéger et aux travaux desquelles ils portaient un vif intérêt.

Un autre élément dont il convient de tenir compte est l'organisation du Secrétariat. Cette année le Bureau a, sans doute, réalisé le maximum de ce qu'il peut faire à cet égard. Il a été très difficile de pourvoir les différents postes prévus, et l'on a
MINUTES OF THE FOURTH SITTING
(Friday, 25 October 1935, 10.10 a.m.)

The Governing Body was composed as follows: Mr. Riddell, Chairman, Mr. Anselmi, Mr. Dennison, Mr. Erulkar, Mr. Estrada Cajigal, Mr. Forbes Watson, Mr. Gemmill, Mr. Hayday, Mr. Johanson, Mr. Joshi, Mr. Jouhaux, Mr. Jurkiewicz, Mr. Leggett, Mr. Mannio, Mr. Markus, Mr. Mertens, Sir Bhupendra Nath Mitra, Mr. Muniz, Mr. Oersted, Mr. Olivetti, Mr. Pao Hua-Kuo, Mr. Picquenard, Mr. Possehl, Mr. Rice, Mr. Ruiz Guirazú, Mr. Ruiz Manent, Mr. Schürch, Mr. Tzaut, Mr. Wалиne, Mr. Yeremitch, Mr. Yonekubo, Mr. Yoshisaka.

Sixth Item on the Agenda.

Preliminary discussion of the agenda of the 1937 Session of the Conference.

The Director said that the agenda of the 1937 Session of the Conference would in any case include the second discussion of safety provisions for workers in the building trade. Moreover, since the Governing Body had decided to place the reduction of hours of work in the textile industry on the agenda of the 1936 Session, there might be a second discussion of that question in 1937. Finally, the Conference in 1937 would have to consider the ten-yearly reports on three Conventions, and the five-yearly report on the Forced Labour Convention.

The notes submitted to the Governing Body suggested seven questions which might be placed on the agenda of the Conference. The Governing Body was not called upon at the present session to make an immediate choice of the questions to be placed upon the agenda of the Conference. All that it had to do was to undertake a preliminary discussion and instruct the Office to prepare reports on the law and practice in regard to all or some of these questions. The Office would have no particular difficulty in preparing these reports. On the other hand, it was obvious that when at the Seventy-fourth Session the Governing Body definitely chose the questions for the agenda of the Conference, it could not retain all the items mentioned, but would have to eliminate a certain number of them.

That led him to make certain observations with regard to the procedure followed by the Governing Body for fixing the agenda of the Conference. According to the existing practice, a general discussion took place during which the various speakers supported one or other of the questions; the Governing Body then proceeded to eliminate the various questions under consideration by a vote. The system of the eliminating vote had proved effective, but it might be questioned whether it was possible, by means of this method, to draw up a really well-balanced programme for the work of the Conference, which took account of all the factors which required consideration. One of those factors was undoubtedly the effect of the agenda on the working of the Conference. It was certainly true, as Mr. Leggett had pointed out, that there was a considerable amount of dissatisfaction amongst the delegates at the last session of the Conference owing to the large number of Committees which had to meet at the same time. The result had been that many delegates were unable to attend the plenary sittings of the Conference, as they would have wished to do, and the States which had not been able to send a sufficient number of advisers were unable to be represented on the Committees upon which they would have sat in the normal way, and in the work of which they were keenly interested.

Another factor which should be taken into account was the organisation of the secretariat. This year the Office had made the maximum effort in that respect. It had been difficult to provide all the necessary staff, and the secretariat had had to work
demandé aux membres du secrétariat un effort qui ne saurait être longtemps soutenu. Les délégués ne se rendent peut-être pas toujours compte des travaux considérables que nécessite la préparation simultanée des procès-verbaux de commissions aussi nombreuses et du compte rendu des séances plénières de la Conférence. En fait, le Bureau ne pourrait que difficilement renouveler l’effort fait pendant la XIXe session de la Conférence.

Un autre élément qu’on ne peut perdre de vue est celui des possibilités de travail du Bureau lui-même. La préparation des travaux de la Conférence ne présente pas de difficulté particulière, sauf lorsqu’une seule et même section doit élaborer les documents relatifs à trois ou quatre questions à l’ordre du jour. Aussi, pour assurer la préparation dans les meilleures conditions des travaux de la Conférence, serait-il préférable de choisir des sujets relevant de domaines nettement distincts.

Enfin, un dernier élément à retenir est celui de la composition des délégations. Il serait vain d’inscrire à l’ordre du jour de la Conférence un grand nombre de questions si les délégations ne devaient pas avoir une composition assez étendue pour permettre un examen approfondi de toutes ces questions.

Ces diverses considérations l’amènent à conclure que lorsque le Conseil d’administration est saisi des divers exposés sur la législation et la pratique, il conviendrait peut-être, plutôt que de les soumettre à une discussion générale assez décousue et suivie d’un vote éliminatoire, de les renvoyer à une petite commission qui étudierait, de façon approfondie, les diverses questions proposées. Cette commission serait mieux en mesure que le Conseil d’administration de tenir compte de tous les éléments qui affectent la marche des travaux de la Conférence et d’établir un projet d’ordre du jour de la Conférence bien équilibré.

Il ne demande pas au Conseil de se prononcer dès à présent sur la suggestion qu’il vient de formuler; la constitution de la Commission en question pourrait être envisagée à l’occasion de la 74me session.

M. Mertens constate que le Directeur a présenté au sujet de l’organisation des travaux de la Conférence diverses observations qui, en dehors de la tâche précise incombant au Conseil à la présente session, méritent d’être examinées attentivement.

Dejà, à la séance de la veille, M. Leggett avait signalé des difficultés auxquelles se serait heurtée la marche des travaux de la Conférence lors de la dernière session. De divers côtés, on émet l’opinion que le nombre des conseillers techniques appelés à participer aux travaux de la Conférence risque d’être insuffisant. Pour sa part, il considère que l’on tend à donner à cette question des conseillers techniques une importance tout à fait exagérée, et que les travaux de la Conférence se trouvent plutôt gênés par le nombre excessif des conseillers techniques. Ils sont en fait si nombreux que les commissions de la Conférence tendent à devenir de véritables conférences. Il est impossible de faire du bon travail dans une commission comptant, comme on l’a vu à la Conférence, 72 membres. Le rôle des conseillers techniques est de collaborer avec les délégués et de leur faciliter leur tâche, mais non de les supplanter. Il en arrive à croire que lorsqu’on invoque le nombre insuffisant de conseillers techniques, on cherche simplement un prétexte pour s’opposer aux demandes du groupe ouvrier tendant à l’inscription de certaines questions à l’ordre du jour de la Conférence. En fait, il faudrait que la Conférence pour faire du travail utile fût divisée en un certain nombre de petites commissions où les délégués pourraient jouer le rôle qui leur est normalement dévolu, c’est-à-dire prendre la responsabilité des solutions envisagées et des votes émis, les techniciens n’étant là que pour les conseiller. Il estime que c’est là une situation sur laquelle le Conseil d’administration devrait attirer l’attention de la Conférence si l’on veut vraiment faciliter les travaux de cette dernière.

Le groupe ouvrier ne réclame pas, par ailleurs, l’établissement d’un ordre du jour comprenant un trop grand nombre de questions. La seule préoccupation du groupe ouvrier, c’est que les questions vitales pour la classe ouvrière puissent être traitées par la Conférence de manière convenable. Si le Conseil d’administration donne satisfaction à ce vœu, les travailleurs feront, de leur côté, tout ce qu’ils peuvent pour faciliter le travail de la Conférence.

Il regrette de devoir constater à ce sujet que l’on a instauré, pour l’examen de la question de la réduction du travail, une procédure qui risque d’être interminable. C’est ainsi que, pour la réduction de la durée du travail dans l’industrie textile, on
at a pressure which could not have been maintained much longer. Delegates did not perhaps always realise how much work was entailed in preparing simultaneously the minutes of so many Committees, and the record of the plenary sittings of the Conference. It would be difficult for the Office again to undertake so much work as it was called upon to perform during the Nineteenth Session of the Conference.

Another factor which must not be lost sight of was the amount of work which the Office itself could perform. The preparatory work for the Conference did not present any particular difficulty except when the same section had to draw up the reports on three or four items on the agenda. Thus, in order to ensure that the preparatory work for the Conference should be done in the best possible way, it was better to choose subjects which were quite distinct.

A further element to be taken into account was the composition of the delegations. It was useless to place a large number of items on the agenda of the Conference if the delegations were not large enough to enable all the questions to be properly considered.

These various considerations led the Director to the conclusion that when the reports on the law and practice were submitted to the Governing Body it would perhaps be better, instead of holding a general and somewhat haphazard discussion followed by a vote by elimination, to refer them to a small committee which would give careful consideration to the various questions proposed. Such a committee would be in a better position than the Governing Body to take account of the conditions which would affect the working of the Conference.

He did not ask the Governing Body to decide at once on the suggestion which he had made; the establishment of such a committee could be considered at the Seventy-fourth Session.

*Mr. Mertens* said that the observations which the Director had made in regard to the organisation of the Conference required careful consideration apart from the definite decisions which the Governing Body had to take at the present session.

At the preceding sitting Mr. Leggett had called attention to the difficulties which, in his view, had arisen in connection with the work of the Conference at the last session. Various speakers had expressed the view that there was a danger that there would be too few advisers taking part in the work of the Conference. Personally, he believed that far too much importance was attached to the question of advisers, and that the work of the Conference rather tended to be impeded by an excessive number of advisers. There were in fact so many of them that the Committees of the Conference tended to become actual conferences. It was impossible that good work could be done in a committee such as there had been at the Conference, consisting of 72 members. The function of advisers was to collaborate with the delegates and assist them in their work, but not to supplant them. He was tempted to think that the plea of the insufficiency of advisers was merely a pretext for opposing the workers' proposals for placing questions on the agenda of the Conference. If the Conference was to do useful work it should be divided into small committees in which the delegates would carry out their proper function of taking responsibility for the solutions which they suggested and the votes which they cast. The technical experts were only there to advise them. He considered that the Governing Body should draw the attention of the Conference to this state of affairs if it really wished to facilitate the work of the Conference.

The workers' group did not ask for an overloaded agenda. Its only preoccupation was that questions vital to the working classes should be properly treated by the Conference. If the Governing Body would agree to that request, the workers would do all in their power to facilitate the work of the Conference.

In this connection he was sorry to see that a procedure had been adopted for the consideration of the reduction of hours of work which tended to become interminable. Thus the adoption of seven Conventions was contemplated in regard to the reduction
envisage l’adoption de sept projets de convention. On ne sait combien il pourra y
en avoir pour l’industrie chimique. Il est évident qu’il n’est pas possible de continuer
tà cette allure et que l’on aboutira fatalement à une impasse. Le Conseil doit examiner
la situation en face, et tenir compte dans ce domaine des solutions qui sont suggérées
par les ouvriers, et qui sont conformes à l’esprit de l’Organisation.

Parmi les questions à retenir pour l’établissement de l’ordre du jour de la
Conférence de 1937, il y en a une sur laquelle il tient à attirer tout particulièrement
l’attention, c’est celle des travaux publics. En fait, il semble que le Directeur ne
tienne pas à la voir traiter par la Conférence, puisqu’il se borne à suggérer qu’elle
soit envoyée à la Commission du chômage. Or, le Conseil d’administration, lors de
sa 70ème session, avait formellement décidé, conformément à la résolution présentée
par la Commission du chômage, que la question des travaux publics figurerait parmi
elles dont l’inscription à l’ordre du jour de 1937 serait envisagée.

Pour sa part, il considère qu’après les études entreprises par le Bureau dans ce
domaine, il est impossible d’abandonner à présent l’idée de faire figurer la question
des travaux publics à l’ordre du jour de la Conférence. Dans tous les pays d’ailleurs,
même là où les ouvriers ne sont pas au pouvoir, les Gouvernements tendent actualle-
ment à mettre au premier plan de leurs préoccupations l’organisation de travaux
publics. Il ne serait pas digne de l’Organisation internationale du Travail qu’à ce
moment précis elle remette le problème à l’étude et le renvoie à une commission.
Il espère donc que le Conseil décidera de retenir la question des travaux publics en
vue de son inscription éventuelle à l’ordre du jour de la session de 1937 de la Conférence.

Lors de sa dernière session, la Conférence a adopté trois résolutions présentées
par des délégués ouvriers au sujet de questions à inscrire à l’ordre du jour de la
Conférence. Pour ce qui est de la réduction de la durée du travail dans l’industrie
textile, le Conseil a donné satisfaction aux délégués ouvriers puisqu’il vient de décider
que cette question figurerait à l’ordre du jour de la Conférence de 1936. Les deux
autres résolutions adoptées par la Conférence envisageaient l’examen par la Conférence
dès 1936 de la réduction de la durée du travail dans les arts graphiques et dans
l’industrie chimique. Le groupe ouvrier reconnaît actuellement avec le Directeur que
la Conférence se heurterait à de sérieuses difficultés pratiques si elle essayait, à sa
session de 1936 dont l’ordre du jour est déjà chargé, d’aborder la réduction de la
durée du travail dans ces diverses branches d’industrie. En conséquence, le groupe
ouvrier est disposé à renoncer à l’inscription de ces deux questions à l’ordre du jour
de la Conférence pour 1936, à la condition qu’elles soient retenues parmi les questions
susceptibles d’être inscrites à l’ordre du jour de la session de 1937. C’est là une grande
concession, car il y a peu d’industries dans lesquelles le chômage soit plus grave et
où la réduction de la durée du travail s’impose davantage que dans les industries
graphiques. C’est ainsi que 85 pour cent des membres du syndicat auquel il appartient
lui-même ont demandé, pendant les cinq premiers mois de l’année, des allocations
pour chômage complet ou partiel.

Au sujet de la réduction de la durée du travail dans les arts graphiques et dans
l’industrie chimique, il demande au Directeur d’envisager la consultation des orga-
nisations professionnelles intéressées. Il croit que de cette manière les travaux de la
Conférence se trouveraient considérablement facilités.

M. Forbes Watson est tout à fait d’accord avec le Directeur quant à l’importance
primordiale du choix des questions à inscrire à l’ordre du jour de la Conférence.
Mais il doit faire des réserves expresses quant à la procédure suggérée par le Directeur,
et qui consistait à renvoyer la fixation de l’ordre du jour à une Commission au lieu
de procéder à une élimination selon la méthode habituelle, dont le Directeur a
d’ailleurs reconnu l’efficacité. A son avis, ce n’est pas le système de vote par élimination
qui est critiquable. La pratique à éviter est celle qui consiste, après que l’ordre du
jour a été définitivement fixé, à y ajouter par la suite une ou plusieurs questions
ainsi que cela a été le cas au cours des dernières années. Le Conseil doit renoncer
to ajouter à l’ordre du jour des questions nouvelles quand il sait que la Conférence
ne sera pas en mesure de les traiter convenablement.

Au sujet de la composition de la Conférence, il y a certains faits qu’il voudrait
rappeler au Conseil. L’Organisation internationale du Travail compte 62 Membres.
A la dernière session, 52 de ces Membres étaient représentés ; l’ordre du jour de la
of hours of work in the textile industry. No one could say how many there might be for the chemical industry. It was obviously impossible to continue on those lines; that could only lead to a deadlock. The Governing Body should face the situation squarely, and should take into consideration the workers' suggestions, which were in accordance with the spirit of the Organisation.

In regard to the agenda of the 1937 Conference, there was one question to which he wished to call particular attention, namely, public works. It did not appear that the Director was anxious for it to be dealt with by the Conference, since he merely suggested that it should be referred to the Unemployment Committee. Yet the Governing Body had, at its Seventieth Session, definitely decided, in accordance with the resolution submitted by the Unemployment Committee, that the question of public works should figure in the list of those contemplated for the agenda of the 1937 Conference.

In his opinion, in view of the work which the Office had done on the question of public works, it was not possible to abandon the idea of placing it on the agenda of the Conference. In all countries, even in those in which the workers were not in power, Governments were paying particular attention to the organisation of public works. It would not be worthy of the International Labour Organisation that at such a moment it should merely continue to study the question and refer it to a Committee. He hoped therefore that the Governing Body would provisionally select that question for the agenda of the 1937 Session of the Conference.

The Conference had at its last session adopted three resolutions submitted by workers' delegates concerning questions to be placed on the agenda of the Conference. In regard to the first question, the reduction of hours of work in the textile industry, the Governing Body had complied with the workers' request, since it had just decided to place that question on the agenda of the 1936 Conference. The two other resolutions proposed that the Conference should deal in 1936 with the reduction of hours of work in the printing and bookbinding trades and in the chemical industry. The workers' group agreed with the Director that the Conference would meet with serious practical difficulties if it attempted at the 1936 Session, which already had a heavy agenda, to consider the reduction of hours of work in these branches of industry. Consequently the workers' group was prepared to withdraw its request for the placing of these two questions on the 1936 agenda, provided that they were included in the list of questions which might be placed on the agenda of the 1937 Session. That was a great concession, since there were few industries in which unemployment was more serious and where a reduction of hours of work was more necessary than the printing and bookbinding trades. Indeed, 85 per cent. of the members of the union to which he himself belonged had been obliged to apply for unemployment relief on account of total unemployment or short time during the first five months of the year.

In regard to the reduction of hours of work in the printing and bookbinding trades and the chemical industry, he asked the Director to consider the possibility of consulting the organisations concerned. That would greatly facilitate the work of the Conference.

Mr. Forbes Watson said that he entirely agreed with the Director as regards the extreme importance of the choice of the questions to be placed on the agenda of the Conference. He must however make express reservations as regards the Director's suggestion that the fixing of the agenda should be referred to a Committee, instead of a vote by elimination being taken according to the usual procedure, the effectiveness of which the Director himself had recognised. In his view it was not the system of the vote by elimination which gave rise to criticism. The practice which must be avoided was to add one or more questions to the agenda after it had once been definitely fixed, as had been done several times in the last few years. The Governing Body should not add further questions to the agenda when it knew that the Conference would not be able to handle them properly.

With regard to the composition of the Conference, he would remind the Governing Body of certain facts. There were 62 States Members of the International Labour Organisation. At the last session, 52 of those Members were represented; there were
session comprenait 7 questions dont l’une intéressait 5 branches d’industrie différentes. Seize pays s’étaient abstenus d’envoyer des délégués ou des conseillers techniques patronaux ou ouvriers. Neuf délégations comptaient un membre patronal et un membre ouvrier sans conseiller technique. Pour douze pays, on comptait un délégué patronal et un délégué ouvrier, accompagnés chacun d’un seul conseiller technique. Ainsi donc, au total, trente-sept Membres de l’Organisation n’avaient envoyé soit aucun conseiller technique patronal ou ouvrier, soit un seul conseiller technique patronal et un seul conseiller technique ouvrier pour traiter toutes les questions soumises à la Conférence, et quinze pays seulement avaient plus d’un conseiller technique patronal et d’un conseiller technique ouvrier. Lorsque l’on se place devant ces faits, on peut se demander si le Conseil a agi sagement en inscrivant à l’ordre du jour de la Conférence, la question de la réduction de la durée du travail dans l’industrie textile.

M. Mahaim appuie la proposition de M. Mertens tendant à retenir la question des travaux publics. Le Gouvernement belge attache la plus grande importance aux travaux publics envisagés comme remède au chômage. Il estime que l’expérience acquise sera suffisante au mois de janvier prochain pour juger de l’efficacité des mesures qui auront été prises à cet égard et il tient à ce que la question soit portée le plus tôt possible devant la Conférence internationale du Travail.

Quant aux défectuosités des méthodes actuellement suivies sur lesquelles le Directeur et M. Leggett ont attiré l’attention, il a un certain nombre d’observations à formuler.

En premier lieu, il n’est pas douteux que l’on se soit engagé, au sujet de la réduction de la durée du travail, dans une procédure qui paraît interminable car elle impliquerait, à la suite de l’adoption de la convention générale, l’élaboration d’un nombre de conventions particulières presque infini. En fait, il n’est pas de bonne méthode de vouloir établir, dans le détail, une réglementation de la durée du travail, industrie par industrie. En effet, il y a toujours des cas exceptionnels, des cas limites et des difficultés particulières à chaque branche d’industrie. Si l’on voulait étudier dans chaque cas les prix de revient avant de décider s’il convient de réglementer la durée du travail, il serait impossible d’aboutir à des résultats pratiques.

La convention de Washington sur les heures de travail de portée extrêmement étendue a été adoptée au cours d’une seule session. Il est vrai qu’elle était vigoureusement soutenue par l’opinion publique à cette époque. Inversement, on peut citer l’exemple de la convention sur la protection des travailleurs occupés au chargement et au déchargement des bateaux contre les accidents. Cette convention entre dans le détail des mesures de protection à prendre et fixe notamment de façon très précise certaines dimensions d’échelles ou de garde-corps. C’est là une grave erreur qui est apparue aussitôt, puisque deux des principaux pays maritimes ont jugé que, dans son texte original, la convention était inapplicable. Cependant elle avait été examinée de manière approfondie et rédigée par des techniciens.

Il convient de tirer la leçon de cette expérience. Il ne faut pas s’imaginer qu’il soit possible d’aboutir à une réglementation internationale détaillée de la durée du travail pour toutes les catégories d’industrie, et il faut avoir le courage de dire aux experts qu’une expérience générale suffit.

Il appuie l’idée émise par le Directeur de faire étudier par une commission spéciale du Conseil l’ordre du jour des sessions futures de la Conférence. Sans doute, n’est-ce pas là une raison pour supprimer la procédure de vote éliminatoire dont M. Forbes Watson est l’auteur et qui pourrait être conservée comme contrôle. Toutefois, le travail préparatoire fait par la Commission faciliterait singulièrement la décision du Conseil.

M. Jouhaux ne peut se rallier aux suggestions faites par le Directeur et appuyées par M. Mahaim.

Tout d’abord, il ne comprend pas que l’on puisse dire que, pour l’établissement de l’ordre du jour de la Conférence, on doive tenir compte des possibilités de travail des différentes sections du Bureau. En effet, ce qui doit déterminer le choix des questions à soumettre à la Conférence, c’est l’actualité. Faute de tenir compte de
seven items on the agenda, one of which concerned five different branches of industry. 16 countries had not sent employers' or workers' delegates or advisers. In 9 delegations there were an employers' delegate and a workers' delegate, but no advisers. 12 delegations included one employers' delegate and one workers' delegate each with one adviser. Thus, 37 Members of the Organisation sent only one employers' and one workers' adviser or none to deal with all the questions which were before the Conference, and only 15 countries sent more than one employers' and one workers' adviser. In view of those facts, it might be asked whether the Governing Body had been wise to place the question of the reduction of hours of work in the textile industry on the agenda of the Conference.

Mr. Mahaim supported Mr. Mertens' proposal that the question of public works should be provisionally selected. The Belgian Government attached the utmost importance to public works undertaken as a remedy for unemployment. He considered that by January 1936 the experience gained would make it possible to judge of the efficacy of the steps which had been taken in this direction, and he was anxious that the question should be placed on the agenda of the Conference at the earliest possible moment.

He had certain observations to make concerning the defects in the present procedure to which the Director and Mr. Leggett had drawn attention. In the first place, there could be no doubt that a method had been adopted in regard to the reduction of hours of work which seemed interminable, since it meant that after the general Convention had been adopted, an almost indefinite number of particular Conventions had to be drawn up. It was not as a matter of fact a good method to try to regulate hours of work in detail industry by industry. There were always exceptional cases, borderline cases and difficulties peculiar to each branch of industry. If the cost of production in each branch had to be studied before it was decided whether it was desirable to regulate hours of work, practical results would never be reached.

The Washington Hours Convention, which was very wide in its scope, had been adopted at a single session. It was true that at that time it was strongly supported by public opinion in all countries. On the other hand, the Convention concerning the protection against accidents of workers employed in loading or unloading ships might be quoted. That Convention dealt in detail with the measures of protection which should be taken, and in particular fixed the dimensions of ladders and fencing with great precision. That was a great mistake which had become immediately apparent, since two of the principal maritime countries had considered that the Convention could not be applied in its original form. Yet it had been discussed most carefully and drawn up by technical experts.

The lesson to be drawn from what had happened in that case was that it would not be possible to adopt detailed international regulations on hours of work for all branches of industry; and it was necessary to have the courage to tell the experts that general experience was sufficient.

He supported the Director's suggestion that the agenda of future sessions of the Conference should be considered by a special committee of the Governing Body. That would not be a reason for abandoning the procedure of a vote by elimination which had been devised by Mr. Forbes Watson. That could still be used as a check. The preparatory work carried out by the Committee would however undoubtedly assist the Governing Body in coming to a decision.

Mr. Jouhaux said that he could not support the suggestions which the Director had made and in which Mr. Mahaim had concurred.

He did not understand why it should be said that the amount of work which could be done by the various sections of the Office must be taken into account in drawing up the agenda of the Conference. The choice of questions to be submitted to the Conference must be governed by the needs of the moment. If that were not the
l’actualité, le Bureau international du Travail risque de devenir un ensemble de rouages qui peut-être fonctionnent parfaitement mais qui n’ont rien d’un organisme vivant.

A l’occasion de la réorganisation de la structure interne du Bureau qui devait avoir pour effet de supprimer les cloisons étanches entre sections et de faciliter la répartition du travail, il avait déjà fait certaines réserves. Celles-ci se trouvent à présent justifiées. En fait, il considère que, dans une institution comme le Bureau international du Travail, il doit être possible de transférer sans difficulté certains fonctionnaires d’un service à un autre ou même simplement de leur confier des travaux dont, peut-être, ils n’ont pas l’habitude mais qui se rapportent cependant d’assez près au travail qu’ils ont coutume d’accomplir. Il ne peut donc admettre que la décision du Conseil quant à la fixation de l’ordre du jour de la Conférence puisse être en quelque mesure subordonnée à l’organisation interne du Bureau.

Au sujet de la proposition émise par le Directeur et tendant à la constitution d’une petite commission du Conseil pour préparer la fixation de l’ordre du jour de la Conférence, il a été étonné de voir que M. Mahaim lui a donné d’emblée son adhésion avec d’ailleurs certaines réserves. Quelle que soit la décision qui sera prise au sujet de la constitution de cette commission, un fait domine : c’est que la liberté des membres du Conseil doit rester entière. Or, si la tâche de la Commission ne consiste pas à influer indirectement sur la décision du Conseil d’administration, on ne voit pas quelle peut être son utilité. Pour sa part, il estime que, dans la pratique, la constitution d’une telle commission tendrait à substituer à la discussion générale au sein du Conseil une discussion plus restreinte, et à limiter, en fait, la liberté d’appréciation des membres du Conseil. Il ne pourrait se rallier à la création de cette Commission que si elle était chargée d’examiner toutes les questions qui peuvent être envisagées en vue de l’inscription à l’ordre du jour de la Conférence et de préparer, au sujet de chacune d’elles, un rapport général, qui aurait simplement pour objet de faciliter, sans la supprimer, la discussion qui doit nécessairement se dérouler en toute liberté au sein du Conseil.

De toute manière, le fonctionnement de cette commission soulèverait des difficultés. En effet, la commission comprendrait des mandataires des différents groupes. Si, au cours des travaux de la commission, une transaction était suggérée, les mandataires devraient en référer au préalable à leurs mandants. Ces négociations seraient d’autant plus compliquées que si, du côté ouvrier, l’opinion est quasi unanime sur les suites à donner aux revendications formulées par la classe ouvrière quant aux problèmes à soumettre à la Conférence, il n’en est pas de même au sein du groupe gouvernemental, dont les membres tiennent compte de considérations très nombreuses et variées.

Les représentants du groupe patronal s’opposant habituellement à tout ce qui peut entraîner une modification dans la situation sociale, les négociations au sein de la Commission se concentreraient principalement entre les membres gouvernementaux et les membres ouvriers. Il lui semble que les chances d’aboutir à un compromis sont beaucoup plus sérieuses au sein du Conseil d’administration que dans un organe aussi réduit dont les débats auraient surtout pour effet de cristalliser les oppositions au sein des divers groupes.

Il ne s’agit d’ailleurs pas de prendre une décision immédiate à l’égard de la suggestion du Directeur ; il demande simplement à tous les membres du Conseil de réfléchir mûrement à la situation sans perdre de vue que les débats parfois prolongés auxquels a donné lieu, au sein du Conseil, la fixation de l’ordre du jour de la Conférence ont généralement permis d’aboutir à des solutions de conciliation.

Il a été heureux d’entendre M. Mahaim rappeler les conditions dans lesquelles la Conférence de Washington avait adopté, avec l’appui de l’opinion publique, la convention concernant les heures de travail. Dans les circonstances actuelles, les mesures préconisées par le groupe ouvrier en faveur de la réduction de la durée du travail, si elles donnent encore lieu à certaines controverses, ont aussi pour elles l’appui de l’opinion publique, tant dans le monde ouvrier que dans les milieux paysans. C’est précisément pour cette raison que la question de la réduction de la durée du travail doit être abordée et réglée sans délai par l’Organisation internationale du Travail, à laquelle l’opinion publique ne s’intéressera que dans la mesure où l’Organisation répondra à ses préoccupations les plus actuelles.
case, the International Labour Office would become a mere machine which might work efficiently, but would have no life.

When the internal structure of the Office had been reorganised with the object of removing the water-tight compartments between the sections and facilitating the distribution of the work, he had made certain reservations. Those reservations were now shown to have been justified. In an institution such as the International Labour Office, it should be quite easy to transfer officials from one service to another, or merely to give them new work which might not be the same as that which they were used to doing, but which was sufficiently similar to it. He could therefore not admit that the Governing Body's decision as regards the agenda of the Conference could be in any way dependent on the internal organisation of the Office.

He had been surprised that Mr. Mahaim had immediately, even though with certain reservations, supported the Director's proposal to set up a small committee of the Governing Body to consider the questions which might be placed on the agenda of the Conference. Whatever might be the decision in regard to setting up this committee, one point was essential: the freedom of action of the members of the Governing Body must not be curtailed. But if the function of that committee was not to influence indirectly the decision of the Governing Body it was difficult to see what useful purpose it would serve. He believed that in practice the establishment of such a committee would tend to substitute a more limited discussion for the general discussion in the Governing Body, and to restrict the freedom of action of its members. He could only agree to the establishment of such a committee if its duty were to consider all the questions which might be contemplated for the agenda of the Conference and to prepare a general report on each of them, the sole purpose of which would be to facilitate, but not to suppress, the discussion which must take place in the Governing Body without any sort of restriction.

In any case the working of such a committee would give rise to difficulties. It would have to be composed of representatives of the different groups. If during the committee's work some compromise were proposed, the members would have to refer to the groups which they represented. Those negotiations would be extremely complicated because although opinion in the workers' group was more or less unanimous as regards the action which should be taken on the workers' demands concerning the questions which should be laid before the Conference, the position was not the same in the Government group, whose members had to take account of a great many different considerations.

As the representatives of the employers' group usually opposed anything which would alter the present situation, the negotiations in the committee would take place principally between the Government and workers' members. It appeared to him that the chances of reaching a compromise were much greater in the Governing Body than they would be in a small committee, where the main result of the discussions would be to harden opposition in the various groups.

The Governing Body was not asked to take a decision on the Director's suggestion at once. He would merely ask all members of the Governing Body to think over the situation carefully, and not to forget that the discussions which took place in the Governing Body on the agenda of the Conference, though they were sometimes prolonged, had generally resulted in a compromise being found.

He had been glad to hear Mr. Mahaim refer to the conditions in which the Washington Conference had, with the support of public opinion, adopted the Hours Convention. The measures for the reduction of hours of work which were now proposed by the workers' group might still give rise to a certain amount of controversy, but were also supported by public opinion, at any rate amongst the industrial and agricultural workers. It was for that reason that the question of the reduction of hours of work should be considered and settled by the International Labour Organisation without delay; for it would not retain the interest of public opinion unless it did something to deal with the questions which were of the most immediate concern.
Pour ce qui est des travaux publics, il se demande, si le Conseil adoptait simplement la suggestion du Directeur, quelles mesures la Commission du chômage pourrait prendre au sujet de cette question. Elle a déjà été examinée sous tous ses aspects, en liaison avec les organes compétents de la Société des Nations, et l'on n'a pas avancé d'un seul pas. Lorsque l'on jette un coup d'œil sur la situation en Europe, on est obligé d'admettre la nécessité d'une collaboration étroite des divers pays. La crise ne pourra être résolue que dans la mesure où la capacité de consommation aura été augmentée; or, le sort misérable de nombreux pays et la sous-consommation générale qui y règne sont dus, pour une part notable, au fait qu'il n'existe pas de moyens de communication convenables entre les différentes parties de ces pays et entre ces États eux-mêmes. Les travaux publics indispensables ne sont pas exécutés seulement parce que les fonds nécessaires manquent alors que la solidarité internationale devrait se manifester dans ce domaine plus que dans tout autre. En présence de ces faits, on se demande vraiment si la Conférence internationale du Travail ne pourrait pas poser la question de telle manière que les Gouvernements soient obligés de lui donner une solution sous peine d'assumer une lourde responsabilité et si l'on ne pourrait pas amener la Société des Nations à faire preuve, à cet égard, de plus d'activité qu'elle ne l'a fait jusqu'à présent. Il est convaincu qu'en décidant des mesures dans ce sens, le Conseil d'administration répondra aux attentes de l'opinion publique et qu'il permettra à l'Organisation internationale du Travail de jouer son véritable rôle, qui n'est pas seulement celui d'un organe de conciliation entre le travail et le capital, mais aussi celui d'un organe de solidarité entre nations en vue de réaliser les mesures qui permettront aux peuples de vivre et de vivre en paix.

M. Oersted est heureux que le Directeur ait reconnu qu'il convenait de limiter l'étendue de l'ordre du jour des sessions de la Conférence si l'on veut que celle-ci et le Bureau international du Travail lui-même puissent travailler dans de bonnes conditions. Le groupe patronal, pour sa part, a toujours estimé qu'il importait de ne pas surcharger l'ordre du jour de la Conférence.

Au sujet de la suggestion faite par le Directeur et tendant à la constitution d'une commission pour préparer la fixation de l'ordre du jour de la Conférence, il est d'accord avec M. Forbes Watson et M. Jouhaux pour considérer que la création d'un tel organe présenterait plus d'inconvénients que d'avantages. Il croit, en tout cas, que le fonctionnement de cette commission souleverait plus de difficultés pour le groupe patronal que pour le groupe ouvrier. Il est inexact de dire que les patrons s'opposent de façon intransigeante à l'étude des questions qui pourraient conduire à un progrès social. En maintes occasions, les patrons ont voté non seulement l'inscription de questions à l'ordre du jour, mais l'adoption des mesures consécutives. Sur d'autres questions, ils ne sont pas unanimes et leurs représentants au sein de la Commission envisagée se trouveraient dans une situation difficile. Il serait, en tout cas, indispensable de permettre aux représentants des groupes dans cette commission d'en référer aux autres membres de leurs groupes avant que la commission présente son rapport au Conseil.

D'autre part, à son avis, c'est au Conseil qu'il appartient de discuter de manière approfondie l'ordre du jour qu'il entend soumettre à la Conférence. Si, parfois, le débat se prolonge exagérément, il permet, en revanche, de dégager les conceptions des différents éléments du Conseil. Il est tout disposé à examiner de plus près la suggestion du Directeur mais ne croit pas qu'elle permette d'aboutir à une amélioration de la procédure suivie jusqu'ici.

Il comprend parfaitement l'argumentation de M. Mertens lorsque celui-ci indique que les conseillers techniques ne doivent pas éliminer les délégués à la Conférence. Toutefois, il ne voit pas comment M. Mertens envisage, à défaut d'un nombre suffisant de conseillers techniques, l'organisation des travaux de la Conférence, qui nécessitent de toute manière la création d'un certain nombre de commissions. Si les délégations à la Conférence ne comportent pas un nombre suffisant de membres, il est impossible de constituer ces commissions. Il est d'accord avec M. Mertens pour estimer qu'en principe, il faut limiter le nombre des membres des commissions. Toutefois, ici, on se heurte au désir des délégués gouvernementaux qui veulent faire partie des commissions. On ne peut leur reprocher ce désir puisque c'est non seulement un droit mais un devoir pour les Gouvernements de prendre part aux travaux de la Conférence.
As regards the question of public works, if the Governing Body adopted the Director's suggestions, he wondered what the Unemployment Committee could do. It had already considered the question in all its aspects, in cooperation with the competent organs of the League of Nations, and no progress had been made. A glance at the present situation in Europe showed the necessity for close collaboration between the various countries. The depression could only be overcome if consumption capacity were increased. The distressing situation in a number of countries, and the general underconsumption from which they suffered, were largely due to the fact that there were no proper means of communication between the different parts of those countries and between the countries themselves. Essential public works were not carried out simply because the necessary funds were not available, though international solidarity was more necessary in this sphere than anywhere else. In the face of those facts, it must be asked whether the International Labour Conference could not put the question in such a way that the Governments would be compelled to find a solution or undertake a heavy responsibility, and whether the League of Nations could not be induced to take the matter up with more energy. He was convinced that if the Governing Body took action in that direction it would be meeting the desire of public opinion and would enable the International Labour Organisation to play its proper part, which was not only that of a body to promote conciliation between labour and capital, but a body to bring about solidarity between nations, and to adopt measures which would enable the peoples to live, and to live in peace.

Mr. Oersted said that he was glad that the Director had recognised that it was necessary to limit the agenda of the Conference if the Conference and the International Labour Office itself were to work satisfactorily. The employers' group had always considered that the agenda must not be overloaded.

As regards the Director's suggestion to set up a committee to study the agenda of the Conference, he agreed with Mr. Forbes Watson and Mr. Jouhaux that the creation of such a body would have more disadvantages than advantages. In any case, the working of the committee would create greater difficulties for the employers' group than for the workers' group. It was not correct to say that the employers were uncompromisingly opposed to the study of questions which might lead to social progress. The employers had frequently voted, not only in favour of placing subjects on the agenda, but also in favour of the measures which were adopted as a consequence. There were other questions on which they were not unanimous, and their representatives on the proposed committee would be placed in a difficult position. In any case it would be essential to allow the representatives of the groups in the committee to consult the other members of their groups before the committee submitted its report to the Governing Body.

In his opinion it was the duty of the Governing Body to discuss carefully the agenda which it proposed to submit to the Conference. The discussions might sometimes be very long, but they nevertheless enabled the different sections of the Governing Body to explain their point of view. He was quite prepared to consider the Director's suggestion, but he did not think that it would lead to any improvement as compared with the present procedure.

He agreed with Mr. Mertens' argument that advisers should not supersede the delegates at the Conference. He did not however understand how Mr. Mertens thought that the work of the Conference could be organised if there were not enough advisers present, since it would always be necessary to set up a certain number of Committees. If the members of the delegations to the Conference were not sufficiently numerous, it was impossible to set up those Committees. He agreed with Mr. Mertens that in principle the size of the Committees should be limited. In this connection, however, it was necessary to take into account the desires of the Government delegates, who all wished to take part in the Committees. They could not be blamed for such a wish, since it was not only the right but the duty of the Governments to take part in the work of the Conference.
Le problème paraît ainsi sans issue. Au sujet du rôle joué par les conseillers techniques, il est d'accord avec M. Mahaim pour juger que cette intervention est parfois trop poussée. C'est ainsi que la convention des dockers entre dans une série de détails tels qu'elle est difficilement applicable. D'autre part, les engagements internationaux ne doivent pas non plus être limités à des généralités. Si l'on adopte des conventions de principe laissant aux Gouvernements des divers pays le soin d'adapter les stipulations générales aux conditions du pays intéressé, on risque de voir l'application des conventions internationales être très différente d'un pays à un autre, ce qui serait le contraire du but poursuivi. Ainsi donc, s'il y a lieu d'éviter l'insertion de stipulations trop détaillées dans le texte des conventions, il faut cependant que les dispositions de ces conventions ne restent pas trop générales. 

Plusieurs orateurs ont cité comme exemple de conventions générales, la convention de Washington sur la durée du travail. Or, si cette convention s'appliquait à toutes les industries et évitait par là les inconvénients de la procédure actuellement suivie pour la réduction de la durée du travail, il faut bien reconnaître que son application est loin d'avoir été satisfaisante. Les difficultés auxquelles elle s'est heurtée proviennent précisément du fait que la situation n'était pas la même dans les différentes branches de l'industrie et que, par conséquent, une réglementation uniforme ne leur était pas applicable. D'ailleurs, même si l'application de la convention laisse à désirer, il n'en est pas moins vrai que le principe de la journée de huit heures est très généralement admis, et l'était déjà dans les principaux pays industriels avant l'adoption de la convention.

Pour l'instant, le Conseil n'a pas à prendre de décision à l'égard de ces questions de procédure générale; il est appelé à déterminer quelles sont les questions à retenir en vue de leur inscription à l'ordre du jour de la session de 1937 de la Conférence. Au sujet des deux premières questions — réduction de la durée du travail dans les industries graphiques et dans l'industrie chimique — il se bornera à dire que l'attitude de la majorité du groupe patronal n'a pas varié. Les patrons restent opposés à l'adoption de conventions sur la réduction de la durée du travail et par conséquent voteront contre la proposition tendant à retenir ces questions en vue de l'établissement de l'ordre du jour de la Conférence.

Quant aux autres questions mentionnées par le Directeur, il ne voit, pour sa part, aucun inconvénient à ce que le Bureau prépare des exposés de la législation et de la pratique à leur sujet. Il doit simplement formuler une réserve pour la question du droit des exécutants en matière de radiodiffusion qui, à son avis, ne relève pas vraiment de la compétence du Bureau international du Travail. Il ne se désintéresse en aucune manière du sort des exécutants en matière de radiodiffusion mais ne croit pas que ces travailleurs puissent être assimilés aux ouvriers de l'industrie. Toutefois, à cet égard, il s'inclinera devant la décision prise antérieurement par le Conseil et se bornera à demander que l'on distingue nettement entre les droits des exécutants proprement dits et les droits d'auteur.

Il tient, après l'intervention de M. Jouhaux, à rappeler l'intérêt qu'il a toujours manifesté pour la question des travaux publics et que, d'ailleurs, plusieurs membres du groupe patronal ne partagent pas avec lui. Toutefois, il se demande comment la Conférence internationale du Travail pourrait prendre une décision efficace au sujet de cette question. Elle a déjà été examinée, mais sans doute pas d'une manière tout à fait suffisante. Peut-être, la Conférence pourrait-elle procéder à un nouvel examen sur la base d'un rapport complété. Néanmoins, ces travaux ne pourraient guère aboutir à des réalisations pratiques. Si l'intervention de la Société des Nations n'a pas été jusqu'à présent très efficace, on ne peut lui en faire grief. L'impasse dans laquelle on se trouve en matière de travaux publics résulte de la situation financière, des troubles monétaires et des difficultés politiques. Ce n'est que lorsque ces difficultés auront été écartées qu'un examen de la question des travaux publics pourra conduire à des résultats vraiment pratiques.

M. Yeremitch déclare, au nom de son Gouvernement et au nom du Gouvernement tchécoslovaque, au représentant duquel il est adjoint, qu'ils ont l'un et l'autre le plus vif désir de voir le Conseil retenir la question des travaux publics en vue de l'établissement de l'ordre du jour de la Conférence de 1937. Il est superflu d'insister sur
here thus seemed to be no solution to the problem. As regards the part played by advisers, he agreed with Mr. Mahaim that it was sometimes too great. The Dockers' Convention, for example, entered into so much detail that it was difficult to apply. On the other hand, international agreements should not be confined to mere generalities. If Conventions of principle were adopted which left it to the Governments to adapt the general rules to the conditions obtaining in their own countries, there would be a risk that international labour Conventions would be applied in a very different manner in the different countries, and that would be the exact contrary of the object which it was desired to attain. Therefore, whilst it was desirable that the Conventions should not go into too great detail, it was also necessary that their provisions should not be too general.

Several speakers had quoted the Washington Convention on hours of work as an example of a general Convention. It was true that that Convention applied to all industries and thus escaped the disadvantages of the procedure which was now being followed in regard to the reduction of hours of work; but it must be recognised that its application had been by no means satisfactory. The difficulties to which it gave rise were due to the very fact that the position was not the same in the different branches of industry, and that consequently, uniform regulations could not be applied to them.

In any case, even if the application of the Convention was not entirely satisfactory, it was nevertheless true that the principle of the eight-hour day was very generally accepted, and had already been so in the principal industrial countries at the time when the Convention was adopted.

The Governing Body was not at present asked to decide on these questions of general procedure, but merely to decide which questions should be selected with a view to their being placed on the agenda of the 1937 Session of the Conference. With regard to the first two questions—reduction of hours of work in the printing and bookbinding trades and in the chemical industry—he would merely point out that the attitude of the majority of the employers' group had not changed. The employers were still opposed to the adoption of Conventions on the reduction of hours of work, and would consequently vote against the proposal to select those two questions provisionally for the agenda of the Conference.

As regards the other questions referred to by the Director, he saw no objection to the Office preparing reports on the law and practice in regard to them. He must, however, make a reservation in regard to the question of the rights of performers in broadcasting, which in his opinion did not really fall within the scope of the International Labour Office. He certainly did not contest the importance of the rights of performers in broadcasting, but he did not think that such performers could be assimilated to industrial workers. He would bow to the previous decision taken by the Governing Body, however, and would merely request that a clear distinction should be made between the rights of performers as such and the rights of authors.

In connection with Mr. Jouhaux's remarks, he would remind the Governing Body of the interest which he had always shown in the question of public works, which, however, was not shared by several members of the employers' group. He wondered, however, whether the International Labour Conference could take any useful decision in regard to that question. It had already been considered, but perhaps not quite adequately. Perhaps the Conference could reconsider the question on the basis of a fuller report. Its discussions, however, could scarcely lead to practical action. No blame could be laid on the League of Nations if its attempts in this direction had not been very successful up to the present. The deadlock as regards public works was due to the financial situation, the disturbed currency position, and political difficulties. It was only when these difficulties had been overcome that the consideration of public works could lead to practical results.

Mr. Yeremitch said on behalf of his Government and the Czechoslovak Government, for whose representative he sat as a deputy member, that both Governments strongly supported the proposal that the Governing Body should select the question of public works for possible inclusion in the agenda of the 1937 Session of the Conference. He
l'intérêt que les travaux publics présentent pour un grand nombre de pays comme moyen de combattre le chômage, d'accroître l'emploi, d'élèver le standard de vie des travailleurs et de contribuer au développement de l'économie nationale et de l'économie mondiale. D'autre part, l'inscription de cette question à l'ordre du jour de la Conférence de 1937 avait déjà été suggérée au Conseil lors de sa 70ème session; cette mesure avait également été recommandée par la Commission du chômage. Il appuie donc la suggestion qui a été faite par M. Mertens et demande au Conseil de retenir cette question en vue de la fixation définitive de l'ordre du jour de la session de 1937 de la Conférence.

M. Serrarens tient à présenter quelques observations au sujet de l'industrie chimique pour laquelle on envisage la réduction de la durée du travail. Il rappelle au Conseil que diverses organisations ouvrières ont suggéré que la réduction de la durée du travail soit appliquée à l'industrie de la margarine, des huiles et du savon, qui paraît particulièrement propre à l'introduction d'une réforme de cette nature. Peut-être le Directeur juge-t-il qu'il est préférable de retenir en premier lieu les grandes industries chimiques. Peut-être aussi le Directeur entend-il comprendre l'industrie de la margarine, de l'huile et du savon sous une des rubriques qui figurent dans la note du Bureau. Il aimerait avoir des précisions à cet égard. En présence des revendications qui ont été formulées, il estime que l'on ne saurait éliminer cette industrie du champ de la question traitée sans avoir de sérieuses raisons de le faire.

Lorsque le Bureau préparera des rapports gris sur les diverses industries qui auront été retenues, il lui semble qu'il serait opportun de consulter des experts désignés notamment par les organisations patronales et ouvrières de ces diverses branches d'industrie. En effet, les services du Bureau peuvent ignorer certains aspects techniques des questions traitées, et commettre des erreurs ou des omissions; c'est pourquoi la documentation qui est envoyée aux gouvernements devrait être contrôlée avant sa publication définitive. Sur ce point également, il tiendrait à connaître l'avis du Directeur.

M. Leggett ne prend la parole que pour relever certaines observations qui ont été faites à propos de son exposé de la veille. Il souligne tout d'abord que le Gouvernement britannique, contrairement à ce qu'ont cru certains orateurs, attache la plus grande importance à ce que l'Organisation réalise une œuvre vraiment efficace, et il considère qu'à aucun moment l'Organisation n'a eu devant elle de perspectives aussi vastes qu'à l'époque actuelle. Il ne voudrait pas que les efforts de ceux qui veulent faire de l'Organisation un instrument véritablement efficace de progrès social soient mal interprétés.

A son avis, le Directeur n'a fait que son devoir en rappelant au Conseil que l'ordre du jour de la Conférence devait être limité par les possibilités de travail du personnel qu'il a à sa disposition. Il a lui-même cherché à savoir quelle était la durée de travail des fonctionnaires du secrétariat de la Conférence au cours de la dernière session, et il lui semble inadmissible qu'au moment même où la Conférence discutait la question de la réduction de la durée du travail à 40 heures par semaine, une notable proportion du personnel du secrétariat ait dû travailler jusque très tard dans la nuit.

Il doit indiquer au Conseil qu'en Grande-Bretagne le problème urgent est moins celui de la réduction de la durée du travail dans l'industrie textile que celui, plus général, du travail à fournir aux ouvriers du textile. Il tient à ce sujet à faire observer au représentant du Gouvernement des États-Unis que si l'on a accepté l'application de codes aux États-Unis, c'est parce qu'ils étaient accompagnés de dispositions relatives aux salaires par lesquelles ces derniers étaient maintenus, sinon augmentés. Dans l'industrie textile britannique, on considère actuellement que la répartition du travail disponible entre un plus grand nombre d'ouvriers a déjà été poussée trop loin. La Grande-Bretagne n'a nul besoin d'une convention prévoyant simplement la réduction de la durée du travail; il estime par contre qu'il est urgent d'examiner l'ensemble de la situation des travailleurs du textile, notamment quant à leurs salaires.

Au sujet de l'observation faite par M. Mertens quant à la participation des conseillers techniques aux travaux de la Conférence, le Gouvernement britannique estime que l'un des grands services rendus par l'Organisation internationale du Travail consiste précisément à mettre en rapport les représentants des organisations patronales et ouvrières des diverses industries dans le monde, afin d'examiner les
need hardly emphasise the interest which public works presented for a great number of countries as a means of overcoming unemployment, increasing employment, raising the standard of living of the workers and contributing towards the improvement of the national and the world economic situation. Moreover, the Governing Body had already had before it at its Seventieth Session a proposal that the question should be placed on the agenda of the 1937 Session of the Conference. That step was also recommended by the Unemployment Committee. He therefore supported Mr. Mertens' proposal, and asked the Governing Body to select the question provisionally with a view to its final inclusion in the agenda of the 1937 Session of the Conference.

Mr. Serrarens said that he had certain observations to make with regard to the chemical industry, to which it was suggested that the reduction of hours of work should be applied. Various workers' organisations had proposed that the reduction of hours of work should be applied to the margarine, soap and oil industries, which seemed specially suitable for such a measure. Perhaps the Director considered it preferable to deal first of all with the heavy chemical industries. Perhaps also he intended that the margarine, soap and oil industries should be included under one of the headings mentioned in the Office note. He asked for precise information on that point. In view of the demands which had been put forward, he did not think that this industry should be excluded from the scope of the question unless there were serious reasons for doing so.

When the Office prepared the grey reports on the various industries selected, he thought that it would be desirable to consult experts appointed by the employers' and workers' organisations connected with those various branches of industry. The services of the Office might not be conversant with certain technical aspects of the questions, and there might be mistakes or omissions. For that reason the information communicated to Governments should be checked before it was definitely published. He would also like to know the Director's views on that point.

Mr. Leggett said that he only wished to speak in order to reply to certain observations which had been made in regard to his speech at the previous sitting. In the first instance he would point out that the British Government, contrary to what certain speakers appeared to think, considered it of the utmost importance that the Organisation should perform really useful work, and it believed that at no stage in the history of the Organisation had its possibilities been so great as at present. It was to be hoped that the efforts of those who were anxious to make the Organisation a really effective instrument of social progress would not be misinterpreted.

In his opinion the Director had only done his duty in reminding the Governing Body that the agenda of the Conference must be limited in relation to the amount of work which the staff at his disposal could perform. He personally had made an enquiry into the hours worked by the officials of the secretariat of the Conference during the last session, and it appeared to him inadmissible that whilst the Conference was discussing the question of the reduction of hours of work to 40 in the week, a considerable proportion of the secretariat was working far into the night.

In Great Britain, the most urgent problem was not so much to reduce hours of work in the textile industry, but the more general problem of finding employment for the textile workers. In this connection, he would point out to the United States Government representative that the reason why the application of the codes had been accepted in the United States was that they were accompanied by wages codes which either maintained or increased wages. In the textile industry in Great Britain, it was felt that there had been too much work-sharing. There was no need in Great Britain for a Convention merely providing for the reduction of hours of work, but it was urgent to consider the whole position of the textile workers, in particular with regard to wages.

With regard to the observations made by Mr. Mertens concerning the participation of advisers in the work of the Conference, the British Government considered that one of the great services rendered by the International Labour Organisation was that it brought together representatives of the employers' and workers' organisations in the different industries of the world in order to examine the questions in which they
questions qui présentent de l'intérêt pour les uns et pour les autres. C'est pour cette raison que le Gouvernement britannique a toujours envoyé à la Conférence une délégation très complète, tant du côté patronal que du côté ouvrier. Il entend continuer cette pratique et estime que tous les Gouvernements utilisaient au maximum les ressources que leur fournit l'Organisation s'ils prenaient, en ce qui les concerne, des mesures analogues. Si, comme le suggère M. Mertens, le nombre des experts était réduit et si les commissions de la Conférence ne comprenaient pas les représentants qualifiés des principaux pays, l'autorité de l'Organisation s'en trouverait considérablement diminuée. Aussi bien, si, à propos de la prochaine session de la Conférence dont le programme est très chargé, le Gouvernement britannique a manifesté quelque appréhension, c'est non pas parce qu'il aurait perdu sa confiance dans l'utilité des experts, mais parce qu'il se trouve en présence de difficultés matérielles très grandes quand il s'agit de désigner un si grand nombre d'experts et de les envoyer à Genève.

Il regrette, à propos de la convention des dockers, de différer d'avis avec M. Mahaim. En Grande-Bretagne, on considère que la convention des dockers est l'un des meilleurs résultats auxquels ait abouti l'Organisation; cette convention a été l'œuvre d'experts venant de nombreux pays qui ont examiné, ensemble, les divers aspects des questions qui les intéressaient, et le texte auquel ils ont abouti, lequel s'applique exactement à la situation existante, a assurément pour effet d'éviter un grand nombre d'accidents parmi les travailleurs de l'industrie maritime.

Il convient de se rappeler que si les membres du Conseil ne sont généralement pas des experts, c'est par leur entremise qu'il est possible de faire étudier les questions techniques par des personnes vraiment compétentes. Ces rôles respectifs des membres du Conseil et des experts ne doivent pas être perdus de vue.

En conclusion, il considère que le Conseil devrait tenir le plus grand compte des observations que le Directeur a faites dans l'intérêt même de l'œuvre de l'Organisation.

M. Mannio estime que l'œuvre que le Conseil est appelé à accomplir en fixant l'ordre du jour de la Conférence revêt une très grande importance. Aussi comprend-il que le Directeur suggère de confier à une petite commission la tâche de préparer cet ordre du jour avec grand soin. Il croit cependant que cette procédure se heurterait à des sérieuses difficultés, plus graves encore pour les Gouvernements que pour les patrons et les ouvriers. En effet, les membres gouvernementaux de cette Commission ne pourraient représenter que leur propre gouvernement, qui leur donne des instructions précises au sujet de l'inscription des questions à l'ordre du jour de la Conférence. Ainsi donc, la tâche des membres gouvernementaux qui ne siégeraient pas à cette commission ne se trouverait aucunement facilitée.

En estimant que le nombre de questions soumises à la Conférence doit être limité, il considère, comme M. Mahaim, que la réglementation internationale ne doit pas être trop stricte; elle doit offrir une certaine souplesse, les détails étant réglés par les législations nationales auxquelles il faut faire confiance.

Parmi les questions que l'on propose de retenir, il donne la préférence à celles qui tendent à remédier au chômage, à savoir les travaux publics et l'orientation professionnelle, l'apprentissage et l'enseignement technique.

Il est heureux de constater que l'on propose d'autre part, de retenir, en vue de l'inscription à l'ordre du jour de la Conférence, une question qui vise tout spécialement les travailleurs intellectuels. Ceux-ci ont, jusqu'à présent, été insuffisamment protégés par les législations nationales et moins encore par la réglementation internationale. Or, cette catégorie de travailleurs a augmenté au cours des dernières années, dans une proportion qui se chiffre à 40% pour la période comprise entre 1920 et 1930. Pour l'instant, les travailleurs intellectuels représentent à peu près 15% de l'ensemble des salariés.

Pour répondre à l'objection de M. Oersted, il croit qu'il est parfaitement possible de distinguer le droit des auteurs du droit des exécutants. Les auteurs eux-mêmes demandent que le droit des exécutants soit défini sur le plan international et que la question soit soumise à la Conférence. Il croit donc qu'il ne sera pas difficile de déterminer des principes sur ce point, et il insiste tout particulièrement auprès du Conseil pour qu'il retienne cette question en vue de son inscription à l'ordre du jour.
were both interested. It was for that reason that the British Government had always sent to the Conference a full delegation, both on the employers' and the workers' side. It intended to continue that practice, and was of opinion that all Governments would get the utmost benefit from the Organisation if they did the same. If, as Mr. Mertens suggested, fewer experts were sent to the Conference, and if the Committees of the Conference did not include the qualified representatives of the principal countries, the Organisation would suffer a great loss of authority. Thus, if the British Government had manifested some apprehension as regards the next session of the Conference, which was to have a very heavy agenda, it was not because it had lost its confidence in the utility of experts, but because there would be very great practical difficulties in appointing so large a number of experts, and sending them to Geneva.

In regard to the Dockers' Convention, he was unable to agree with Mr. Mahaim's opinion. In Great Britain, it was considered that that Convention was one of the most satisfactory pieces of work done by the Organisation. That Convention had been drawn up by experts coming from numerous countries, who had examined the various aspects of the questions in which they were particularly interested. The Convention which had been adopted exactly corresponded to the existing conditions, and would undoubtedly prevent a number of accidents amongst dockers.

It must be remembered that although the members of the Governing Body were not usually experts, they were the intermediaries through whom it was possible to arrange for technical questions to be studied by really competent persons. These respective functions of members of the Governing Body and of experts should be borne in mind.

In conclusion, he thought that the Governing Body should give the most serious consideration to what the Director had said, in the interests of the work of the Organisation itself.

Mr. Mannio said that the fixing of the agenda of the Conference was one of the most important duties of the Governing Body. He therefore understood why the Director proposed to set up a small committee for careful preparatory discussion of the agenda. He thought, however, that that procedure would give rise to serious difficulties, which would be even greater for the Governments than for the employers and workers. The Government members of the committee could only represent their own Governments, from which they had received definite instructions with regard to placing questions on the agenda of the Conference. Thus, the task of Government members who did not sit on the Committee would not be in any way facilitated.

The number of questions to be submitted to the Conference should not, in his view, be too great; and he agreed with Mr. Mahaim that international Conventions should not be too strict, but should be drawn up in a somewhat elastic manner; the settlement of the details could safely be entrusted to national legislation.

Amongst the questions which it was proposed to select he preferred those which would tend to remedy unemployment, namely, public works, and vocational guidance, apprenticeship and technical education.

He was glad to note that it was proposed to select for the agenda of the Conference a question which particularly concerned professional workers. Up to the present those workers had not been sufficiently protected by national legislation, and still less by international legislation. That class of workers had increased during the last few years; the increase amounted to 40 per cent. between 1920 and 1930. At the moment, professional workers amounted to about 15 per cent. of all wage-earners.

In order to meet Mr. Oersted's objection, he thought that it would be quite possible to distinguish between the rights of authors and the rights of performers in broadcasting. The authors themselves had requested that the rights of performers should be defined internationally, and that the question should be submitted to the Conference. He did not think that it would be difficult to draw up principles on that point, and he urged the Governing Body to select that question with a view to placing it on the agenda.
M. Gemmill relève que parmi les questions que l'on propose de retenir pour 1937 se trouve la question de la réglementation des contrats écrits de travail. Comme l'indique le Bureau, les contrats que l'on se propose de réglementer sont ceux des travailleurs indigènes. Or, en Afrique du Sud, 60% des travailleurs sont des indigènes. Leur degré de civilisation est tel qu'ils ont le plus grand besoin de la protection envisagée. La plupart des questions que l'Organisation internationale du Travail est appelée à traiter ne présentent pas d'intérêt direct pour ces travailleurs. Dans ces conditions, il insiste auprès du Conseil pour qu'il adopte la proposition de M. Kupers et retienne cette question en vue de son inscription à l'ordre du jour de la Conférence.

M. Hayday propose formellement que le Conseil retienne en vue de les inscrire à l'ordre du jour de la Conférence de 1937, toutes les questions mentionnées dans la note du Bureau et que le Directeur soit chargé, comme d'habitude de la préparation des rapports sur la législation et la pratique.

Il tient à relever les assertions de M. Leggett qui a exposé l'attitude du Gouvernement britannique à l'égard des efforts entrepris en vue d'aboutir à une convention portant réduction de la durée du travail dans l'industrie textile. Il souligne, en sa qualité d'auteur de la résolution adoptée par la Conférence sur ce sujet, que le groupe ouvrier entend bien obtenir des garanties que la convention qui serait éventuellement adoptée à propos de l'industrie textile n'aura aucunement pour effet la réduction du salaire hebdomadaire.

M. Picquenard a écouté attentivement les observations présentées par divers orateurs à propos de la suggestion du Directeur tendant à l'institution d'une petite commission chargée de préparer l'établissement de l'ordre du jour de la Conférence. Il croit, lui aussi, que les inconvénients de cette nouvelle procédure l'emportent sur ses avantages éventuels. En effet, les travaux de la commission ne permettraient pas d'éviter une discussion au sein du Conseil d'administration. D'autre part, les représentants des trois groupes dans la Commission pourraient être gênés par les instructions données par leurs mandants; ce serait notamment le cas pour les membres gouvernementaux.

Il croit, pour sa part, qu'il ne faut pas sous-estimer le rôle que joue le Bureau dans la préparation de l'ordre du jour de la Conférence. En effet, les indications que le Directeur donne au Conseil dans ses notes successives quant à la fixation de l'ordre du jour de la Conférence sont précieuses et soigneusement étudiées. D'après ses souvenirs, ces suggestions sont presque toujours suivies. En effet, le Directeur se place au seul point de vue des intérêts de l'Organisation, et les suggestions qu'il peut faire servent à départager les divers éléments du Conseil. Il ne croit pas que cette tâche pourrait être accomplie aussi utilement par la petite commission dont le Directeur a suggéré la constitution.

Sans méconnaître aucunement l'importance du rôle des conseillers techniques, il se demande, comme M. Mahaim, si la présence d'un très grand nombre de conseillers techniques à la Conférence est indispensable, et si certaines conventions ne pèchent pas par une trop grande technicité. Ce ne sont pas les conventions dans lesquelles l'intervention des techniciens a été la plus marquée qui offrent le plus de facilité pour la ratification et l'application. Tout comme M. Mannio, il croit qu'il faut laisser une certaine latitude aux législations nationales, quitte à exercer un contrôle sur la manière dont ces législations usent de cette latitude. D'ailleurs, l'importance respective des considérations techniques et des considérations générales varie selon la nature des questions traitées.

Pour l'industrie textile, il lui semble que les suggestions formulées par le Bureau vont peut-être être un peu trop loin. En suivant les propositions du Bureau, la question de la réduction de la durée du travail dans l'industrie textile ferait, à l'ordre du jour de la Conférence, l'objet de trois points distincts se rapportant respectivement : 1° aux industries de la laine et du coton, 2° aux industries de la soie naturelle et de la soie artificielle, 3° aux industries du lin, du chanvre et du jute. Il résulterait d'une telle méthode que les Gouvernements pourraient envoyer à la Conférence pour ces trois questions intéressant l'industrie textile 24 conseillers techniques. Mais si l'on entre dans cette voie, on risque d'être entraîné plus loin, car il y a peut-être autant de différence entre le lin et le chanvre qu'entre, par exemple, le chanvre et la laine. Par ailleurs, il n'est pas douteux que l'industrie de la soie naturelle diffère
Mr. Gemmell pointed out that amongst the questions proposed for 1937 was the question of the regulation of written contracts of employment. As the Office pointed out, the contracts which it was proposed to regulate were those of Native workers. In South Africa, 60 per cent. of the workers were Natives. Their degree of civilisation was such that they stood in the greatest need of the proposed protection. Most of the questions with which the International Labour Organisation dealt were of no direct interest to those workers. He therefore urged the Governing Body to adopt Mr. Kupers' proposal and to select this question with a view to placing it on the agenda of the Conference.

Mr. Hayday formally proposed that the Governing Body should provisionally select for the 1937 Conference all the questions mentioned in the Office note, and that the Director should be instructed, as usual, to prepare the necessary reports on the law and practice.

He would refer to Mr. Leggett's observations in regard to the attitude of the British Government concerning the efforts which were being made to secure a Convention concerning the reduction of hours of work in the textile industry. As the author of the resolution adopted by the Conference on this subject, he would emphasise that the workers' group intended to secure guarantees that any Convention which might be adopted in regard to that industry would not result in any reduction in weekly wages.

Mr. Picquenard said that he had listened carefully to the observations of various speakers in regard to the Director's suggestion to set up a small committee to hold a preliminary discussion on the agenda of the Conference. He also felt that the drawbacks of such a procedure would outweigh its advantages. The work of the committee would not make a discussion in the Governing Body unnecessary. Moreover, the representatives of the three groups on the committee might be hampered by the instructions of those whom they represented; this would specially apply to the Government members.

The part which the Office might play in preparing the agenda of the Conference should not be underestimated. The indications which the Director gave the Governing Body in the successive notes which he submitted on the fixing of the agenda were admirably prepared and valuable. His impression was that the Office suggestions were nearly always followed. The Director was concerned solely with the interests of the Organisation and his suggestions often turned the scale in the discussions between the various sections in the Governing Body. He did not think that that task could be carried out so satisfactorily by the small committee which the Director proposed to set up.

While he fully recognised the importance of the part played by advisers at the Conference, he shared Mr. Mahaim's doubt whether so many were necessary and whether certain Conventions did not go into too many technical details. The Conventions in which technical experts had played a great part were not always those which were most easily ratified or applied. He agreed with Mr. Mannio that a certain latitude should be left to national legislation, though there must be some supervision over the manner in which that latitude was used. In any case, the relative importance of technical and general considerations varied according to the nature of the question at issue.

As regards the textile industry, he thought that the suggestions put forward by the Office went rather too far. If the Office proposals were adopted, the question of hours of work in the textile industry would constitute three separate items on the agenda, concerning respectively (1) the wool and cotton industries, (2) the silk and artificial silk industries, and (3) the linen, hemp and jute industries. That would mean that Governments could send 24 advisers to the Conference for those three questions concerning the textile industry. If the Governing Body once entered on that course, it might lead it too far, for there was perhaps as much difference between linen and hemp as, for example, between hemp and wool. Again, the natural silk industry was undoubtedly very different from the artificial silk industry, a large section of which came under the chemical industry. It might also be questioned
profondément de celle de la soie artificielle, qui relève pour une large part de l’industrie chimique. Enfin, on peut se demander si les mêmes personnes pourraient être compétentes pour la filature et le tissage, la teinturerie et le peignage, etc. Par conséquent, si l’on voulait étudier dans le détail les aspects techniques de ces industries, on aurait besoin non pas de 24 conseillers techniques mais d’une centaine.

Ces considérations le portent à conclure qu’il ne faut pas attacher trop d’importance à la présence à Genève d’un grand nombre de techniciens. La consultation des compétences doit être faite préalablement par les Gouvernements et par les organisations professionnelles, patronales et ouvrières dans chaque pays. C’est la pratique que suit normalement le Gouvernement français. Il consulte avant de prendre position les techniciens de chaque branche d’industrie et choisit ensuite les conseillers techniques de ses délégués à la Conférence parmi les personnes qui ont recueilli le résultat de cette consultation et peuvent en utiliser les données à la Conférence.

Il convient, en tout cas, de rappeler un fait au Conseil. La Conférence était, à sa session de 1935, appelée à examiner des avants-projets de convention portant réduction de la durée du travail dans différentes industries. Or, les textes qui ont été finalement soumis à la Conférence par les commissions compétentes sont tous rédigés dans une forme à peu près identique, en dehors bien entendu de l’article définissant leur champ d’application. Il se demande s’il n’en sera pas de même pour les diverses industries textiles, et si les conventions qui seront adoptées à leur sujet ne présenteront pas de grandes ressemblances avec les textes élaborés en 1935. En fait, la durée du travail n’est pas une question si compliquée qu’elle doive faire l’objet de réglementations profondément différentes suivant les industries auxquelles elle s’applique. Il espère que les travaux de la session de 1936 de la Conférence confirmeront ces prévisions et pourront ainsi donner un apaisement aux ouvriers qui ont pu croire que la procédure engagée se prolongerait indéfiniment. Lorsque, après quelques expériences, on aura constaté que toutes les conventions en matière de réduction de la durée du travail sont largement similaires, peut-être pourra-t-on envisager l’adoption à bref délai d’une convention générale.

La séance est levée à 13 h. 5.

W. A. Riddell
whether the same persons were competent to deal with spinning and weaving, dyeing
and combing, etc. Consequently, if the technical aspects of these industries were to
be discussed in detail, the number of advisers would not be twenty-four, but something
like a hundred.

Those considerations led to the conclusion that too much importance must not
be attached to the presence of large numbers of advisers at the Conference. The
consultation of experts should be undertaken beforehand by the Governments and
the workers' and employers' organisations concerned in each country. That was the
usual method followed by the French Government. It consulted the technical experts
of each branch of the industry before deciding on its attitude, and subsequently chose
advisers for the delegates to the Conference amongst the persons who had studied the
results of that consultation and were capable of using this information at the
Conference.

The Governing Body must remember one fact. The Conference, at its 1935
Session, was called upon to consider drafts for Conventions concerning the reduction
of hours of work in different industries. The drafts finally submitted to the Conference
by the competent Committees were all drawn up in a more or less identical form,
except of course as regards the article defining their scope. It might be asked whether
a similar situation would not arise in regard to the various textile industries, and
whether the Conventions which would be adopted would not be very similar to those
drawn up in 1935. The question of hours of work was not really so complicated as to
necessitate very different rules in different industries. He hoped that the 1936 Session
of the Conference would justify those predictions, and would calm the fears of the
workers who had considered that the procedure might become interminable. When
experience had shown that all the Conventions on the reduction of hours of work were
largely similar, it might perhaps be found possible to consider the adoption of a general
Convention in the near future.

The sitting closed at 1.5 p.m.

W. A. Riddell. 

SIXIÈME QUESTION À L'ORDRE DU JOUR.

Examen préliminaire des questions susceptibles d'être inscrites à l'ordre du jour de la session de 1937 de la Conférence (suite).

M. Yoshisaka constate que le Conseil d'administration doit envisager deux questions, celle de la procédure et celle du choix des sujets à inscrire à l'ordre du jour. Sur la question de procédure, il déclare être d'accord avec MM. Forbes Watson, Jouhaux et Picquenard. La procédure suggérée par le Directeur ne faciliterait pas le choix des questions, mais prolongerait plutôt les discussions.

En ce qui concerne les questions à retenir provisoirement pour l'ordre du jour de la Conférence de 1937, il exprime le désir que la question de la formation professionnelle des apprentis soit inscrite en premier lieu. Cette question est à l'étude depuis un grand nombre d'années; en raison de la situation actuelle de l'industrie le temps est venu pour la Conférence de s'en occuper.

Le système de l'apprentissage a ses origines dans l'industrie du passé. Il faut maintenant l'adapter à l'industrie moderne. Les progrès des écoles techniques industrielles, d'une part, et des centres d'enseignement similaire, d'autre part, ont exercé une influence sur l'évolution de ce système. Le représentant japonais comprend les difficultés qui se présentent lorsqu'il s'agit d'instituer une réglementation internationale rigoureuse en cette matière, étant donné qu'il faut tenir compte du développement historique de chaque pays et de la situation spéciale de chaque industrie. Il n'en serait pas moins possible de demander l'avis de chaque Gouvernement et de recueillir toutes les informations nécessaires en vue de faciliter la formation des apprentis et d'éviter qu'ils soient exploités sous le couvert de cette dénomination.

Le Gouvernement japonais est également favorable à l'inscription à l'ordre du jour de la session de 1937 de la Conférence de la question des contrats écrits de travail et de celle des statistiques du coût de la vie et des salaires.

M. Gemmill croit avoir compris que M. Hayday a suggéré au Conseil d'administration d'inviter le Bureau à établir des rapports sur la législation et la pratique pour toutes les questions mentionnées dans la note du Bureau. Il demande que le Conseil se prononce par un vote sur chaque question séparément. Tout en acceptant certaines questions, il en est d'autres auxquelles il se déclare opposé. Si l'on devait voter sur l'ensemble de ces questions, il serait obligé par conséquent de se prononcer contre leur acceptation.

Sir Bhupendra Nath Mitra déclare, en ce qui concerne la question de procédure, être d'accord avec la plupart des orateurs pour demander le maintien du système en vigueur; il ne voit aucun avantage à renvoyer la question à une commission en vue d'un examen préliminaire. En ce qui concerne le choix des questions à inscrire à l'ordre du jour de la Conférence de 1937, il n'est pas encore en mesure de faire
MINUTES OF THE FIFTH SITTING

(Friday, 25 October 1935, 3.10 p.m.)

The Governing Body was composed as follows: Mr. Riddell, Chairman, Mr. Anselmi, Mr. Dennison, Mr. Erulkar, Mr. Estrada Cajigal, Mr. Forbes Watson, Mr. Gemmill, Mr. Hayday, Mr. Johanson, Mr. Joshi, Mr. Jouhaux, Mr. Jurkiewicz, Mr. Leggett, Mr. Mannio, Mr. Markus, Mr. Mertens, Sir Bhupendra Nath Mitra, Mr. Muniz, Mr. Oersted, Mr. Olivetti, Mr. Pao Hua-Kuo, Mr. Picquenard, Mr. Possehl, Mr. Rice, Mr. Ruiz Gutiérrez, Mr. Ruiz Manent, Mr. Schürch, Mr. Tzaut, Mr. Waline, Mr. Yeremitch, Mr. Yonekubo, Mr. Yoshisaka.

SIXTH ITEM ON THE AGENDA.

Preliminary discussion of the agenda of the 1937 Session of the Conference (continued).

Mr. Yoshisaka said that the Governing Body had to consider two questions, the question of procedure and the question of the items which were to be selected for the agenda. On the question of procedure he agreed with Mr. Forbes Watson, Mr. Jouhaux and Mr. Picquenard that the method suggested by the Director would not facilitate the selection of the items, but would rather prolong the discussion.

As regards the questions which were to be provisionally selected for the agenda of the 1937 Session of the Conference, he was anxious in the first place that the question of vocational training of apprentices should be chosen. That question had been under consideration for a considerable number of years, and in view of the present situation of industry he thought that the time had come for the Conference to deal with it.

The system of apprenticeship had originated in the industrial system of the past. It now had to be adapted to modern industry. The progress of technical industrial schools on the one hand and training centres and similar bodies on the other had influenced the development of the system. He realised that there would be some difficulty in drawing up strict international regulations on the subject; it was necessary to take account of the previous history of each country and the special position of each industry. It would, however, be possible to ask each Government for its views and to collect all relevant information with a view to facilitating the education of apprentices and preventing their being exploited under the cover of apprenticeship.

The Japanese Government was also in favour of placing on the agenda of the 1937 Session of the Conference the questions of written contracts of employment and of cost of living and wages statistics.

Mr. Gemmill said that Mr. Hayday had suggested that the Governing Body should instruct the Office to prepare reports on the law and practice as regards all the subjects mentioned in the Office note. He suggested that a separate vote should be taken on each subject since, while he fully agreed that some of them should be dealt with, there were others on which he did not agree. If the vote were taken on all the questions together he would be obliged to vote against.

Sir Bhupendra Nath Mitra said that on the question of procedure he agreed with most of the speakers that the existing procedure should be maintained, and that no advantage would be gained if the matter were referred to a committee for preliminary consideration. He would not yet express the views of his Government as regards the questions which should be placed on the agenda of the 1937 Session of the Conference.
connaitre l’opinion du Gouvernement de l’Inde. D’ailleurs, la discussion actuelle n’a qu’un caractère préliminaire. Aussi Sir Bhupendra Nath Mitra communiquera-t-il les vues de son Gouvernement à ce sujet au cours de la 74ème session.

Le Directeur souligne que la discussion sur cette question a été particulièrement intéressante et qu’il ne regrette pas par conséquent d’avoir présenté au Conseil une suggestion relative à la constitution d’une commission, même si cette suggestion n’a pas été favorablement accueillie. Il estime que sa proposition n’a pas été inutile, les prémisses sur lesquelles il s’était basé ayant été admises par la plupart des membres du Conseil. Il y a certainement eu quelque mécontentement quant à la façon dont la dernière session de la Conférence avait fonctionné. En outre, le Secrétariat de la Conférence a eu les plus grandes difficultés à accomplir tout le travail dont il avait été chargé ; aussi toute nouvelle extension de l’ordre du jour de la Conférence risque-t-elle de dépasser les limites des possibilités du Secrétariat. L’expérience a également montré qu’il était impossible de prolonger la session de la Conférence au delà d’une durée de trois semaines. M. Mertens a suggéré que l’on pourrait porter remède à la situation en Constituant à la Conférence des commissions comprenant un nombre plus restreint de membres. Si cela était possible, le Directeur ne s’y opposerait certainement pas ; mais une telle solution ne semble guère applicable actuellement, pour les raisons mêmes que M. Mertens a données lorsqu’il s’est opposé à sa proposition. Si de petites commissions étaient constituées, elles ne représenteraient probablement pas suffisamment l’ensemble de la Conférence pour que leurs rapports soient adoptés sans difficulté en séance plénière. Les longues discussions ne seraient donc pas évitées de ce fait.

La suggestion — qui n’était pas une proposition précise — faite par lui de constituer une commission du Conseil d’administration pour examiner l’ordre du jour de la Conférence ne peut pas être considérée comme antidémocratique. La constitution de commissions est une des formes de la procédure reconnue dans les pays démocratiques et le Conseil d’administration lui-même a constitué de nombreuses commissions pour étudier les questions les plus variées. Il ne croit pas que si le Conseil avait créé la commission envisagée, celle-ci aurait pu être taxée d’arbitraire, ou aurait tendu à restreindre les discussions.

Il continue à ne pas être persuadé que la procédure actuelle d’étude des questions à inscrire à l’ordre du jour de la Conférence est réellement la meilleure. Le système de vote est compliqué et ouvre par conséquent la porte à de nombreux risques. Il se demande s’il n’existe pas une procédure répondant mieux aux préoccupations tant du groupe ouvrier que de lui-même, c’est-à-dire permettant d’aboutir à un ordre du jour qui serait composé de questions d’un intérêt actuel pour l’opinion publique, et que la classe ouvrière mondiale considérerait comme satisfaisant. Il s’est trouvé parfois que des questions remplissant toutes ces conditions ont été éliminées au début du vote par le Conseil d’administration parce qu’il était impossible de voir à l’avance où l’on allait.

Il se rend compte de la justesse de certaines des objections formulées contre la proposition de constituer une commission. Les délégués gouvernementaux, qui reçoivent des instructions, ne seraient pas toujours en mesure d’accepter le rapport d’une petite commission. Cette objection vaut toutefois également pour d’autres questions traitées par le Conseil d’administration, notamment pour le budget. Il continue à penser qu’il serait bon de chercher si en dehors même de la solution qu’il avait préconisée, une procédure meilleure pourrait être envisagée pour la discussion de l’ordre du jour de la Conférence. Dans tous les cas il estime qu’il y aurait avantage à pouvoir profiter des avis d’une commission représentative du Conseil d’administration.

Avec la procédure actuelle, le Bureau établit tout d’abord une liste de toutes les propositions formulées au cours des dernières années et tendant à inscrire certaines questions à l’ordre du jour de la Conférence. Or, certaines de ces questions ont cessé de présenter un intérêt actuel. Le Bureau doit, d’après son propre jugement, signaler ces questions qui semblent acceptables à la majorité du Conseil et susceptibles d’amener des résultats concrets à la Conférence. Il n’est pas toujours facile de faire des prévisions dans ce domaine et il serait réellement utile que dès le début de la procédure une commission du Conseil d’administration fût appelée à donner son avis sur ce choix. C’est là toutefois une question qui pourra être envisagée ultérieurement.
The present discussion was only a preliminary one, and he would state the views of his Government at the Seventy-fourth Session.

The Director said that the debate had been a very interesting one, and he did not regret having put forward a suggestion regarding the appointment of a committee, even though it had not been taken up by the Governing Body. He felt that he had been right to do so in view of certain facts which had not been contested. There had undoubtedly been some dissatisfaction at the position which had existed during the last session of the Conference. In addition, the secretariat of the Conference had had great difficulty in dealing with all the work, and any further extension of the agenda of the Conference seemed likely to lead to a breakdown. Experience had also shown that it was impossible to prolong the session of the Conference beyond three weeks. Mr. Mertens had suggested that the situation might be met by appointing smaller Committees at the Conference. If that were possible he would certainly not oppose it, but it did not appear to be feasible at the present time for the very reasons which Mr. Mertens had himself advanced against the Director’s own proposal. If small Committees were appointed, they would probably not be sufficiently representative of the Conference for their reports to command assent when they came before the full Conference, and consequently there would still be a long discussion.

The suggestion which he had made—it was not a definite proposal—for the constitution of a committee of the Governing Body to discuss the agenda of the Conference could not, he thought, be regarded as undemocratic. The appointment of committees was a recognised form of democratic procedure, and the Governing Body did, in fact, appoint committees to deal with all sorts of questions. He did not think that if the Governing Body had set up a committee as he had suggested, it would have acted in an arbitrary manner or tended to suppress discussion.

He still did not feel certain whether the procedure at present adopted for considering the agenda of the Conference was really the best possible one. The system of voting was complicated and was, for that reason, exposed to all kinds of chances. He wondered whether there might not be some procedure better calculated to achieve the object both of the workers’ group and of the Director himself, namely, to draw up an agenda including questions of the moment which appealed to public opinion and which the working people of the world would consider satisfactory. It had sometimes happened that questions which fulfilled all those conditions had been rejected at an early stage in the voting in the Governing Body because the members had not been able to foresee what would happen afterwards.

He realised the force of some of the objections which had been brought against the suggestion of appointing a committee. The Government representatives had their instructions and would not always be in a position to accept the report of a small committee. That objection, however, applied equally to other questions dealt with by the Governing Body, especially the question of finance. He still thought that it would be desirable to consider whether, even apart from his own suggestion, some better procedure for discussing the agenda of the Conference could not be devised. In any case it would be of great use to the Office to have the advice of a representative committee of the Governing Body.

Under the present procedure the Office first of all made a list of all the proposals for the placing of questions on the agenda of the Conference which had been put forward in past years. Some of those questions, however, had become out of date. The Office therefore had to select those subjects which, in its judgment, seemed likely to be acceptable to the Governing Body and to produce concrete results in the Conference. It was sometimes difficult to make a forecast of that kind, and it would be of real use if, at that early stage, a committee of the Governing Body could be asked for its opinion. That, however, was a point which could be considered at a future time.
En ce qui concerne les autres questions soulevées au cours de la discussion, il ne croit pas que l’on puisse l’accuser de ne pas s’être intéressé au problème des travaux publics qu’il a traité dans ses trois derniers rapports à la Conférence et tout particulièrement dans le dernier. Il ne pense pas, pour sa part, que l’on puisse dire qu’aucun progrès n’a été accompli dans ce domaine. A la suite des résolutions de la Conférence, la notion des travaux publics a fait des progrès immenses. Les travaux publics sont devenus à l’heure actuelle presque le remède classique à la crise, alors qu’il y a quelques années on les envisageait à peine sous cet angle.

Il s’agit maintenant de voir quels nouveaux progrès pourront être réalisés dans cet ordre d’idées. S’il était possible d’arriver à des résultats concrets à la Conférence, il serait certes le dernier à s’opposer à l’inscription de la question à l’ordre du jour. Si toutefois le seul résultat devait être de renvoyer la question à une commission après une discussion rapide, et si le rapport de cette commission était adopté plus ou moins mécaniquement par la Conférence pour aboutir à une recommandation qui ne constituait pas un progrès marqué, il serait préférable de renoncer à l’inscription. Il espère que la question des travaux publics pourra un jour constituer une des questions principales à l’ordre du jour de la Conférence. Mais il ne pense pas que ce soit possible pour 1937. Il désirerait que la Conférence n’adoptât pas simplement une résolution ou une recommandation, mais une convention. Toutefois le moment où pourrait être adoptée une convention susceptible d’être ratifiée et appliquée par des Gouvernements ne lui semble pas encore venu. Il ne voit aucun inconvénient à ce que la question des travaux publics soit envisagée en relation avec l’ordre du jour de la Conférence de 1937, mais il hésite à en recommander l’inscription avant qu’on ait l’assurance d’aboutir à des résultats positifs représentant un progrès réel par rapport à la situation actuelle.

On se souviendra que la commission du chômage a demandé au Bureau de publier des informations communiquées par les Gouvernements sur une base aussi uniforme que possible. Jusqu’ici ces informations ne sont pas communiquées sur une base uniforme; pour obtenir une uniformité plus grande, il conviendrait que le Bureau lui-même donnât quelques indications quant à la méthode d’après laquelle, à son avis, ces informations devraient être présentées. Il croit donc qu’il serait opportun de tenir une nouvelle réunion de la Commission du chômage pour examiner ce point.

M. Serrarens a proposé de faire figurer à l’ordre du jour de la Conférence de 1937 la question de la réduction de la durée du travail dans l’industrie de la margarine, des huiles et du savon. Il préférerait que cette question restât ouverte.

Pour sa part, il proposerait que la question envisagée en vue de l’ordre du jour de 1937 fût la réduction de la durée du travail dans l’industrie chimique dans son ensemble. S’il est exact que la durée du travail dans l’industrie de la margarine, des huiles et du savon, qui représente une branche relativement restreinte de l’industrie chimique, est déjà inférieure à l’heure actuelle à la durée du travail dans les autres branches de cette industrie, ce serait là une raison pour ne pas écarter cette branche d’industrie lors de la fixation de l’ordre du jour.

En ce qui concerne la consultation des experts, il y a lieu de distinguer entre les industries chimiques et graphiques d’une part et l’industrie textile d’autre part. Le Bureau est déjà en relations avec les différentes organisations intéressées et si la réduction de la durée du travail dans l’industrie chimique et dans les arts graphiques était inscrite à l’ordre du jour de 1937, il peut donner à M. Mertens l’assurance que le Bureau consulterait officieusement les organisations intéressées sur les aspects techniques du problème. En ce qui concerne l’industrie textile par contre, la situation se présente d’une manière sensiblement différente. Il se propose d’y revenir ultérieurement.

Pour ce qui est des droits des exécutants dans la radiodiffusion, M. Mannio a indiqué très nettement quelle était la situation. Les droits des exécutants sont tout à fait distincts des droits d’auteur. Ces derniers ne relèvent guère de la compétence de l’Organisation; par contre, les autres organes internationaux qui se sont occupés de la question ont été d’accord pour estimer que les droits des exécutants relevaient de cette compétence.

Il n’a, pour sa part, aucune objection à présenter contre la proposition faite par M. Hayday de charger le Bureau de préparer des rapports sur la législation et la
As regards the other questions which had been mentioned in the discussion, he did not think that he could be accused of not having taken an interest in the question of public works, since he had dealt with it in his last three Reports to the Conference, and particularly in his latest Report. He could not agree that no progress had been made on that question. As a result of the resolutions of the Conference the whole notion of public works had made immense progress. Public works had now become almost the classical remedy for the depression, whereas a few years ago they were hardly thought of in that connection.

The question which now had to be considered was what further progress could be made. If it were possible to arrive at concrete results in the Conference, he would be the last to oppose the placing of the question on the agenda. He would, however, prefer that it should not be put on the agenda at all if it was simply to be referred to a Committee after a hasty discussion and if the Committee's report were to be adopted more or less mechanically by the Conference and resulted in nothing more than a Recommendation which would not really change the situation. He hoped that the question of public works would one day be dealt with as a major question on the agenda of the Conference, but he did not think that that could be done in 1937. He would wish the Conference to adopt not merely a resolution or a Recommendation, but a Convention. He doubted, however, whether the stage had been yet reached when a Convention could be adopted which the Governments would ratify and apply. He saw no objection to the question of public works being considered with a view to the agenda for 1937, but he hesitated to recommend its being adopted unless there was a good prospect of reaching positive results marking a real advance on the present position.

It would be remembered that the Unemployment Committee had asked the Office to publish information communicated by the Governments so far as possible on a uniform basis. That information was not at present communicated on a uniform basis, and in order to secure greater uniformity it was desirable that the Office itself should give some indication of the lines on which, in its view, the information should be presented. It was for that reason that he thought it desirable to hold a further meeting of the Unemployment Committee to deal with that point.

A proposal for the inclusion of the reduction of hours of work in the margarine, oil and soap industry in the 1937 agenda had been put forward by Mr. Serrarens. He would prefer to leave that question open for the present. He would suggest that the question to be considered with a view to the 1937 agenda should be the reduction of hours of work in the chemical industry as a whole. If it were true that in the margarine, oil and soap industries, which represented a comparatively small part of the chemical industry as a whole, shorter hours were already worked than in the other parts, that would be a reason for not rejecting that question when the agenda was considered.

As regards the question of consulting experts, a distinction should be made between the chemical and printing industries on the one hand and the textile industry on the other. The Office was already in touch with the various organisations concerned, and if the reduction of hours of work in the chemical industry and the printing industry were put on the agenda for 1937, he could assure Mr. Mertens that the Office would consult the organisations concerned unofficially on the technical aspects. The position as regards the textile industry was, however, somewhat different, and he would deal with that question at a later stage.

On the question of the rights of performers in broadcasting, Mr. Mannio had clearly explained the position. The rights of performers were quite distinct from the rights of authors. The rights of authors hardly came within the province of the Organisation; but the other international bodies which had been dealing with the question had agreed that the rights of performers came within the sphere of the Organisation.

He would personally have no objection to Mr. Hayday's proposal that the Office should be instructed to prepare reports on the law and practice as regards
pratique pour toutes les questions mentionnées dans la note du Bureau, y compris les travaux publics. Si toutefois certains membres du Conseil d'administration étaient opposés à certaines questions et favorables à d'autres, il y aurait avantage à adopter la proposition de M. Gemmil tendant à procéder à un vote séparé sur chaque question.

M. Mannio propose que puisqu'aucune des questions mentionnées dans la note du Bureau n'a fait l'objet d'une opposition formelle, ces questions soient adoptées et qu'un vote séparé n'ait lieu que pour les autres questions dont l'inscription à l'ordre du jour a été proposée.

M. Oersted déclare que le groupe patronal est opposé à l'inscription de diverses questions.

M. Hayday propose que le Conseil d'administration décide par un vote s'il entend se prononcer sur toutes les questions en bloc ou s'il désire voter séparément sur chacune de ces questions.

Par 14 voix contre 13 le Conseil d'administration décide de voter séparément sur les différentes questions proposées en vue de l'ordre du jour de la session de la Conférence de 1937.

Le Conseil d'administration décide, par 17 voix contre 7, de charger le Bureau de préparer pour sa 74ème session un rapport sur la législation et la pratique en matière de réduction de la durée du travail dans l'industrie des arts graphiques.

Le Conseil d'administration décide, par 16 voix contre 8, de charger le Bureau de préparer pour sa 74ème session un rapport sur la législation et la pratique concernant la réduction de la durée du travail dans l'industrie chimique.

Par 27 voix sans opposition, le Conseil d'administration décide de charger le Bureau de préparer pour sa 74ème session un rapport sur la législation et la pratique en matière d'apprentissage et d'enseignement technique.

Par 28 voix sans opposition, le Conseil d'administration décide de charger le Bureau de préparer pour sa 74ème session un rapport sur la législation et la pratique concernant la réglementation de certains types spéciaux de contrats de travail.

Par 27 voix sans opposition, le Conseil d'administration décide de charger le Bureau de préparer, pour sa 74ème session, un rapport sur la législation et la pratique concernant les statistiques du travail dans les conditions indiquées dans la note du Bureau.

Par 18 voix sans opposition, le Conseil d'administration décide de charger le Bureau de préparer pour sa 74ème session un rapport sur la législation et la pratique concernant les droits des exécutants en matière de radiodiffusion.

Par 23 voix sans opposition, le Conseil d'administration décide de charger le Bureau de préparer pour sa 74ème session un rapport sur la législation et la pratique concernant les travaux publics.

**CINQUIÈME QUESTION A L'ORDRE DU JOUR.**

**Suite à donner aux résolutions adoptées par la Conférence à sa XIX session (suite).**

I. Résolutions tendant à l'inscription de questions à l'ordre du jour de la Conférence.

5. Résolutions concernant la réduction de la durée du travail dans l'industrie textile (suite).

Le Directeur déclare que, bien que le Conseil d'administration ait décidé d'inscrire la réduction de la durée du travail dans l'industrie textile à l'ordre du jour de la session de 1936 de la Conférence, il reste encore certains points à régler en ce qui concerne cette question.
all the subjects mentioned in the Office note, including public works. If, however, there were members of the Governing Body who objected to some items and not to others, there might be advantages in adopting Mr. Gemmill's proposal that each subject should be voted on separately.

Mr. Mannio suggested that since none of the questions mentioned in the Office note had been formally opposed, they should be adopted, and a separate vote should only be taken on the additional questions which had been proposed.

Mr. Oersted said that the employers' group had opposed some of the questions.

Mr. Hayday suggested that the Governing Body should decide by vote whether it would vote on all the questions simultaneously or on each of them separately.

The Governing Body decided by 14 votes to 13 to vote separately on the various questions proposed with a view to the agenda of the 1937 Session of the Conference.

The Governing Body decided by 17 votes to 7 to instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards the reduction of hours of work in the printing and bookbinding trades.

The Governing Body decided by 16 votes to 8 to instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards the reduction of hours of work in the chemical industry.

The Governing Body decided by 27 votes to nil to instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards apprenticeship and technical education.

The Governing Body decided by 28 votes to nil to instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards the regulation of certain special types of contracts of employment.

The Governing Body decided by 27 votes to nil to instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards labour statistics, in the conditions mentioned in the Office note.

The Governing Body decided by 18 votes to nil to instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards the rights of performers in broadcasting.

The Governing Body decided by 23 votes to nil to instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards public works.

FIFTH ITEM ON THE AGENDA.

Effect to be given to the resolutions adopted by the Conference at its Nineteenth Session (continued).

I. Resolutions proposing questions for the agenda of the Conference.

(5) Resolution concerning the reduction of hours of work in the textile industry (continued).

The Director said that although the Governing Body had already decided to place the reduction of hours of work in the textile industry on the agenda of the 1936 Session of the Conference, it still had several points to settle in connection with that question.
En premier lieu, le Bureau avait suggéré de l’inscrire sous la forme de trois points distincts de l’ordre du jour, en vue de permettre aux Gouvernements de désigner plus de deux conseillers techniques à la Conférence sur cette question, sans préjuger d’ailleurs le nombre des projets de convention à préparer. C’est aux Gouvernements qu’il appartient d’indiquer s’ils estiment que l’industrie textile doit constituer un ou plusieurs points de l’ordre du jour. Jusqu’ici, ils n’ont pas fait connaître leur opinion sur ce point.

Il convient, d’autre part, d’examiner si la réduction de la durée du travail dans l’industrie textile doit faire l’objet, en 1936, d’une simple discussion ou d’une double discussion. Plusieurs membres du Conseil d’administration ont proposé que le Bureau prépare, non pas un rapport gris, mais un rapport gris-bleu. Si cette procédure était adoptée, le Bureau devrait avoir recours à des consultations d’experts plus qu’il n’a pu le faire jusqu’ici. Après réflexion, il est arrivé à la conclusion que la meilleure méthode consisterait non pas à tenir une véritable conférence préparatoire, mais à autoriser le Bureau à réunir un certain nombre d’experts sous sa propre responsabilité. Dans ce cas, les experts seraient choisis en raison de leur compétence personnelle. Le Bureau ferait appel autant que possible à des techniciens pris dans les organisations ouvrières et patronales et, dans une certaine mesure, à des personnalités indépendantes. La réunion aurait un caractère purement officieux et privé et n’engagerait pas les experts au-delà des opinions qu’ils exprimeraient. Le Bureau ne publierait pas les consultations des experts dans un rapport à soumettre à la Conférence, mais prendrait la responsabilité d’utiliser au mieux les avis exprimés.

Cette procédure ne serait qu’une extension de celle qui est habituellement suivie par le Bureau. La réunion des experts entraînerait toutefois certains frais, d’autant plus qu’il faudra inviter des techniciens provenant non seulement d’Europe, mais également de certains pays d’outre-mer dont l’industrie textile est importante. Il serait donc probablement amené à demander un crédit d’environ 20 à 25.000 francs. Il ne demande d’ailleurs pas au Conseil de prendre immédiatement une décision.

La réunion des experts aurait probablement lieu en février, immédiatement après la prochaine session du Conseil d’administration. Tout ce qu’il demande, c’est de recevoir du Conseil l’assurance tacite que s’il demande à cette époque un virement du crédit des dépenses imprévues il ne se heurtera pas à un refus pur et simple du Conseil.

M. Oersted déclare que, la majorité du groupe patronal s’étant prononcée contre la mise à l’ordre du jour de la question de la réduction de la durée du travail dans l’industrie textile, ce groupe ne peut promettre au Directeur de voter le virement dont il vient de parler. Il ne conteste nullement au Directeur le droit de consulter des experts, mais sa proposition montre que la question n’est pas encore mûre, et il doute qu’elle puisse l’être davantage après la consultation des experts lorsqu’elle sera soumise à la Conférence.


Les difficultés relatives à la nomination de conseillers techniques peuvent, à son avis, être surmontées. Il croit savoir que le Gouvernement britannique est en tout cas disposé à envoyer à la Conférence des observateurs qui pourraient, si besoin est, conseiller les délégués sur les questions techniques relatives aux différentes branches de l’industrie textile.

Aucun des membres du groupe ouvrier ne s’oppose à ce que le Bureau recueille tous les avis techniques qui lui sont nécessaires pour préparer le rapport à la Conférence. Le Bureau ne devrait pas négliger de s’assurer ces concours, même s’il devait en résulter certaines dépenses. Les discussions privées de ce genre peuvent être plus utiles que des discussions publiques lorsqu’il s’agit des aspects techniques de semblables problèmes. Une telle procédure préparerait le terrain pour les discussions de la Conférence.
In the first place, the Office had suggested that the question might be placed on the agenda as three items, so that it would be open to Governments to send more than two advisers to the Conference for these questions. This would not prejudice the number of Conventions to be drawn up. It was for the Governments to say whether they considered that the textile industry should be placed on the agenda as one item or as several. Up to the present they had not expressed a definite preference on this point.

Another question to be considered was whether the reduction of hours of work in the textile industry should be dealt with in 1936 by a single discussion or by a first discussion. Some members of the Governing Body had suggested that the Office should prepare not a grey report, but a blue-grey report. If that procedure were adopted, the Office would require more technical advice than it now had at its disposal. After consideration, he had come to the conclusion that the best method would be not to hold a formal preparatory conference, but to authorise the Office to convene a certain number of experts on its own responsibility. In that case the experts would be selected for their individual competence. The Office would, as far as possible, draw the experts from workers' and employers' organisations, and perhaps to some extent from independent sources. The meeting would be purely unofficial and private, and would not commit the experts to anything more than the opinions which they expressed. The Office would not embody the experts' advice in a report for submission to the Conference, but would take full responsibility for using that advice in the best possible way.

This procedure would be nothing more than an extension of that usually followed by the Office. The meeting of the experts would, however, involve a certain amount of expenditure, especially as it would be necessary to invite experts not only from Europe but also from some of the extra-European countries in which there was a large textile industry. For that purpose he would probably have to ask for a credit of 20 to 25 thousand francs. He did not, however, ask the Governing Body to take an immediate decision on that point.

The meeting of experts would probably take place in February, just after the next session of the Governing Body. All that he asked for was a tacit assurance from the Governing Body that if at that time he asked for a transfer from unforeseen expenditure for this purpose, the Governing Body would not refuse it without consideration.

Mr. Oersted said that as the majority of the employers' group had opposed the placing of the reduction of hours of work in the textile industry on the agenda, it could not promise the Director to vote for the transfer which he had mentioned. He did not dispute the Director's right to consult experts, but his proposal showed that the question was not at present ripe. He doubted whether it would be more so after the consultation of experts, when it came before the Conference.

Mr. Hayday asked the Governing Body to place the reduction of hours of work in the whole of the textile industry on the agenda as a single question. There were other branches of the textile industry, such as lace and hosiery, which were not mentioned in the classification given by the Office. He had consulted the various organisations of textile workers in Great Britain and Northern Ireland, and they had urged that the textile industry should be dealt with as a whole.

The difficulties with regard to the appointment of advisers could, he believed, be overcome. He understood that the British Government, at any rate, was prepared to send observers to the Conference to help its delegates on the technical side of particular branches of the textile industry if necessary.

No member of the workers' group was likely to object to the Office obtaining all the technical advice which it required to assist it in preparing the report for the Conference. The Office should lose no time in securing such advice, even if it involved a certain expenditure. Private discussions of this kind might be more useful than public discussions in dealing with the technical aspects of such questions. This would clear the ground for the discussion of the question at the Conference.
M. Leggett, tout en reconnaissant que le terrain doit être aussi bien préparé que possible, considère que la méthode suggérée par le Directeur s’écarte des précédents et constitue une procédure destinée à remplacer en quelque sorte une conférence technique préliminaire. Le Conseil d’administration doit réfléchir mûrement avant d’adopter une méthode d’après laquelle les experts qui participeraient aux discussions envisagées ne seraient pas choisis par les Gouvernements en consultation avec les organisations patronales et ouvrières les plus représentatives. Il se déclare opposé à l'idée que le Bureau choisirait lui-même les experts en question, lesquels pourraient ne pas jouer de la confiance générale dans leur pays, et que, d’autre part, les informations données par ces experts resteraient en la possession du Bureau sans être communiquées à la Conférence. Quelles que soient les difficultés du problème, il lui paraît préférable de continuer à faire examiner ces questions par les Gouvernements en collaboration avec les organisations patronales et ouvrières reconnues. Pour cette raison, il ne peut s'engager pour le moment à approuver le virement auquel le Directeur a fait allusion.

M. Olivetti se prononce contre la proposition d’inscrire la réduction de la durée du travail dans l’industrie textile à l’ordre du jour de la Conférence comme une question unique. La situation au point de vue technique, social et économique varie considérablement dans les différentes branches de l’industrie textile. Le Directeur a par conséquent tenu compte de nécessités pratiques lorsqu’il a proposé de subdiviser cette industrie en ses différentes branches. Il cite à ce propos l’exemple de la soie naturelle et de la soie artificielle. La filature de la soie naturelle est faite par un seul pays en Europe et deux ou trois en Asie. La situation dans cette industrie est donc tout à fait différente de celle de l’industrie du coton qui est, au contraire, répandue dans un très grand nombre de pays. De même la filature de la soie artificielle n’est pas une industrie textile, mais une industrie chimique, et l’industrie de la soie artificielle ne devient une industrie textile qu’au moment où les fils de soie artificielle sont transformés en tissus.

L’industrie textile est donc une industrie extrêmement complexe. On a émis l’opinion que la meilleure méthode pour traiter la question serait de prévoir une convention unique. Personnellement il estime que si l’on veut réglementer l’industrie textile par voie de convention, ce ne peut être que sous la forme de conventions séparées pour chacune des branches de cette industrie. Il convient de rappeler que les efforts faits pour aboutir à une convention générale en matière de réduction de la durée du travail ont échoué, et que la Conférence a décidé alors de changer de méthode. La Conférence et le Conseil lui-même se sont rendus compte que les conditions ne sont pas les mêmes dans les différentes branches d’industrie et ce facteur doit être pris en considération si l’on tient à avoir des conventions qui ne soient pas seulement adoptées par la Conférence mais ratifiées.

Il estime, par conséquent, que la réduction de la durée du travail dans l’industrie textile doit être portée devant la Conférence de manière à lui permettre de considérer séparément la situation dans chacune des branches de cette industrie.

M. Rice est disposé à se rallier à la proposition du Directeur tendant à inscrire la question à l’ordre du jour sous forme de trois points distincts. Il croit toutefois que la décision sur ce point pourrait être ajournée jusqu’en février. Dans l’intervalle le Bureau pourrait étudier la question de façon à permettre l’inscription à l’ordre du jour soit comme question unique, soit sous forme de plusieurs questions distinctes.

Pour ce qui est de la proposition de convoquer une réunion d’experts, le Gouvernement des États-Unis serait heureux qu’un virement fût accordé à cet effet. La question de la réduction de la durée du travail dans l’industrie textile est considérée par ce Gouvernement comme la question la plus importante de l’ordre du jour de 1936.

M. Jouhaux relève que le Conseil d’administration discute une fois de plus sur l’interprétation qu’il y a lieu de donner à une résolution votée par la Conférence. La résolution primitive sur la réduction de la durée du travail envisageait une convention générale comportant les modalités particulières d’application aux diverses industries. Or, en présence d’objections juridiques, on a donné de cette résolution une interprétation permettant d’aboutir à l’adoption d’une convention de principe
Mr. Leggett said that though he agreed that the ground should be cleared as far as possible, the method which the Director proposed for that purpose appeared to be a new departure and to represent a substitute for a preliminary technical conference. The Governing Body should consider very carefully before it adopted any procedure which meant that the experts who discussed the question would not be selected by the Governments in consultation with the most representative employers' and workers' organisations. He was opposed to the idea that the Office should itself select the experts, who might be persons in whom their own country did not place great confidence, and that the information which those experts gave should be in the possession of the Office alone and should not be made public to the Conference. Whatever the difficulties, he would prefer that the matter should continue to be discussed by the Governments in association with the recognised employers' and workers' organisations. He therefore could not at present undertake to vote for the transfer to which the Director had referred.

Mr. Olivetti said that he was not in favour of the proposal to place the reduction of hours of work in the textile industry on the agenda of the Conference as a single item. The technical, social and economic situation in the different branches of the textile industry was widely different. The Director was therefore acting in conformity with practical realities when he suggested that the industry should be subdivided into different branches. He might give as an example the natural silk and the artificial silk industry. The spinning of natural silk was carried on by one country in Europe and two or three in Asia. Its position was therefore quite different from that of the cotton industry, which existed in a large number of countries. Again, the spinning of artificial silk was not a textile but a chemical industry, and the artificial silk industry only became a textile industry at the stage when the yarn was woven into fabric.

It would thus be seen that the textile industry was a highly complex one. It had been suggested that the best way to deal with it was by means of a single Convention. Personally, he felt that if the textile industry were to be regulated by Conventions, there must be a separate Convention for each branch. It must be remembered that the attempt to arrive at a general Convention on the reduction of hours of work had broken down, and that the Conference had then decided to adopt a different method. The Conference, and the Governing Body itself, had realised that conditions in different branches of industry were not the same, and this fact must be taken into account if it was desired to secure Conventions which would not merely be adopted by the Conference, but would be ratified.

He therefore considered that the reduction of hours of work in the textile industry should be brought before the Conference in such a way as to allow it to deal separately with the position in each branch of the industry.

Mr. Rice said that he was inclined to accept the Director's proposal that the textile industry should be placed on the agenda as three items. The decision on that point could, however, be adjourned until the February Session. In the meantime the Office could study the question in such a way as to allow it to be dealt with either as a whole or as several separate items.

As regards the proposal to hold a meeting of experts, the United States Government would welcome the voting of a transfer for that purpose. The question of the reduction of hours of work in the textile industry was regarded by the United States Government as the most important subject which would be on the 1936 agenda.

Mr. Jouhaux said that the Governing Body was once more discussing the manner in which a resolution adopted by the Conference should be interpreted. The original resolution on the reduction of hours of work had referred to a general Convention providing for particular methods of application to particular industries. Legal objections had however been raised, and the resolution had been interpreted in such a way as to result in the adoption of a Convention of principle and particular
et de conventions particulières pour chaque industrie. Il semble que l'on se propose maintenant de donner une interprétation à peu près identique à la résolution relative à l'industrie textile.

Cette résolution parlait de « l'application d'une durée du travail réduite dans l'ensemble de l'industrie ». Ceci montre clairement que la Conférence avait l'intention de traiter la question dans son ensemble.

Il est exact qu'il existe une différence entre la fabrication du fil de soie artificielle et celle du fil de coton ou de lin. Cette différence n'existe toutefois qu'au stade préliminaire de la fabrication du fil, car les procédés de tissage sont les mêmes pour la soie artificielle que pour les autres textiles et relèvent donc de l'industrie textile. S'il est vrai, par contre, que les stades préliminaires de la fabrication de la soie artificielle relèvent de l'industrie chimique, cette question de démarcation ne doit pas susciter de difficultés, puisque la durée du travail dans l'industrie chimique a été également retenue pour être portée à l'ordre du jour de la Conférence. On ne peut en tout cas pas en tirer argument pour élaborer des conventions séparées pour les différentes branches de l'industrie textile.

Il y a lieu de faire une distinction entre le travail préparatoire fait par le Bureau et l'élaboration d'une convention par la Conférence. Il y aurait probablement avantage à ce que le Bureau étudiait en détail les différentes branches de l'industrie textile et présentât un rapport sur les divers aspects de la question. Ce rapport ne devrait toutefois pas conduire à l'adoption de trois conventions séparées, mais contenir au contraire des conclusions générales permettant d'aboutir à l'adoption d'une seule convention.

On a déclaré au groupe ouvrier qu'il n'était pas possible, pour des raisons d'ordre juridique, d'élaborer une convention générale dans le cadre de laquelle viendraient s'inscrire des dispositions relatives aux modalités d'application particulières de chaque industrie. Il s'est incliné, pour sa part, bien qu'il eût pu rappeler qu'en France la journée de huit heures a fait l'objet d'une loi générale comprenant des modalités d'application pour les diverses industries. Même s'il était admis qu'une telle procédure ne pourrait pas être appliquée internationalement, ce ne serait pas là une raison suffisante pour adopter des conventions séparées pour les différentes branches d'une même industrie. Cette méthode aurait probablement pour résultat d'augmenter le nombre des difficultés, car, plus une question est subdivisée, plus les difficultés de détail deviennent apparentes.

M. Olivetti tient à rappeler qu'il a voté en faveur de l'inscription de la question de l'industrie textile à l'ordre du jour de la Conférence. L'Italie est le seul pays d'Europe qui applique généralement la semaine de quarante heures. L'intérêt de l'industrie italienne est donc non seulement qu'une convention concernant la semaine de 40 heures soit adoptée par la Conférence, mais qu'elle soit aussi appliquée par les États Membres.

On a dit que l'expérience a montré que les conventions trop spécifiques ont peu de chances d'être ratifiées parce que, comme M. Jouhaux l'a souligné, les difficultés ne se font pas jour lorsqu'on a ratifié une convention générale ; mais ces difficultés n'existent pas moins et ce sont elles qui empêchent par la suite la ratification des conventions ou leur application.

M. Picquenard insiste pour que la réduction de la durée du travail dans l'industrie textile soit inscrite à l'ordre du jour de la Conférence comme une question unique. Il base son opinion sur deux raisons. Tout d'abord la législation nationale ou internationale doit, pour donner d'heureux résultats, placer les industries concurrentes sur un pied d'égalité. Or les différents produits textiles se font concurrence les uns aux autres et sont souvent combinés en un seul et même tissu. La même réglementation doit donc s'appliquer à l'ensemble des textiles. Si, contrairement à son attente, la Conférence estimait qu'il est nécessaire de traiter différemment les diverses branches de l'industrie textile, il lui serait loisible d'adopter des conventions séparées ou de stipuler des modalités d'application différentes dans une seule convention.

Sa deuxième raison est que le Directeur a invoqué la nécessité de consulter des experts pour chacune des industries textiles. Il n'ignore pas que les avis de ces techniciens sont souvent très utiles. On peut toutefois se demander si les experts qu'il y aura lieu de consulter seront des experts en matière d'industrie textile ou des
Conventions for each industry. A similar method of interpretation now appeared to be proposed for the resolution relating to the textile industry.

That resolution spoke of "the introduction of reduced working hours throughout the industry". This clearly showed that the intention of the Conference had been to deal with the question as a whole.

It was true that there was a difference between the manufacture of artificial silk yarn and that of cotton or linen yarn. That difference, however, only existed in the early stages of manufacture; the process of weaving was the same for artificial silk as for other textiles, and was therefore part of the textile industry. It was true that the early stages of the manufacture of artificial silk were part of the chemical industry, but since the reduction of hours of work in the chemical industry was also to be placed on the agenda of the Conference, the question of demarcation would not cause any difficulty. This was in any case no argument for establishing three separate Conventions on the various branches of the textile industry.

A distinction should be drawn between the preparatory work carried out by the Office and the drawing up of a Convention by the Conference. It would probably be desirable for the Office to study in detail the different branches of the textile industry and to draw up a report on them. That report, however, should not lead to the adoption of three separate Conventions, but should contain general conclusions allowing of the adoption of a single Convention.

The workers' group had been told that for legal reasons it was not possible to adopt a general Convention on hours of work constituting a framework within which provision was made for the methods of application to each industry. He had accepted that statement, although he might have pointed out that in France the eight-hour day formed the subject of a general Act providing different methods of application to different industries. Even, however, if it were admitted that such a procedure could not be used internationally, that was no reason for adopting separate Conventions for different branches of a single industry. That method was likely to increase the difficulties since the more a question was subdivided, the more difficulties of detail became apparent.

Mr. Olivetti pointed out that he had voted in favour of placing the reduction of hours of work in the textile industry on the agenda of the Conference. Italy was the only country in Europe which had generally applied the 40-hour week. It was therefore to the interest of Italian industry not only that a Convention relating to the 40-hour week should be adopted by the Conference but also that it should be applied by the States Members.

It had been maintained that experience had shown that Conventions which went into too much detail were not likely to be ratified because, as Mr. Jouhaux had pointed out, the difficulties did not become apparent when a general Convention had to be ratified; they nevertheless existed, and it was they which subsequently prevented the ratification or application of Conventions.

Mr. Picquenard urged that the reduction of hours of work in the textile industry should be placed on the agenda of the Conference as a single item. He had two reasons for this view. In the first place, national or international legislation must, if it was to give good results, place competing industries on a footing of equality. The various textiles competed with one another, and were moreover often combined in the same fabric. The same rules must therefore apply to all branches of the textile industry. If the Conference, contrary to his expectation, found it necessary to provide different treatment for the various branches of the textile industry, it could either adopt separate Conventions or lay down different methods of application in a single Convention.

His second reason was that the Director had referred to the need for consulting experts on each of the textile industries. He knew that the advice of experts was often very useful. It was, however, necessary to consider whether the experts to be consulted were to be experts on the textile industry or experts on labour legislation. It often
experts en matière de réglementation du travail. Il arrive très souvent que des personnes hautement compétentes au point de vue technique dans une industrie déterminée le soient moins en matière sociale. Si l'on examine l'évolution de la législation sociale dans les divers pays, on constate que presque chaque fois qu'il s'est agi d'insérer dans cette législation un principe nouveau, des techniciens ont déclaré que sa mise en vigueur mettrait en danger l'existence même de leur industrie. Cependant ces principes ont été successivement appliqués sans que les prédictions pessimistes de ces experts se soient réalisées.

Une expérience du même genre a été faite en France lors de l'application de la journée de 8 heures aux différentes industries. Une loi générale a établi le principe de la limitation à huit heures par jour de la durée du travail dans l'ensemble de l'industrie et du commerce, en laissant à des règlements d'administration publique le soin de déterminer les modalités d'application pour chaque branche de l'industrie et du commerce. Pour la préparation des règlements d'administration publique, des représentants patronaux et ouvriers furent consultés. Parmi les premiers il y avait des techniciens, et ceux-ci étaient le plus souvent d'accord pour déclarer que la mise en vigueur de la journée de huit heures était impossible dans leur propre industrie. La journée de huit heures n'en a pas moins été appliquée et ces industries ont continué à prospérer. C'est qu'en fait les techniciens envisageaient les problèmes du point de vue de la production et non du point de vue social. Ils ne se rendent pas compte que la production peut, grâce à une meilleure organisation et à une mécanisation plus poussée, être maintenue ou même accrue lorsqu'on réduit la durée du travail. Il ne faut donc pas attacher une importance exagérée à la consultation des techniciens, lorsqu'il s'agit de législation sociale, mais faire davantage crédit à l'opinion de ceux qui connaissent, sous un angle différent, les répercussions de cette législation sur la production.

Pour ces raisons, il déclare faire au nom de son Gouvernement des réserves sur la nécessité d'accorder un crédit en vue de la consultation de techniciens de l'industrie textile.

Le Directeur déclare qu'il n'est pas possible d'ajourner jusqu'à la session de février du Conseil d'administration la décision en ce qui concerne la forme sous laquelle la question devra être inscrite à l'ordre du jour. En tout cas, la question de savoir si l'industrie textile doit faire l'objet d'un ou de trois points de l'ordre du jour n'est pas réellement une question technique mais une simple question d'opportunité. Si l'on prévoit trois points à l'ordre du jour, les Gouvernements seront en mesure d'envoyer un plus grand nombre de conseillers techniques et c'est pour cette raison qu'il est encore d'avis qu'il serait préférable de subdiviser la question. Le Bureau n'en continuera pas moins à traiter la question de l'industrie textile comme un tout ; il soumettra un seul rapport sur cette question, et ne s'engage aucunement à présenter trois projets distincts de convention à la Conférence.

Il reconnaît avec M. Jouhaux qu'il est nécessaire d'envisager les industries dans leurs grandes lignes. Une fois que l'on procède à des subdivisions, celles-ci peuvent être multipliées à l'infini. Pour cette raison il préférerait que l'industrie textile fût traitée comme un tout et fît l'objet d'un rapport unique, même si l'on devait inscrire à l'ordre du jour trois points se rapportant à cette industrie.

En ce qui concerne sa proposition de procéder à une consultation d'experts, il constate que ce terme « experts » prête souvent à des malentendus. Il pense comme M. Picquenard qu'il est parfois peu profitable de consulter des techniciens quand il s'agit de questions sociales et que leur avis est presque toujours négatif. Il ne croit pas toutefois que le Bureau puisse se laisser induire en erreur par de tels avis. Les experts qu'il a l'intention de consulter sont, plutôt que des techniciens, des personnes au courant des aspects sociaux du travail industriel, c'est-à-dire essentiellement des personnes faisant partie des organisations patronales et ouvrières de l'industrie textile elle-même. Il estime que cette consultation est nécessaire, et espère que le Conseil d'administration lui permettra de l'organiser. Il serait difficile de convoquer une grande Conférence tripartite avant la prochaine session de la Conférence internationale du Travail. Pour ces raisons le Directeur espère que sa proposition de réunir sur les bases qu'il a proposées un certain nombre d'experts sera adoptée.

Il demande également au Conseil d'administration d'indiquer dès maintenant au
happened that persons who were highly expert on the technical aspects of particular industries were less competent on labour questions. A study of the development of labour legislation in the various countries showed that when it was proposed to embody some new principle in legislation, the technical experts had nearly always said that it would endanger the existence of their particular industry. Yet those principles had been successively applied, and the fears of the experts had not been realised.

Experience of this kind had been acquired in the application of the eight-hour day to the various industries in France. There was a general Act laying down the principle of the limitation of work in industry and commerce as a whole to eight per day, and leaving it to administrative regulations to determine the method of application to each branch of industry and commerce. When the administrative regulations had been prepared, employers' and workers' representatives had been consulted. Some of the former were technical experts, and they generally agreed that in their particular industry the application of the eight-hour day was impossible. The eight-hour day had, however, been applied, and the industries had continued to flourish. This was because technical experts regarded matters from the point of view of production and not from the social point of view. They failed to realise that by means of a better organisation of work and improved machinery production could be maintained or even increased even though hours of work were reduced. It was therefore essential not to pay undue regard to the views of purely technical experts when questions of labour legislation were under consideration, but to listen to the opinions of those who were acquainted, from a different point of view, with the influence of social legislation on production.

For these reasons he expressed reservations on behalf of his Government as regards the necessity of granting funds for the consultation of experts on the textile industry.

The Director said that it would not be possible to adjourn the decision as regards the form in which the question was to be placed on the agenda until the February Session of the Governing Body. In any case the question whether the textile industry should constitute one item or three items was not really a technical one but was a question of expediency. If three items were placed on the agenda, the Governments would be able to send a larger number of advisers, and for that reason he was still in favour of subdividing the question. The Office would still continue to deal with the textile industry as a whole, would submit only one report on it and would undertake no obligation whatever to present three drafts for Conventions to the Conference.

He agreed with Mr. Jouhaux that it was necessary to deal with industries on broad lines. Once they were subdivided, that process could be continued indefinitely. For that reason he would prefer that the textile industry should be treated as a whole in a single report, even though three items relating to it were placed on the agenda.

As regards the proposal to consult experts, the term "expert" often gave rise to misunderstanding. He agreed with Mr. Picquenard that it was sometimes not very profitable to consult technicians on social questions, and that their advice was almost invariably negative. He did not think, however, that the Office was likely to be led astray by advice of that kind. The experts whom he intended to consult were not so much technical experts as persons accustomed to dealing with the social aspects of industries, namely, primarily persons belonging to the employers' and workers' organisations in the textile industry itself. He felt that it was really necessary for the Office to consult such persons, and he hoped that the Governing Body would allow it to do so. It would be difficult to convene a large tripartite Conference before the next session of the International Labour Conference, and he therefore hoped that his proposal for convening experts would be adopted on the lines which he had suggested.

He would also ask the Governing Body to give the Office a definite instruction
Bureau s'il désire que celui-ci soumette à la Conférence un rapport gris ou un rapport gris-bleu sur la réduction de la durée du travail dans l'industrie textile.

Par 13 voix contre 8, le Conseil d'administration décide que la réduction de la durée du travail dans l'industrie textile constituera un seul point de l'ordre du jour de la session de 1936 de la Conférence.

Le Président rappelle que le Conseil d'administration doit maintenant décider s'il approuve ou non la procédure proposée par le Directeur pour la consultation d'experts.

M. Picquenard déclare qu'il s'est élevé contre une certaine forme de consultation d'experts, mais qu'il accepte d'autres méthodes de consultation.

Par 12 voix contre 10, le Conseil d'administration approuve la méthode proposée par le Directeur pour la consultation d'experts.

M. Oersted attire l'attention sur le paragraphe 3 de l'article 13 du règlement du Conseil d’administration qui dit:

« Le Conseil d'administration n'adopte aucune décision relative à des propositions entraînant des dépenses tant que cette proposition n'a pas été renvoyée à l'examen préalable du Comité du budget. Le Comité du budget élabore un rapport où il détermine les dépenses à prévoir et propose les mesures de nature à couvrir les dépenses. »

M. Picquenard est du même avis que M. Oersted. S'il s'agit d'une consultation d'experts à laquelle le Bureau pourra procéder sans nouveau crédit budgétaire, il l'accepte. Mais s'il s'agit d'une consultation entraînant une augmentation des crédits budgétaires attribués au Bureau, la question doit être soumise au Comité du budget, conformément au règlement.

Le Directeur propose que le Comité du budget se réunisse le lendemain pour examiner la proposition de consultation des experts, de manière à éliminer tout doute concernant la situation financière.

Cette procédure est approuvée.

Le Président déclare que le Conseil d'administration doit également décider si le Bureau doit préparer un rapport gris ou un rapport gris-bleu pour la session de 1936 de la Conférence.

Par 15 voix contre 13, le Conseil d'administration décide de charger le Bureau de préparer un rapport gris-bleu sur la réduction de la durée du travail dans l'industrie textile pour la session de 1936 de la Conférence.

M. Oersted demande s'il sera possible au Bureau de consulter des experts et de préparer un rapport gris-bleu à temps pour que tous les membres de la Conférence puissent étudier ce rapport à loisir.

Le Directeur rappelle que, d'après le règlement, le Bureau ne pourrait envoyer aux Gouvernements soit un rapport gris, soit un rapport gris-bleu qu'après la prochaine session du Conseil d'administration, les rapports gris et la partie correspondante des rapports gris-bleu devant être soumis au préalable au Conseil d'administration. Il se propose d'organiser la consultation des experts de telle façon que le rapport gris-bleu puisse être envoyé aux Gouvernements immédiatement après la session de février du Conseil. De cette manière, le rapport parviendrait aux pays les plus éloignés avant la fin de mars.

DIX-SEPTIÈME QUESTION A L'ORDRE DU JOUR.

Rapport de la Commission des loisirs des travailleurs.

M. Rice, président et rapporteur de la Commission des loisirs des travailleurs, présente le rapport de la Commission. La Commission a décidé de demander:

1° que le Conseil d'administration lui accorde une prolongation de son mandat afin de lui permettre de fournir, à la session de février 1936 du Conseil d'administration,
as to whether it should submit to the Conference a grey report or a grey-blue report on the reduction of hours of work in the textile industry.

The Governing Body decided by 13 votes to 8 that the reduction of hours of work in the textile industry should be placed on the agenda of the 1936 Session of the Conference as a single item.

The Chairman said that the Governing Body now had to decide whether it approved the procedure proposed by the Director for the consultation of experts.

Mr. Picquenard said that he had objected to the consultation of experts in one particular form, but that he could agree to other methods of consultation.

The Governing Body, by 12 votes to 10, approved the method proposed by the Director for the consultation of experts.

Mr. Oersted drew attention to paragraph 3 of Article 13 of the Standing Orders of the Governing Body, which was as follows:

"The Governing Body shall take no decision regarding any proposal involving expenditure until that proposal has been referred in the first instance to the Finance Committee. The Finance Committee shall make a report, including an estimate of the cost, and a suggestion as to the manner in which provision should be made for the necessary expenditure."

Mr. Picquenard said that he agreed with Mr. Oersted. If the consultation of experts could be carried out without any additional expenditure, he would agree to it. If, however, fresh expenditure were involved, the question must be submitted to the Finance Committee in accordance with the Standing Orders.

The Director suggested that in order to avoid any possibility of doubt as to the financial situation, the Finance Committee should meet on the following day and consider the proposal for the consultation of experts.

That suggestion was approved.

The Chairman said that the Governing Body had also to decide whether the Office should be instructed to prepare a grey or a grey-blue report for the 1936 Session of the Conference.

The Governing Body decided by 15 votes to 13 to instruct the Office to prepare a grey-blue report on the reduction of hours of work in the textile industry for the 1936 Session of the Conference.

Mr. Oersted asked whether it would be possible for the Office to consult experts and to prepare a grey-blue report in sufficient time for it to be properly studied by the delegates to the Conference.

The Director said that under the Standing Orders the Office could not circulate either a grey or a grey-blue report to Governments until after the next session of the Governing Body, because the grey report or the corresponding portion of the grey-blue report had to be submitted to the Governing Body. He intended to arrange for the consultation of experts in such a way as to enable the grey-blue report to be sent to Governments immediately after the February Session of the Governing Body. In this way it would reach even the most distant countries before the end of March.

Seventeenth Item on the Agenda.

Report of the Committee on Workers' Spare Time.

Mr. Rice, Chairman and Reporter of the Committee on Workers' Spare Time, submitted the report of the Committee. The Committee had decided:

(1) To request the Governing Body to prolong its term of office in order to enable it to submit to the Governing Body, at its session of February 1936,
des propositions sur l'opportunité de créer une commission d'experts pour les loisirs des travailleurs, en précisant la nature et la composition d'une telle commission ;

2° que le Bureau international du Travail soit chargé de préparer, afin d'aider la Commission à établir des propositions définies, un rapport sur les mesures prises dans les divers pays en faveur de l'utilisation des loisirs des travailleurs et sur les organisations qui exercent une activité dans ce domaine.

Le Conseil d'administration approuve le rapport de la Commission des loisirs des travailleurs.

DIX-HUITIÈME QUESTION À L'ORDRE DU JOUR.

Rapport de la Commission des charges sociales.

M. Yoshisaka, président et rapporteur de la Commission des charges sociales, déclare que la Commission a examiné les différentes monographies sur les charges sociales préparées par le Bureau. Elle a félicité celui-ci pour les travaux préparatoires qu'il a exécutés, mais exprimé le regret que plusieurs pays n'aient pas encore répondu au questionnaire qui leur a été adressé. La Commission a décidé de recommander que ces monographies soient publiées en deux volumes, l'un concernant les 19 pays qui ont répondu au questionnaire et le second les autres pays. Elle recommande que le Bureau soit autorisé à publier le premier volume le plus tôt possible. Quand au second volume, la Commission recommande que le Conseil d'administration autorise le Bureau à envoyer une lettre de rappel aux Gouvernements qui n'ont pas encore répondu. Elle suggère en outre que le Directeur soit autorisé à convoquer une réunion de la Commission des charges sociales aussitôt que les monographies concernant le deuxième volume de l'Annuaire des services sociaux seront prêtes à être examinées.

M. Forbes Watson rend hommage au Bureau pour l'étude qu'il a publiée sur les services sociaux. Il porte un intérêt tout particulier à cette question, dont il a été un des premiers à proposer l'étude. Il estime qu'il est particulièrement approprié que l'Organisation procède à des travaux de cette nature, et il souhaite même qu'elle leur consacre plus d'attention que par le passé. Sans doute, l'œuvre n'est pas encore parfaite en raison du volume énorme de données à recueillir et coordonner, et il faudra encore beaucoup d'années pour que ce résultat soit atteint. Mais, grâce aux travaux entrepris par le Bureau dans ce domaine, il sera possible de mettre à la disposition du public une documentation de plus en plus sûre à l'égard d'un problème dont l'importance va toujours grandissant dans le monde. Il reconnaît qu'il s'agit là d'une tâche assez ingrate, qui exige beaucoup de patience et d'efforts, et il estime qu'il aura fait œuvre utile s'il a contribué en quelque mesure à encourager le Bureau à l'accomplir.

Le Conseil d'administration approuve le rapport de la Commission des charges sociales.

vingtième question à l'ordre du jour.

Compte rendu de la réunion du Comité de correspondance pour la prévention des accidents.

Le Conseil d'administration décide de renvoyer à sa 74ème session l'examen du compte rendu de la réunion du Comité de correspondance pour la prévention des accidents.

vingt-et-unième question à l'ordre du jour.

Nécrologie.

Rapport du Directeur.

Nécrologie.

Le Directeur rappelle que l'Organisation a enregistré plusieurs deuils depuis la dernière session du Conseil. Parmi les disparus, il faut signaler M. Huber, qui fut
proposals on the desirability of constituting a Committee of Experts on Workers' Spare Time, and on the nature and composition of such a Committee;

(2) To request the Governing Body to instruct the Office to prepare, in order to assist the Committee to draw up definite proposals, a report on the measures taken in the various countries for the utilisation of workers' spare time and on the organisations working in this field.

The Governing Body approved the report of the Committee on Workers' Spare Time.

EIGHTEENTH ITEM ON THE AGENDA.

Report of the Committee on Social Charges.

Mr. Yoshisaka, Chairman and Reporter of the Committee on Social Charges, said that the Committee had examined the various monographs on social charges prepared by the Office. It congratulated the Office on the preparatory work which it had done, but regretted that several countries had not yet replied to the questionnaire which had been sent to them. The Committee had accordingly recommended that the monographs should be published in two volumes, the first volume containing reports on the 19 countries which had replied to the questionnaire, and the second volume the other monographs. It recommended that the Office should be authorised to publish the first volume of the survey as soon as possible. As regards the second volume, the Committee recommended that the Governing Body should authorise the Office to send out a letter of reminder to the Governments which had not yet replied. It further suggested that the Director should be authorised to summon a meeting of the Committee on Social Charges as soon as the monographs for the second volume of the International Survey of Social Services were ready to be examined.

Mr. Forbes Watson expressed his appreciation of the work of the Office in connection with the Survey of Social Services. He was particularly interested in this work because he was one of those who had first proposed it. In his view work of this kind was peculiarly suited to the Organisation and should receive more attention than in the past. He did not claim that the work which had been done was yet perfect; in view of the great mass of information which had to be collected and co-ordinated, it might be many years before that could be the case. The work which the Office had done in this sphere would, however, result in placing at the disposal of the public increasingly reliable information on this vital matter which was receiving increasing attention in every country. He was aware that the task was a thankless one, requiring much patience and effort, and if he had in any way encouraged the Office to continue it he would feel that he had done good service.

The Governing Body approved the Report of the Committee on Social Charges.

TWENTIETH ITEM ON THE AGENDA.

Record of the meeting of the Correspondence Committee on Accident Prevention.

The Governing Body adjourned the consideration of the Record of the meeting of the Correspondence Committee on Accident Prevention until its Seventy-fourth Session.

TWENTY-FIRST ITEM ON THE AGENDA.

The Director's Report.

Obituaries.

The Director said that the Organisation had suffered a number of losses since the last session of the Governing Body. In the first place there was Mr. Hueber, who
membre adjoint ouvrier autrichien du Conseil d'administration; M. Razza, qui fut à plusieurs reprises délégué ouvrier italien à la Conférence et qui jouissait de l'estime même de ceux qui ne partageaient pas ses idées; M. Moser, qui avait fait partie des commissions spéciales constituées en vertu de l'article 312 du Traité de Versailles pour étudier les questions du transfert des fonds des assurances sociales; Mlle Pelevilain, membre du Comité de correspondance pour le travail féminin.

Le Bureau a également fait une lourde perte en la personne de M. Asari, directeur du Bureau de correspondance de Tokio depuis sa fondation. C'est grâce à son énergie et à sa persévérance que le Bureau de Tokio est devenu une institution extrêmement utile et que l'Organisation internationale du Travail a pu être mieux connue au Japon. Il rend hommage à l'effort accompli par M. Asari, qui a pu contribuer à aggraver la maladie par laquelle il a été finalement emporté.

Le Bureau a également subi une perte douloureuse en la personne du R. P. Achille Danset, qui, bien qu'il soit resté peu de temps au Bureau, avait produit une grande impression sur tous, non seulement par l'excellence de son travail, mais aussi par sa personnalité.

Il croit devoir également évoquer le souvenir d'un autre disparu, M. Arthur Henderson. Bien que M. Henderson n'ait jamais été délégué à la Conférence ou au Conseil d'administration, il avait pris une part importante à la préparation de la Constitution de l'Organisation internationale du Travail et il s'était toujours profondément intéressé à son développement.

Le Conseil d'administration rend hommage à la mémoire des disparus en observant le silence pendant une minute.

Date de la XXe session de la Conférence (1936).

Le Directeur déclare que, vu la date plus tardive qu'à l'ordinaire à laquelle se tiendra la prochaine session du Conseil d'administration, il est nécessaire de fixer dès à présent la date de la XXe session de la Conférence. Il propose la date du 11 juin, qui semble la plus tardive que l'on puisse adopter, en raison du climat; d'autre part, étant donné que la prochaine session du Conseil d'administration ne pourra sans doute pas avoir lieu avant la fin du mois de février, il serait désirable que la Conférence se réunit le plus tard possible. On s'écarterait ainsi, il est vrai, du principe adopté par le Conseil et d'après lequel la Conférence doit s'ouvrir le deuxième jeudi de mai, mais il estime qu'il y a, dans le cas particulier, des raisons impérieuses pour adopter une date plus tardive.

M. Rice propose d'aller encore plus loin dans cette voie et de décider que la Conférence s'ouvrira dans les dix premiers jours de juillet. Il croit qu'un certain nombre de membres des différents groupes du Conseil d'administration seraient prêts à accepter un tel ajournement. Les membres qui ont présenté des objections les ont surtout basées sur des raisons concernant le climat de Genève. Or, il a trouvé, au sujet des conditions météorologiques à Genève, des renseignements officiels d'où il résulte que la température moyenne en juillet dépasse d'un peu plus d'un degré seulement celle des trois semaines suivant le 11 juin, que cette température moyenne est de 18,7° (65½° Fahrenheit) et que la moyenne des jours de pluie au mois de juillet est de 9, contre 11 au mois de juin.

Une autre raison pour ajourner l'ouverture de la Conférence est que la session de février du Conseil d'administration sera retardée comme conséquence de la Conférence de Santiago et que probablement la session d'avril subira aussi un certain décalage. En outre, il est nécessaire de prévoir un délai suffisant pour l'étude des rapports à envoyer après la réunion des experts de l'industrie textile qui doit avoir lieu à l'issue de la session de février du Conseil.

Il semble que la coutume est d'ouvrir la Conférence un jeudi. Les deux premiers jeudis de juillet sont le 2 et le 9. Il propose de réunir la Conférence de préférence le 2 plutôt que le 9 juillet.

M. Oersted n'a pas été consulté sur la proposition de M. Rice et ne pourrait l'accepter. Bien que la température moyenne ne soit peut-être pas beaucoup plus
had been Austrian workers' deputy member of the Governing Body. There was also Mr. Razza, who had several times been Italian workers' delegate at the Conference, and who had enjoyed general esteem even among those whose opinions differed from his. There was also Mr. Moser, who had been a member of the special Commissions set up under Article 312 of the Treaty of Versailles to deal with the transfer of social insurance funds, and Miss Pelevilain, who was a member of the Correspondence Committee on Women's Work.

The Office had also suffered a heavy loss by the death of Mr. Asari, who had been Director of the Tokyo Office since its inception. It was due to his energy and persistence that the Tokyo Office was built up into a useful institution and that the International Labour Organisation became better known in Japan. The Director paid a tribute to Mr. Asari's work, which had perhaps contributed to the illness which had finally caused his death.

The Office had also suffered a great loss by the death of Father Achille Danset, who, although he had only spent a short time in the Office, had already made an impression upon everyone, not only by his admirable work, but also by his personality.

There was one more recent death which he felt it would be inappropriate not to mention: the death of Arthur Henderson. Although he was never a delegate to the Conference or the Governing Body, he took a prominent part in drafting the Constitution of the International Labour Organisation and always took the deepest interest in its fortunes.

The Governing Body paid a tribute to the memory of the persons to whom the Director had referred by standing in silence for one minute.

Date of the Twentieth (1936) Session of the Conference.

The Director said that as the next session of the Governing Body would probably be held somewhat later than usual, it was necessary to decide at once on the date of the Twentieth Session of the Conference. The date suggested was 11 June. That appeared to be the latest date which was feasible in view of climatic conditions; and it was desirable that the Conference should be held as late as possible in view of the fact that the next session of the Governing Body would probably not take place until the latter part of February. It was true that this was a departure from the principle laid down by the Governing Body that the sessions of the Conference should open on the second Thursday in May. On the present occasion, however, he considered that there were strong reasons for adopting a later date.

Mr. Rice suggested that the opening of the Conference should be deferred still further, and that it should begin in the first ten days of July. He understood that a number of members in the various groups of the Governing Body would be prepared to agree to such a postponement. Those members who had objected appeared to have done so chiefly for climatic reasons. He had, however, obtained official weather figures for Geneva and these showed that the average temperature in July was only a little more than one degree centigrade higher than during the three weeks beginning 11 June; that the average temperature in July was 18.7 centigrade, or 65 ½ degrees Fahrenheit; and that the average number of days of rain in July was 9 as compared with 11 in June.

One reason for postponing the Conference was that the February Session of the Governing Body would be held later than usual on account of the Santiago Conference, and that presumably the April Session would also be later than usual. Another reason was that it was necessary to allow sufficient time for the study of the reports sent out after the meeting of the textile specialists which was to be held after the close of the February Session of the Governing Body.

He understood that it was the usual practice for the Conference to open on Thursday. The first two Thursdays in July fell on the 2nd and the 9th. He proposed that the Conference should open, if possible, on the 2nd rather than the 9th.

Mr. Oersted said that he had not been consulted on Mr. Rice's proposal, and he did not agree with it. Although the average temperature might not be much higher in
élevée en juillet qu’en juin, il n’en est pas moins certain que la salle de la Conférence serait infiniment moins confortable en juillet. Même en juin, on y souffre déjà considérablement de la chaleur.

Il avait lui-même l’intention de demander que la Conférence s’ouvre le 4 juin. C’est là déjà une date assez tardive. Il se voit par conséquent dans l’obligation de s’opposer à la proposition de M. Rice.

Plusieurs membres du Conseil d’administration ont suggéré à diverses reprises de revenir à l’ancienne date, c’est-à-dire de tenir la Conférence en octobre. Il s’incline devant les nécessités de la délégation des États-Unis, mais si la date de la Conférence doit être changée, il propose de choisir le mois d’octobre. Il est vrai que des difficultés peuvent se présenter du fait que l’Assemblée de la Société des Nations ne se termine en général qu’à la fin du mois de septembre, mais il croit qu’il y aurait moyen d’obvier à cette difficulté.

Le Directeur déclare que tout en voulant faire tout ce qui est possible pour être agréable à la délégation des États-Unis, il doit constater qu’il serait très difficile de changer la date de la Conférence d’une manière qui modifierait tout le rythme de travail du Bureau. Il est certain qu’il y a beaucoup plus de journées très chaudes en juillet qu’en juin. La question se poserait de manière différente si la Conférence devait se tenir dans les nouveaux bâtiments, qui possèdent un système de conditionnement de l’air. Mais la Conférence de 1936 aura encore lieu au Palais du Conseil général, où, même en juin, la température est extrêmement pénible.

Il incline à penser comme M. Oersted, que si la date de la Conférence doit être changée, il serait préférable de la reporter en octobre. C’est là toutefois une décision qui devrait n’être prise qu’à bon escient, car elle modifierait le rythme auquel les Gouvernements se sont accoutumés. Une telle modification ne serait possible qu’en donnant aux Gouvernements et aux intéressés un préavis suffisamment long. Il serait possible de réunir la Conférence ordinaire en octobre 1936 et la Conférence maritime en juin de la même année. Cela signifierait toutefois que la réunion de la Conférence devrait être fixée d’une manière permanente au mois d’octobre, sans quoi il n’y aurait qu’un intervalle de neuf mois entre la Conférence de 1936 et celle de 1937.

M. Rice déclare que sa proposition exprime une préférence très nette du Gouvernement des États-Unis. La question a été discutée par les différents délégués des États-Unis à la Conférence. La session du Congrès des États-Unis prend fin en juin. Il est impossible au Secrétaire du travail des États-Unis de quitter son pays à ce moment, et il est également difficile pour les dirigeants de la Fédération américaine du travail de s’absenter en raison de l’importance de la législation qui est discutée à cette époque.

M. Oersted demande à M. Rice, avec toute la courtoisie due au Gouvernement des États-Unis, de vouloir bien renoncer à sa proposition pour cette année. Il suggère que le Conseil d’administration examine cette question à fond pour voir s’il n’est pas possible de modifier radicalement la date de la Conférence. On pourrait peut-être donner suite au vœu du Gouvernement des États-Unis pour les années à venir, mais en ce qui concerne la prochaine session de la Conférence il serait bien tard pour procéder à un changement. En outre, le Conseil d’administration ne devrait pas prendre une décision d’une telle importance sans connaître l’avis des autres États représentés à la Conférence. Pour ces raisons, il maintient sa proposition de fixer l’ouverture de la Conférence au 4 juin, à moins que le Directeur déclare que cela est matériellement impossible. Il propose également de façon formelle que le Conseil d’administration réexamine toute la question, après avoir pris l’avis des autres États Membres de l’Organisation.

Sir Bhupendra Nath Mitra appuie la proposition de M. Oersted. Au cas où un changement radical devrait être apporté à la date de réunion de la Conférence, il demande que le Conseil ne prenne pas de décision avant que les autres Gouvernements intéressés aient été consultés. Le mois de juillet convient aux États-Unis par suite de la date de réunion du Congrès. En Inde, par contre, l’Assemblée législative se réunit en août et il serait impossible à plusieurs délégués patronaux et ouvriers de l’Inde, qui sont membres de cette Assemblée, de participer à la Conférence en juillet.
July than in June, it was quite certain that the Conference Hall would be very much more uncomfortable in July. The heat was very inconvenient even in June.

He had himself intended to ask that the Conference should open on 4 June. That date was quite late enough. He was therefore opposed to Mr. Rice’s proposal.

Some members of the Governing Body had more than once suggested that there should be a return to the previous practice of holding the Conference in October. He was anxious to make due allowance for the convenience of the United States delegation, but if the date of the Conference were to be changed, he would propose that October should be chosen. It was true that that involved certain difficulties as the Assembly of the League of Nations did not usually finish until the end of September, but he thought that difficulty could be overcome.

_The Director_ said that while he was anxious to do everything possible to meet the convenience of the United States delegation, it would be very difficult to change the date of the Conference in a way which would affect the whole rhythm of the work of the Organisation. There was no doubt that the number of very hot days in July was much greater than in June. The position might be different if the Conference were to be held in the new building, which had an air-conditioning system; but in 1936 it would be held in the _Palais du Conseil Général_, where conditions of temperature were extremely difficult even in June.

He was inclined to agree with Mr. Oersted that if the date of the Conference were to be changed, it should be changed to October. That, however, was a decision which would need a good deal of consideration, because it would disturb the rhythm of work to which Governments had become accustomed. Such a change could only be made after ample notice had been given to the Governments and everyone else concerned. It would be possible to hold the general Conference in October 1936 and the maritime session in June of that year. That would mean, however, that the date of the Conference must be permanently changed to October, as otherwise there would only be a nine months’ interval between the Conference of 1936 and that of 1937.

_Mr. Rice_ said that his proposal represented the very definite preference of the United States Government. The matter had been discussed by the various United States delegates to the Conference. The United States Congress was in its last weeks of session during June. It was impossible for the Secretary of Labor to leave the United States in that month, and it was also difficult for the principal officers of the American Federation of Labor to be absent owing to the important legislation which was considered at that time.

_Mr. Oersted_ appealed to Mr. Rice, with all possible respect to the United States Government, to give up his proposal for the present year. He suggested that the Governing Body should examine the whole question and see whether there should not be a radical change in the date of the Conference. It would perhaps be possible to meet the views of the United States Government in following years, but as regards the forthcoming session of the Conference it was somewhat late to make a change. Besides, the Governing Body should not take such a decision without knowing what were the views of the other States represented at the Conference. He therefore maintained his proposal that the Conference should open on 4 June unless the Director told him that that date was not practically possible. He also definitely proposed that the Governing Body should re-examine the whole question after ascertaining the views of the Governments of the other States Members of the Organisation.

_Sir Bhupendra Nath Mitra_ supported Mr. Oersted’s proposal. The question of a radical change in the date of the Conference should not be decided on until the other Governments concerned had been fully consulted. The month of July was convenient to the United States because of the date of the session of Congress; in India, however, the Legislative Assembly met in August, and that would make it impossible for certain Indian employers’ and workers’ delegates who were members of that Assembly to attend a Conference in July.
M. Hayday souligne que toutes les suggestions qui ont été faites concernant la date de la session de 1936 de la Conférence s'écartent de la date fixe établie par le Conseil d'administration. Il demande qu'on lui indique des raisons plus sérieuses que celles qui ont été avancées pour justifier ce changement. Les délégués à la Conférence prennent leurs dispositions pour d'autres réunions auxquelles ils doivent participer en se basant sur cette date et une modification risque de les placer dans une situation difficile. Il suggère en conséquence que le Directeur ait des conversations avec les principaux intéressés qui demandent une modification de la date de la Conférence.

Le Directeur rappelle qu'au cours de l'année précédente on s'est écarté de la date régulière de la Conférence dans l'espoir qu'il serait ainsi possible à certaines personnalités des États-Unis retenues par les travaux du Congrès, de participer à la Conférence. Tel n'a pas été le cas, toutefois, et il n'est pas certain que leur présence serait assurée même si la Conférence siégeait en juillet, étant donné que le Congrès des États-Unis prolonge parfois sa session jusqu'à cette époque. Si donc la date de la Conférence doit être changée, il serait préférable de procéder une fois pour toutes à un changement radical.

La raison pour laquelle il a proposé que la Conférence ne s'ouvre pas avant le 11 juin est que, par suite de la Conférence de Santiago, tout le rythme de travail de l'Organisation sera retardé. Si la Conférence s'ouvrirait dans la seconde semaine de mai, les délégués ne disposeraient pas d'un délai suffisant pour étudier les documents qui leur seront envoyés. Pour cette raison, la date du 11 juin lui semble mieux convenir que celle du 4 juin.

Il suggère qu'une brève réunion des représentants des trois groupes ait lieu le lendemain en vue de fixer la date de la Conférence pour 1936 et, peut-être, d'examiner également les possibilités pour l'avenir. Il considère comme les orateurs qui l'ont précédé, qu'il serait impossible de modifier de façon permanente la date de la Conférence avant que tous les Gouvernements intéressés aient été consultés.

M. Hayday propose que la question de la date de la Conférence soit examinée conformément à la suggestion du Directeur.

Le Conseil d'administration décide d'ajourner la question de la date de la session de 1936 de la Conférence à sa prochaine séance.

Règlement de la Conférence.

Le Conseil d'administration décide de renvoyer à sa Commission du règlement la question de l'interprétation de l'article 7, F), du règlement de la Conférence, soulevée par M. Mertens.

Question relative au règlement renvoyé par la Conférence au Conseil d'administration.

Le Conseil d'administration décide de renvoyer à sa Commission du règlement la question relative au quorum à la Conférence qui lui avait été renvoyée par la Conférence à sa XIXe session.

Représentation du Conseil d'administration à la Conférence de Santiago.

Le Directeur annonce que M. Jouhaux qui devait être le représentant ouvrier du Conseil d'administration à la Conférence de Santiago ne sera pas en mesure de s'y rendre. Le groupe ouvrier a désigné M. Kupers pour le remplacer.

Le Conseil d'administration approuve cette désignation.

Réunion préparatoire tripartite maritime.

M. Yonekubo déclare que les marins du monde entier attendent avec impatience la convocation de la session maritime de la Conférence depuis 1929. Ils ont profondément regretté que la convocation de cette Conférence ait été renvoyée pendant si longtemps et sont heureux d'apprendre que le Conseil d'administration a décidé, sur
Mr. Hayday pointed out that all the suggestions which had been made for the date of the 1936 Session of the Conference represented a departure from the fixed date originally decided on by the Governing Body. He would like to have a more substantial reason than had yet been given for changing the original date. Delegates to the Conference arranged their other engagements in order to correspond with what they had understood to be the date of the Conference, and a change in date placed them in a difficult position. He suggested that the Director might discuss the matter on the following day with the persons principally interested in the date of the Conference.

The Director said that in the previous year the regular date for the Conference had been put back in the hope that this would make it possible for certain personalities in the United States who were concerned with the business of Congress to attend the Conference. That, however, had proved not to be the case, and it was not certain that those persons would be able to attend even if the Conference were held in July, as the United States Congress sometimes sat all through that month. Therefore, if the date of the Conference were to be changed, it would probably be better to make a radical change once and for all.

His reason for proposing that the Conference should not open until 11 June was that the holding of the Santiago Conference would put back the whole timetable of the work of the Organisation. If the Conference met in the second week in May, the delegates would not have sufficient time to study the documents sent to them. For that reason he thought 11 June would be a better date than 4 June.

He suggested that a short meeting of representatives of all three groups should be held on the following day with a view to settling the date of the Conference in 1936 and perhaps exploring the possibilities of the future. He agreed with previous speakers that no permanent change in the date of the Conference could be made until all the Governments had been consulted.

Mr. Hayday proposed that the question of the date of the Conference should be adjourned as suggested by the Director.

The Governing Body decided that the question of the date of the 1936 Session of the Conference should be adjourned until the next sitting.

Standing Orders of the Conference.

The Governing Body decided to refer to the Standing Orders Committee the question of the interpretation of Article 7 F of the Standing Orders of the Conference which had been raised by Mr. Mertens.

Question concerning Standing Orders referred by the Conference to the Governing Body.

The Governing Body decided to refer to its Standing Orders Committee the question relating to the quorum at the Conference which had been referred to it by the Conference at its Nineteenth Session.

Representation of the Governing Body at the Santiago Conference.

The Director said that Mr. Jouhaux, who was to have been the workers' representative of the Governing Body at the Santiago Conference, would be unable to attend. The workers' group had nominated Mr. Kupers to take his place.

The Governing Body approved that nomination.

Preparatory Tripartite Meeting on Maritime Questions.

Mr. Yonekubo said that the seamen of the world had been looking forward to the convocation of the maritime session of the Conference ever since 1929. They had greatly regretted that that Conference had been postponed for so long, and they were glad that the Governing Body had now decided, on the unanimous proposal...
proposition unanime de la Commission paritaire maritime, de convoquer la réunion préparatoire tripartite pour l'automne de 1935 et de tenir la session maritime de la Conférence en 1936 aux fins de prendre une décision définitive sur les questions qui étaient inscrites à l'ordre du jour de la session maritime de 1929. Il déclare avoir encore quelque appréhension quant à la possibilité d'un changement de programme lors d'une session ultérieure du Conseil d'administration, notamment après avoir entendu la discussion qui vient d'avoir lieu sur la date de convocation de la session générale de la Conférence. En conséquence, il demande au Directeur de lui donner l'assurance que la session maritime de la Conférence se réunira bien pendant l'année 1936.

**M. Oersted** demande où aura lieu la réunion tripartite.

**Le Directeur** répond que la réunion préparatoire tripartite aura lieu à Genève, probablement dans les locaux du Bureau.

En réponse à M. Yonekubo, il déclare qu'il n'existe aucune raison de croire que pourrait être modifié l'accord intervenu au sein de la Commission paritaire maritime, quant à la convocation d'une réunion préparatoire tripartite en 1935 suivie d'une Conférence générale en 1936, et quant à la méthode de traitement, en une seule discussion, de la nouvelle question ajoutée à l'ordre du jour, celle des effectifs.

Les quatre questions non liquidées par la session de 1929 de la Conférence maritime feront de leur côté l'objet d'une deuxième discussion. Il a été nettement entendu à la Commission paritaire maritime, tant du côté des armateurs que de celui des marins, que l'introduction de la question des effectifs n'entraînerait aucun retard de procédure, puisque la réunion préparatoire serait considérée comme ayant procédé à la première discussion habituellement faite par la Conférence.

**M. Yonekubo** remercie le Directeur de son explication qui donnera certainement satisfaction aux marins du monde entier.

**Commission du travail agricole.**

Le Conseil d'administration décide que les suggestions faites dans le rapport du Directeur en ce qui concerne l'ordre du jour de cette Commission devront être examinées conjointement avec le septième point de l'ordre du jour (rapport et propositions du Bureau pour la constitution de la Commission agricole tripartite).

**Comité d'experts statisticiens.**

Le Conseil d'administration décide d'ajourner l'examen de la proposition tendant à réunir ce Comité jusqu'à ce qu'une décision ait été prise sur la troisième question à l'ordre du jour (Rapport du Bureau sur la représentation du Conseil d'administration dans les commissions d'experts).

**Commission de l'attelage automatique.**

Le Directeur déclare que l'on envisage la convocation de la sous-commission de l'attelage automatique pour le début de 1936 en vue d'examiner l'état actuel du problème et de faire des propositions quant aux moyens de faire exécuter le plus tôt possible des essais pratiques préliminaires de systèmes d'attelage appropriés.

**M. Tzaut** souligne que l'ordre du jour proposé pour la réunion de la sous-commission ressemble beaucoup à celui de la réunion de la Commission elle-même qui s'est tenue en février 1931. A cette époque la Commission n'a pas été en mesure d'aboutir à des résultats positifs parce qu'elle a reconnu que des essais comparatifs des divers systèmes étaient nécessaires et que ces essais comportaient des dépenses considérables. Elle a alors constitué une sous-commission pour étudier la question. Cette sous-commission a établi un programme financier comportant des contributions des Etats. Le Conseil d'administration a approuvé le rapport de cette sous-commission en octobre 1932. Depuis cette époque un seul Gouvernement, le Gouvernement italien, a accepté sans conditions de contribuer au fonds. Dans ces conditions il ne
of the Joint Maritime Commission, to convene the Preparatory Tripartite Meeting in the autumn of 1935 and to hold the maritime session of the Conference in 1936 in order to take a final decision on the items which had been on the agenda of the maritime session in 1929. He nevertheless still had some apprehension with regard to the possibility of a change of programme at a later, session of the Governing Body, especially in view of the discussion which had just taken place on the date of the general session of the Conference. He therefore asked the Director for an assurance that the maritime session of the Conference would be held at some date in 1936.

Mr Oersted asked where the Tripartite Meeting would be held.

The Director said that the Preparatory Tripartite Meeting would take place in Geneva, probably in the Office itself.

In reply to Mr. Yonekubo, he could say that there was no reason to believe that anything which had happened would interfere with the understanding reached at the Joint Maritime Commission that there should be a Preparatory Tripartite Meeting in 1935 followed by a general Conference in 1936, and that the new subject added to the agenda, that of manning, should form the subject of a single discussion in 1936.

The four questions carried over from the maritime session in 1929 would also come up for a second discussion. It had been clearly understood, both by the shipowners and the seamen at the Joint Maritime Commission, that the introduction of the question of manning would not involve any delay in the procedure, since the Preparatory Meeting would be regarded as having carried out the first discussion usually undertaken by the Conference.

Mr. Yonekubo thanked the Director for his explanation, which would be received with satisfaction by the seamen of the world.

Committee on Agricultural Work.

The Governing Body decided that the suggestions made in the Director's Report as regards the agenda of this Committee should be considered in connection with the seventh item on the agenda (Report and proposals of the Office concerning the setting up of the Tripartite Agricultural Committee).

Committee of Statistical Experts.

The Governing Body decided that the proposal for a meeting of this Committee should be reserved until after a decision had been taken on the thirteenth item on the agenda (Report of the Office on the representation of the Governing Body on Committees of Experts).

Committee on Automatic Coupling.

The Director said that it was proposed to convene the Sub-Committee of the Committee on Automatic Coupling early in 1936 to examine the present situation of the problem with a view to proposing means of enabling practical tests of suitable coupling systems to be carried out at the earliest possible date.

Mr. Tzaut said that the agenda proposed for the meeting of the Sub-Committee was somewhat similar to that of the full Committee at the meeting held in February 1931. The Committee had at that time been unable to achieve positive results because comparative tests of coupling systems were necessary and this involved considerable expense. It had then appointed a Sub-Committee to study the question. The Sub-Committee had drawn up a financial programme involving contributions from States. The Governing Body had approved its report in October 1932. Since that time only one Government, that of Italy, had agreed without reservation to contribute to the fund. In those circumstances he could not see what would be the use of a meeting of the Sub-Committee in February. No new developments appeared likely
voit pas quelle pourrait être l’utilité d’une réunion de la sous-commission en février. D’ici là, il ne se passera guère de faits permettant d’envisager la question sous un angle nouveau. Il ne s’oppose pas à la réunion de la sous-commission si elle peut avoir une utilité quelconque, mais dans la situation actuelle il estime que cette utilité est douteuse.

M. Schürch constate avec plaisir que M. Tzaut n’est pas opposé à une réunion de la sous-commission. Personnellement il insiste pour que la réunion ait lieu. À son avis, le fait que M. de Michelis sera à l’avenir membre de la commission semble de nature à apporter des indications nouvelles. La réunion n’entraînerait pas de grosses dépenses puisqu’elle pourrait se tenir à l’occasion d’une session du Conseil. Il estime nécessaire de convoquer la sous-commission, ne serait-ce que pour prendre connaissance de l’état actuel des choses et voir comment on pourrait faire progresser la question. L’heure actuelle est particulièrement favorable pour une action pratique, tout ce qui peut créer de nouvelles possibilités de travail étant susceptible d’améliorer la situation.

Le Conseil d’administration autorise le Directeur à convoquer une réunion de la sous-commission de l’attelage automatique au début de 1936 en vue d’examiner la question suivante :

Examen de la situation actuelle du problème de l’attelage automatique en vue d’envisager les moyens de faire exécuter le plus tôt possible des essais pratiques préliminaires de systèmes d’attelage appropriés.

M. Waline rappelle que M. Duchatel, qui était un expert français au Comité de l’attelage automatique, a été ultérieurement remplacé par M. de Boysson. Or, M. Duchatel était membre de la sous-commission. Comme la Commission ne se réunira pas avant la sous-commission, il demande que le Conseil d’administration autorise M. de Boysson à assister aux réunions de la sous-commission.

Le Conseil d’administration approuve la proposition faite par M. Waline.

La séance est levée à 19 heures 10.

W. A. Riddell.
to take place before that time. He would not oppose the meeting of the Sub-Committee if it could be of any use, but in present circumstances he doubted whether that would be the case.

Mr. Schürch said that he was glad to note that Mr. Tzaut did not oppose the meeting of the Sub-Committee. Personally, he was anxious that that meeting should take place, and he believed that the fact that Mr. de Michelis was now to be a member of it would supply further indications. The meeting would not be expensive as it could take place in connection with a session of the Governing Body. He thought it desirable that the Sub-Committee should meet, if only to take cognisance of the present situation and see what could be done to bring about some progress. The present would be a particularly appropriate time for practical action, as anything which could be done to give increased employment was of value in view of the present situation.

The Governing Body authorised the Director to call a meeting of the Sub-Committee on Automatic Coupling early in 1936 in order to consider the following question:

Examination of the present situation of the problem of automatic coupling, with a view to proposing means of enabling preliminary practical tests of suitable coupling systems to be carried out at the earliest possible date.

Mr. Waline said that Mr. Duchatel, the French expert on the Committee on Automatic Coupling, had subsequently been replaced by Mr. de Boysson. Mr. Duchatel had been a member of the Sub-Committee. As the full Committee would not meet before the Sub-Committee, he asked the Governing Body to authorise Mr. de Boysson to attend the meeting of the Sub-Committee.

The Governing Body approved Mr. Waline's proposal.

The sitting closed at 7.10 p.m.

W. A. Riddell.
PROCES-VERBAL DE LA SIXIÈME SÉANCE.

(Samedi 26 octobre 1935 — 11 heures 10.)


SEIZIÈME QUESTION A L'ORDRE DU JOUR.

Rapport du Comité du budget (suite).

M. Olivetti, rapporteur du Comité du budget, expose que le Comité s'est réuni pour examiner une demande de virement présentée par le Directeur en vue de couvrir les dépenses qu'entraînerait la consultation d'experts préalablement à l'élaboration du rapport gris-bleu sur la réduction de la durée du travail dans l'industrie textile.

Le Comité du budget a examiné cette proposition conformément à l'article 13, paragraphe 3, du règlement du Conseil et a procédé à une longue discussion sur la compétence du Conseil d'administration et du Comité du budget. Sans entrer dans les détails de cette discussion fort intéressante, et tout en réservant cette question générale, le Comité a décidé de recommander au Conseil d'autoriser le Directeur à engager au besoin des dépenses supplémentaires à concurrence de 15.000 francs au maximum en vue de la consultation d'experts; il serait entendu que le Directeur soumettrait au Comité du budget, à sa réunion du mois de février, des prévisions de dépenses détaillées justifiant éventuellement un virement pour une somme ne dépassant pas 15.000 francs, du Chapitre V (Dépenses imprévues) à l'article 12 (Consultation d'experts).

M. Forbes Watson attire l'attention du Conseil sur le fait que le Comité du budget a pris sa décision par 8 voix contre 6. Lui-même a été l'un des six membres qui ont voté contre la proposition, étant opposé au principe de la convocation d'experts sans que le Conseil ait connaissance du nombre et des noms des experts éventuellement convoqués.

Par 20 voix contre 8, le Conseil d'administration adopte la suggestion du Comité du budget.

VINGT-ET-UNIÈME QUESTION A L'ORDRE DU JOUR.

Rapport du Directeur (suite).

Conférence.

Le Président indique que le Conseil est appelé à examiner la question de la date de la session de 1936 de la Conférence.

Le Directeur expose que, conformément à la décision prise par le Conseil à sa séance précédente, il a été procédé à une consultation au sujet de la date d'ouverture de la prochaine session de la Conférence. M. Rice a souligné que l'on avait déjà dérogé à la date fixée en principe par le Conseil pour l'ouverture de la Conférence et que, au surplus, le Bureau suggérait de ne pas davantage s'en tenir à cette date pour la session de 1936. M. Rice a conclu que dans ces conditions, il serait nécessaire d'examiner
MINUTES OF THE SIXTH SITTING

(Saturday, 26 October 1935, 11.10 a.m.)

The Governing Body was composed as follows: Mr. RIDDELL, Chairman, Mr. ANSELMI, Mr. DELAUNEY, Mr. DENNISON, Mr. ERULKAR, Mr. ESTRADA CAJIGAL, Mr. FORBES WATSON, Mr. HAYDAY, Mr. JOHANSON, Mr. JOSHI, Mr. JOUHAUX, Mr. JURKIEWICZ, Mr. LEGGETT, Mr. MANNIO, Mr. MARKUS, Mr. MERTENS, Sir Bhupendra Nath MITRA, Mr. MUNIZ, Mr. OERSTED, Mr. OLIVETTI, Mr. PAO HUA-KUO, Mr. POSSEHL, Mr. RICE, Mr. RUIZ GUIGAZU, Mr. RUIZ MANENT, Mr. SCHÜRCH, Mr. TZAUT, Mr. VANĚK, Mr. WALINE, Mr. YEREMITCH, Mr. YONEKUBO, Mr. YOSHISAKA.

Sixteenth Item on the Agenda.

Report of the Finance Committee (continued).

Mr. Olivetti, Reporter of the Finance Committee, said that the Committee had met to consider the Director's request for a transfer in order to meet the expenditure involved in consulting experts before the drawing up of the grey-blue report concerning the reduction of hours of work in the textile industry.

The Finance Committee had considered the proposal in accordance with paragraph 3 of Article 13 of the Standing Orders of the Governing Body, and a long discussion had ensued concerning the competence of the Governing Body and the Finance Committee. Without going into the details of this very interesting discussion and whilst reserving this general question, the Committee had decided to recommend that the Governing Body should authorise the Director, if necessary, to incur additional expenditure not exceeding 15,000 francs for consultation of experts on the understanding that the Director would lay before the Finance Committee in February a detailed estimate justifying any transfer not exceeding this sum that might be necessary from Chapter V (Unforeseen), to item 12 (Consultation of experts).

Mr. Forbes Watson drew the Governing Body's attention to the fact that the Finance Committee's proposal was carried by 8 votes to 6, and that he was one of the six who had voted against the principle of experts being called without the Governing Body being aware of the names of the experts or the number who would be convened.

The Governing Body adopted the Finance Committee's proposal by 20 votes to 8.

Twenty-first Item on the Agenda.

The Director's Report (continued).

Conference.

The Chairman said that the Governing Body would now consider the question of the date of the 1936 Session of the Conference.

The Director said that in accordance with the decision taken at the previous sitting, a consultation had taken place in regard to the question of the date of the forthcoming Conference. Mr. Rice had pointed out that there had already been a departure from the date fixed by the Governing Body in principle for the opening of the Conference, and that it was moreover proposed not to adhere to that date in 1936. Mr. Rice accordingly suggested that, in the circumstances, the whole question
à nouveau l’ensemble de la question. Pour sa part, il accepte cette idée. Enfin, M. Rice a proposé de renvoyer l’ensemble du problème à la Commission du règlement, et de donner l’occasion à la Conférence de se prononcer en dernier ressort au cas où des modifications aux dispositions actuelles seraient envisagées.

Si le Conseil adopte la proposition de M. Rice, il lui restera à fixer la date d’ouverture de la prochaine session de la Conférence. Le Conseil est saisi à cet égard de trois propositions. D’après la décision initiale du Conseil la Conférence serait convoquée pendant la première quinzaine du mois de mai, date qui, croit-il, aurait la préférence du groupe ouvrier. En deuxième lieu, le Bureau et M. Oersted proposent chacun une date dans la première quinzaine de juin. Enfin, M. Rice propose la première quinzaine du mois de juillet. Lorsque le Conseil aura décidé au cours de quel mois doit avoir lieu la Conférence, il lui sera possible d’arrêter une date précise.

M. Oersted appuie la suggestion tendant à soumettre à la Commission du règlement la question générale de la date d’ouverture de la Conférence. Il suppute toutefois que la Commission présentera un rapport au Conseil avant que la question soit soumise à la Conférence.

Au sujet de la date, il rappelle qu’il a proposé celle du 4 juin et demande que le Conseil se prononce par un vote sur cette date précise qui diffère de la suggestion du Bureau ; en effet, celui-ci a suggéré comme date d’ouverture le 11 juin.

M. Forbes Watson préfère en principe que la Conférence s’ouvre au mois de mai. En effet, certains membres du Conseil peuvent avoir pris leurs dispositions sur cette base. Toutefois, il aimerait savoir si d’après le Bureau, la Conférence peut vraiment s’ouvrir au mois de mai. Il convient de tenir compte des possibilités du Bureau plus que de la convenance des membres du Conseil et c’est au Directeur qu’il appartient d’indiquer quelle est la date qui permettrait le mieux à la Conférence d’accomplir ses travaux d’une manière satisfaisante.

Le Directeur précise qu’à son avis il serait préférable qu’en 1936 la Conférence ait lieu au mois de juin plutôt qu’au mois de mai du fait que tout le programme des réunions pour cette année se trouvera modifié par la Conférence de Santiago. Si la Conférence s’ouvrait au mois de mai, certains Gouvernements ne disposeraient que de très peu de temps pour l’examen des documents avant le départ des délégations pour Genève.

Il lui semble possible pour le Bureau que la Conférence s’ouvre le 4 juin s’il est autorisé à consulter par écrit le Conseil d’administration au sujet des rapports gris comme cela a été fait précédemment au lieu d’attendre jusqu’à la session de février l’approbation formelle du Conseil. Si l’approbation des rapports gris soulevait des difficultés, il faudrait attendre la réunion du Conseil ; si, au contraire, l’approbation de ces rapports peut être effectuée par correspondance, on gagnera beaucoup de temps.

Le Président propose que chaque membre du Conseil indique tout d’abord ses préférences entre les mois de mai, de juin ou de juillet. Lorsque le mois où devra avoir lieu la Conférence aura été fixé, on pourrait déterminer la date précise d’ouverture de la session.

Il est procédé à un vote par appel nominal dont le résultat est : 17 voix en faveur du mois de juin, 9 voix en faveur du mois de mai et 5 voix en faveur du mois de juillet.

Le Conseil d’administration décide que la session de 1936 de la Conférence aura lieu au mois de juin.

Par 26 voix contre 4, le Conseil d’administration décide que la XXe session de la Conférence s’ouvrira le 4 juin 1936.

A l’unanimité, le Conseil décide que la question de la date de la session annuelle de la Conférence sera soumise à la Commission du règlement en vue de la présentation d’un rapport au Conseil.

M. Jouhaux fait observer que la Commission du règlement est saisie d’un grand nombre de questions. Si l’on veut que la Commission ne soit pas obligée d’ajourner
should be reconsidered, and the Director was in agreement with that point of view. Mr. Rice also suggested that the whole question should be referred to the Standing Orders Committee, and that the Conference should be asked to take a final decision if it were proposed to make a change in the present arrangements.

If that proposal were accepted, there remained the question of the date of the next Conference. There were three proposals before the Governing Body. According to the original decision of the Governing Body, the Conference should open during the first fortnight in May. He understood that the workers' group would prefer to adhere to that arrangement. Secondly, the Office and Mr. Oersted had each proposed a date in the first fortnight in June; and lastly, Mr. Rice proposed the first fortnight in July. When it had been decided in which month the Conference was to begin, the actual date could be fixed.

Mr. Oersted said that he entirely agreed that the general question should be submitted to the Standing Orders Committee. He presumed, however, that the Committee would report to the Governing Body before the question was submitted to the Conference.

In regard to dates, he pointed out that he had proposed 4 June, and asked that a vote might be taken on that specific date, as it differed from the Office proposal, which was 11 June.

Mr. Forbes Watson said that in principle he was in favour of the Conference opening in May; indeed, some members of the Governing Body might have made their arrangements on that basis. He would like to know, however, whether the Office considered that it was possible to open the Conference in May. The convenience of the Office was more important than the individual convenience of members of the Governing Body, and it was for the Director to say which date would be in the best interests of satisfactory work.

The Director said that he thought that June would be preferable to May for the 1936 Conference, in view of the fact that the whole programme for that year would be deranged by the Santiago Conference. If the Conference opened in May, certain Governments would have very little time to consider the documents before their delegations left for Geneva.

He thought that the Office could arrange for the Conference to open on 4 June if it were allowed to consult the Governing Body in writing in regard to the grey reports, as had been done on a previous occasion, instead of waiting until the February Session for formal approval. If the approval of the grey reports gave rise to any difficulty, it might be necessary to wait until the Governing Body actually met, but if they could be approved by correspondence, a considerable amount of time would be saved.

The Chairman proposed that each member of the Governing Body should first express his preference as between the months of May, June or July. When the decision as to the month had been taken, the actual date of the opening of the Conference could be fixed.

A record vote was taken, in which 17 votes were cast in favour of June, 9 in favour of May and 5 in favour of July.

The Governing Body decided that the 1936 Session of the Conference should be held in June.

The Governing Body decided by 26 votes to 4 that the Twentieth Session of the Conference should open on 4 June 1936.

The Governing Body unanimously decided that the question of the date of the annual Conference should be submitted to the Standing Orders Committee for consideration and report to the Governing Body.

Mr. Jouhaux pointed out that a considerable number of questions had been referred to the Standing Orders Committee. If that Committee was not to be obliged to
l'examen de ces questions, on devra lui laisser suffisamment de temps pour aboutir à des conclusions.

Le Président donne à M. Jouhaux l'assurance qu'il sera tenu compte de ses observations.

Réunions de commissions envisagées.

Convocation de la Commission du chômage pour examiner une question relative aux travaux publics.

Le Directeur rappelle qu'il suggère de convoquer la Commission du chômage à l'occasion de la 74ème session du Conseil d'administration afin d'examiner la question des travaux publics.

M. Jouhaux espère que pour la convocation de la Commission on tiendra compte de l'échange de vues qui a eu lieu à la séance de la veille.

Le Conseil d'administration décide que la Commission du chômage se réunira à l'occasion de la 74ème session.

Composition des commissions.

Constitution d'une commission pour examiner les rapports décennaux.

Le Directeur rappelle que le Conseil a décidé la constitution d'une commission pour examiner les rapports décennaux. Il suggère que le Conseil fixe le nombre des membres de cette commission. Ce nombre pourrait être de 3 membres par groupe.

Le Conseil décide que la commission chargée de l'examen des rapports décennaux sera composée de trois membres par groupe.

Comité du budget.

Le Directeur signale au Conseil que le groupe patronal a désigné M. Dennison comme sixième membre du groupe au sein du Comité du budget.

Le Conseil d'administration approuve la désignation de M. Dennison comme sixième membre patronal du Comité du budget.

Commission du règlement.

Le Conseil d'administration approuve la désignation de M. Erulkar comme cinquième membre patronal de la Commission du règlement.

Commission technique des verreries.

Le Directeur indique que le groupe gouvernemental et le groupe patronal sont appelés l'un et l'autre à désigner un expert pour occuper des sièges vacants au sein de la Commission technique des verreries.

Il est entendu que ces désignations seront faites ultérieurement.

Le Conseil d'administration approuve les désignations suivantes au sein de diverses commissions:

Comité de correspondance pour l'hygiène industrielle.

M. le Dr João de Barros Barreto, directeur intérimaire du Département national de la santé et de l'assistance médico-sociale au Ministère de l'éducation et de la santé publique du Brésil.

M. le Prof. Gortvay, directeur du Musée social et directeur-adjoint de l'Institut des assurances sociales à Budapest.
adjourn the questions before it, it should be given enough time to enable it to reach
definite conclusions.

_The Chairman_ assured Mr. Jouhaux that his observations would be taken into
consideration.

**Proposed meetings of Committees.**

Proposed meeting of the Unemployment Committee with a view to examining the
question of public works.

_The Director_ said that it was proposed to hold a meeting of the Unemployment
Committee in connection with the Seventy-fourth Session of the Governing Body to
discuss the question of public works.

_Mr. Jouhaux_ said that he hoped that in summoning the meeting of the Committee,
account would be taken of the discussion which had taken place on the previous day.

_The Governing Body decided that a meeting of the Unemployment Committee should
be held in connection with the Seventy-fourth Session._

**Composition of Committees.**

Appointment of a Committee to study the ten-yearly reports.

_The Director_ said that it had been decided to set up a Committee to study the
ten-yearly reports, and suggested that the Governing Body should now decide on the
number of members. He proposed that it should consist of three members from
each group.

_The Governing Body decided that the Committee to study the ten-yearly reports
should be composed of three members from each group._

**Finance Committee.**

_The Director_ pointed out that the employers' group had nominated Mr. Dennison
as its sixth representative on the Finance Committee.

_The Governing Body approved the appointment of Mr. Dennison as the employers' sixth representative on the Finance Committee._

**Standing Orders Committee.**

_The Governing Body approved the appointment of Mr. Erulkar as the employers' fifth representative on the Standing Orders Committee._

**Technical Committee on Glass Works.**

_The Director_ requested the Government group and the employers' group each
to propose the name of an expert to fill the vacant seats on the Technical Committee
on Glass Works.

_It was agreed that these nominations should be submitted later._

_The Governing Body approved the following appointments to various Committees:_

**Correspondence Committee on Industrial Hygiene.**

_Dr. Jodo de Barros Barreto_, Acting Director of the National Department of Health
and Medico-Social Assistance in the Brazilian Ministry of Education and Public
Health.

_Professor Gortway_, Director of the Social Museum and Assistant Director of the
Social Insurance Institute at Budapest.
M. le Dr Georges Charoff, médecin inspecteur en chef à la Direction du Travail et des Assurances sociales au Ministère de l’Économie nationale de Bulgarie.

M. le Dr L. R. Thompson et M. le Dr A. E. Russell, du Département de l’hygiène publique des États-Unis.

Comité de correspondance pour les assurances sociales.

M. Jozua François Malherbe, Commissaire à la réparation des accidents du travail de l’Union sud-africaine, comme expert pour les questions de réparation des accidents du travail, en remplacement de M. James Collie, ancien Commissaire à la réparation des accidents du travail, qui a pris sa retraite.


M. Robert Campbell Ferguson, Secrétaire adjoint de la Section du commerce et des industries au Ministère de l’Industrie et du Commerce de l’État libre d’Irlande, comme expert pour les questions de réparation des accidents du travail, en remplacement de M. William Maguire.

M. Perez Lavin, chef de la Section des accidents du travail à la Caisse nationale d’Epargne du Chili.

M. S. Labarca, administrateur de la Caisse d’assurance obligatoire du Chili.

Commission d’experts en matière de travail indigène.

M. Marchand, ancien Haut fonctionnaire de la République Française aux colonies, en remplacement de M. Merlin.

M. le Prof. J. J. Schrieke, Docteur en droit (Pays-Bas), en remplacement de M. van Rees.

Commission consultative des travailleurs intellectuels.

Le Conseil d’administration note que la Commission internationale de Coopération intellectuelle a désigné M. Ostertag, Directeur des bureaux internationaux réunis de la propriété industrielle, littéraire et artistique, comme membre suppléant de la Commission consultative des travailleurs intellectuels, le siège précédemment occupé par M. Krüss restant provisoirement vacant.

Commission paritaire maritime.

Le Conseil note que le groupe des armateurs a désigné pour remplacer M. A. J. M. Goudriaan, démissionnaire, M. S. M. D. Valstar, Directeur de la Compagnie royale néerlandaise de navigation et Président de la Fédération patronale des lignes régulières de la marine marchande.

Comité d’experts statisticiens.

Le Conseil nomme comme membre du Comité d’experts statisticiens le Dr Gunnar Jahn, Directeur de l’Office central de statistique de Norvège.

Renouvellement de mandat de membres de commissions.

Le Conseil désigne à nouveau pour une période de trois ans les membres de commissions suivants dont le mandat était venu à expiration.
Dr. Georges Charoff, Chief Medical Inspector of the Department of Labour and Social Insurance in the Ministry of National Economy of Bulgaria.

Dr. L. R. Thompson and Dr. A. E. Russell, officers of the United States Public Health Service.

Correspondence Committee on Social Insurance.

Mr. Jozua François Malherbe, Workmen's Compensation Commissioner for the Union of South Africa, as expert on workmen's compensation questions, in the place of Mr. James Collie, formerly Workmen’s Compensation Commissioner, who had retired.

Mr. J. A. McCarron, Controller, National Health Insurance, Department of Local Government and Public Health of the Irish Free State, as expert in sickness insurance questions, in the place of Sir Joseph Glynn.

Mr. Robert Campbell Ferguson, Assistant Secretary, Trade and Industries Branch, Department of Industry and Commerce of the Irish Free State, as expert on workmen's compensation questions, in the place of Mr. William Maguire.

Mr. Perez-Lavin, Director of the Industrial Accidents Section of the National Provident Institute of Chile.

Mr. F. Labarca, Director of the Compulsory Insurance Fund of Chile.

Committee of Experts on Native Labour.

Mr. Marchand, former French Colonial Governor, in the place of the late Mr. Merlin.

Professor J. J. Schrieke, Doctor of Law, Netherlands, in the place of the late Mr. van Rees.

Advisory Committee on Professional Workers.

The Governing Body noted that the International Committee on Intellectual Co-operation had appointed Mr. Ostertag, Director of the International Bureaux of Industrial, Literary and Artistic Property, as substitute member of the Advisory Committee on Professional Workers, the seat previously occupied by Mr. Kruss being left vacant for the time being.

Joint Maritime Commission.

The Governing Body noted that the shipowners' group had appointed Mr. S. M. D. Valstar, Director of the Royal Dutch Steamship Company and Chairman of the Federation of Regular Mercantile Shipping Line Employers, in the place of Mr. A. J. M. Goudriaan, who had resigned.

Committee of Statistical Experts.

The Governing Body appointed Dr. Gunnar Jahn, Director of the Central Statistical Office, Norway, as a member of the Committee of Statistical Experts.

Renewal of the appointment of members of Committees.

The Governing Body decided to reappoint for a period of three years the following members of Committees whose term of office had come to an end:
Comité de correspondance pour les assurances sociales:

M. Barla Szabo (Hongrois).
M. Clow (Inde).
M. Hahn (Yougoslavie).
M. Kahlmeter (Suédois).
M. d’Oliveira (Brésilien).
M. Penris (Hollandais).

Commission de l’attelage automatique:

Experts gouvernementaux:

M. Colens (Belge).
M. Czapski (Polonais).
M. Hunziker (Suisse).
M. Simpson (Canadien).

Experts patronaux:

M. Ekman (Suédois).
M. Gutierrez (Espagnol) (suppléant).
M. Jenkin Jones (Britannique).
M. Luzzatti (Italien).
M. Anghileri (Italien) (suppléant).
M. de Tolnay (Hongrois).
M. Zehnder (Suisse).

Experts ouvriers:

M. Forslund (Suédois).
M. Grenczer (Hongrois).
M. Held (Suisse).
M. Jarrigion (Français).
M. Nathans (Hollandais).
M. Tallon (Canadien).

Suppléants:

M. Brodecky (Tchécoslovaque).
M. Issaieff (Bulgare).
M. Gomez (Espagnol).
M. Maxamin (Polonais).

Commission d’experts en matière de travail indigène:

Lord Lugard (Britannique).
Major Herbert Sutton Cooke (Sud-Africain).
Dr José d’Almada (Portugais).
M. Camille Lejeune (Français).

Comité d’experts statisticiens:

M. Huber (Français).
M. Ramsbottom (Britannique).
M. le Professeur Savorgnan (Italien).
M. Szturm de Sztrem (Polonais).
M. Coats (Canadien).

Commission de l’attelage automatique.

Sur la proposition du gouvernement japonais, le Conseil désigne comme membre de la Commission de l’attelage automatique, pour une période de trois ans, M. Shinsaku.
Correspondence Committee on Social Insurance:

Mr. Barla Szabo (Hungarian).
Mr. Clow (India).
Mr. Hahn (Yugoslav).
Mr. Kahlmeter (Swedish).
Mr. d'Oliveira (Brazilian).
Mr. Penris (Netherlands).

Committee on Automatic Coupling:

**Government experts:**

Mr. Colens (Belgian).
Mr. Czapski (Polish).
Mr. Hunziker (Swiss).
Mr. Simpson (Canadian).

**Employers' experts:**

Mr. Ekman (Swedish).
Mr. Gutierrez (substitute) (Spanish).
Mr. Jenkin Jones (British).
Mr. Luzzatti (Italian).
Mr. Angheri (substitute) (Italian).
Mr. de Tolnay (Hungarian).
Mr. Zehnder (Swiss).

**Workers' experts:**

Mr. Forslund (Swedish).
Mr. Grenczer (Hungarian).
Mr. Held (Swiss).
Mr. Jarrigion (French).
Mr. Nathans (Netherlands).
Mr. Tallon (Canadian).

**Substitutes:**

Mr. Brodecky (Czechoslovak).
Mr. Issaieff (Bulgarian).
Mr. Gomez (Spanish).
Mr. Maxamin (Polish).

Committee of Experts on Native Labour:

Lord Lugard (British).
Major Herbert Sutton Cooke (South African).
Dr. José d’Almada (Portuguese).
Mr. Camille Lejeune (French).

Committee of Statistical Experts:

Mr. Huber (French).
Mr. Ramsbottom (British).
Professor Savorgnan (Italian).
Mr. Szturm de Sztrem (Polish).
Mr. Coats (Canadian).

Committee on Automatic Coupling.

*On the proposal of the Japanese Government, the Governing Body appointed Mr. Shinsaku Tokunaga, engineer in the Department of Railways and Chief of the*
Tokunaga, ingénieur au Département des chemins de fer et Chef de la division du matériau roulant, en remplacement de M. Yamashita.

Sur la proposition du gouvernement français, le Conseil désigne comme membre de la Commission de l'attelage automatique, M. Boutet, Directeur général des chemins de fer et des routes au Ministère des travaux publics, en remplacement de M. Grimprel.

Sur la proposition du gouvernement italien, le Conseil désigne comme membre de la Commission de l'attelage automatique M. de Michelis en remplacement de M. Ciardi.


Relations et interventions diverses.

Conférence régionale de représentants des services d'inspection du travail.

Le Directeur signale qu'une réunion très utile de représentants des services d'inspection du travail a eu lieu du 14 au 17 octobre à la Haye. Le rapport auquel la réunion a abouti a été distribué aux membres du Conseil et il suggère d'inscrire l'examen de ce rapport à l'ordre du jour de la soixante-quatorzième session.

Le Conseil approuve la suggestion du Directeur.

Rapport sur l'usage de l'opium à fumer parmi les travailleurs.

Le Directeur indique que les services du Bureau ont achevé la préparation du rapport sur l'usage de l'opium à fumer parmi les travailleurs. Il suggère au Conseil de décider la publication de ce rapport qui serait soumis à la Conférence lors de sa prochaine session.

M. Jouhaux félicite le Bureau pour le travail qu'il a accompli et appuie la proposition du Directeur tendant à soumettre le rapport à la Conférence. Cette proposition diffère toutefois légèrement de celle qui figure dans le Rapport du Directeur où il est dit que le Directeur demande au Conseil de l'autoriser à publier le rapport sur l'opium et les travailleurs et de signaler cette publication à la Conférence lors de sa session de 1936. Si l'intention du Directeur est de soumettre ce rapport à la Conférence, il appuierait vivement cette suggestion. Si par contre, il s'agit simplement d'attirer l'attention de la Conférence sur le rapport, il ne peut que relever la différence entre les deux suggestions. Pour sa part, il propose que le rapport soit présenté à la Conférence, de manière à ce qu'elle puisse l'approuver et éventuellement adopter une résolution à la suite de la discussion éventuelle.

Après la publication du rapport, il s'agira d'aller plus loin dans la voie où s'est engagée la Société des Nations. Celle-ci a jusqu'à présent limité la fabrication et la distribution de l'opium, mais il est certain que, ultérieurement, il sera possible de diminuer graduellement la vente. Dans ces conditions, il importe que la Conférence soit tenue au courant afin de pouvoir prendre telle décision qu'elle jugera à propos.

En conséquence, il propose au Conseil d'adopter une résolution ainsi conçue:

Le Conseil d'administration,

Après avoir pris connaissance du rapport qui lui a été soumis par le Bureau international du Travail sur l'étendue et les effets de l'usage de l'opium à fumer parmi les travailleurs,

décide de demander au Bureau international du Travail de publier ledit rapport et de le soumettre à la prochaine session de la Conférence, en 1936.

M. Pao Hua-Kuo appuie la proposition de M. Jouhaux de soumettre à la Conférence le rapport sur l'opium et les travailleurs. Ce rapport est excellent et le Bureau mérite la reconnaissance et les félicitations du Conseil pour le soin et l'impar-
Section of Wagons, as a member of the Committee on Automatic Coupling for a period of three years, in the place of Mr. Yamashita.

On the proposal of the French Government, the Governing Body appointed Mr. Boutet, Director-General of Railways and Roads in the Ministry of Public Works, as a member of the Committee on Automatic Coupling in the place of Mr. Grimpret.

On the proposal of the Italian Government, the Governing Body appointed Mr. de Michelis as a member of the Committee on Automatic Coupling in place of Mr. Ciardi.

On the proposal of the employers' group, the Governing Body appointed Mr. Santiago Puertos as a member of the Committee on Automatic Coupling in place of the late Mr. Gomez Rojas.

Relations and various activities.

Regional Conference of representatives of labour inspection services.

The Director said that the meeting of representatives of labour inspection services held at The Hague had been of great value. The report had been circulated to members of the Governing Body, and he proposed that it should be placed on the agenda of the Seventy-fourth Session for discussion.

The Governing Body approved the Director's suggestion.

Report on opium-smoking among workers.

The Director said that the report on opium-smoking among workers had now been completed, and that it was suggested that the Governing Body should decide to have it published and submitted to the next session of the Conference.

Mr. Jouhaux said that he congratulated the Office on the work which it had done, and supported the Director's proposal that the report should be submitted to the Conference. That proposal was, however, slightly different from that mentioned at the end of the Director's Report, where it was suggested that the Governing Body should authorise the Office to publish the report and call the attention of the Conference at its 1936 Session to that publication. If the Director's intention was to submit the report to the Conference Mr. Jouhaux warmly supported the proposal. If, on the other hand, it was only suggested that the attention of the Conference should be called to it, he would point out that the two proposals were slightly different. He merely suggested that the report should be submitted to the Conference so that the latter might approve it, and perhaps adopt a resolution as a conclusion to any discussion which might take place.

When the report had been published, it might be desirable to go somewhat further than the League of Nations itself had already gone. The latter had limited the manufacture and distribution of opium, but there was no doubt that eventually it would be possible gradually to decrease the sale. The Conference should therefore be informed on the subject so that it could take whatever decision it saw fit. He consequently proposed the following resolution:

"The Governing Body,

"After taking note of the report submitted by the International Labour Office on the extent and effects of opium smoking among workers,

"Decides to request the International Labour Office to publish the report and submit it to the next session of the Conference in 1936."

Mr. Pao Hua-Kuo supported Mr. Jouhaux's proposal to submit the report to the Conference. The report was an excellent one, and the Office deserved the gratitude and congratulations of the Governing Body for the great care and impartiality
tialité qui ont présidé à sa préparation. Toutefois, comme la plupart des victimes de l’opium dans les territoires envisagés par l’enquête sont des travailleurs chinois immigrants, il croit devoir présenter quelques observations au sujet du rapport.

En premier lieu, il croit utile de rappeler au Conseil les raisons qui ont amené M. Jouhaux à présenter sa résolution d’où est issu le rapport actuellement soumis au Conseil. Comme beaucoup d’autres, M. Jouhaux est convaincu que l’usage de l’opium à fumer parmi les travailleurs d’Extrême-Orient est néfaste pour leur santé, pour leur bien-être et pour leur capacité de gain et que l’habitude de fumer l’opium est susceptible d’avoir des répercussions sur les conditions de leur recrutement et de leur emploi. Mû par des sentiments de justice et d’humanité, et par le désir de protéger ces travailleurs, M. Jouhaux avait demandé que l’on procédât à une enquête en vue d’examiner les mesures qui permettraient de supprimer ces abus.

Le rapport établit de manière concluante que l’habitude de fumer l’opium est un mal ainsi qu’il est indiqué dans les passages suivants: « l’usage de l’opium peut aboutir à restreindre les possibilités de changement d’emploi du travailleur », « affaiblit la capacité de gain et le rendement », « est la source de troubles physiques » et « a de profondes répercussions sociales et économiques », « étant ainsi un facteur du ralentissement du progrès social et économique dans les territoires envisagés ». D’autre part, « il semble évident que la mortalité est plus élevée chez les fumeurs que chez les travailleurs qui ne fument pas l’opium ». Il est certain qu’il faut supprimer ce mal. Si même la question de l’usage de l’opium à fumer ne rentre pas directement dans la sphère d’activité de l’Organisation, on peut faire observer cependant que l’Organisation internationale du Travail a pour but de protéger ces travailleurs et d’améliorer leurs conditions de vie. Etant donné que l’usage de l’opium à fumer a des répercussions si fâcheuses sur les travailleurs dans la plupart des colonies des Puissances occidentales en Extrême-Orient, l’Organisation faillirait à son devoir en ignorant le problème. D’un autre côté, l’habitude de fumer l’opium parmi les travailleurs dans les pays envisagés par l’enquête est due principalement à leurs conditions de travail, aux bas salaires, à la longue durée de travail et aux travaux pénibles qu’ils ont à accomplir.

Le Bureau n’indique pas quelles mesures ont déjà été prises ou pourraient être prises pour résoudre le problème de l’opium; il s’abstient également de formuler des recommandations au sujet des aspects de la question qui sont strictement des problèmes du travail. Néanmoins, rien n’empêche le Conseil ou la Conférence de prendre des mesures à cet égard. Lorsque le Conseil d’administration, à sa 60ème session, a approuvé la suggestion tendant à charger le Bureau de la préparation d’un rapport, il a décidé que ce rapport lui serait soumis de manière qu’il puisse examiner les mesures à prendre. A cet égard, il se rallie à la suggestion de M. Jouhaux tendant à renvoyer la question à la Conférence. Il se réserve le droit de présenter des commentaires sur ce rapport et de soumettre une résolution recommandant certaines mesures appropriées lorsque le rapport sera examiné par la Conférence.

M. Ruiz Manent déclare qu’il porte un intérêt particulier à la question de l’opium. Il appuie la suggestion de M. Jouhaux ainsi que les observations formulées par le représentant du Gouvernement chinois.

Le Directeur estime que la résolution présentée par M. Jouhaux concorde avec ses propres suggestions. Il souligne que pour présenter une résolution à la Conférence il conviendra d’observer les délais prévus par le règlement.

A l’unanimité, le Conseil adopte la résolution présentée par M. Jouhaux au sujet de l’usage de l’opium à fumer parmi les travailleurs.

Premier Rapport supplémentaire du Directeur.

Nécrologie.

Le Directeur est convaincu que le Conseil apprendra avec de vifs regrets la mort de M. le Dr Patrizi, Professeur à l’Université de Bologne et membre du Comité de correspondance pour l’hygiène industrielle, et celle de M. Mahlman, secrétaire de l’Union belge des ouvriers du transport et membre de la Commission paritaire.
with which it had been prepared. As, however, the vast majority of the victims in the territories included in the investigation were immigrant Chinese workers, he felt bound to submit certain observations in connection with the report.

In the first place, he would remind the Governing Body of the reason which had prompted Mr. Jouhaux to submit the resolution as a result of which the report had been drawn up. Mr. Jouhaux, like many others, believed that the opium smoking habit among workers in the Far East was harmful to their health, welfare and earning power, and that the habit might affect the conditions of their recruiting and employment. Moved by sentiments of justice and humanity, and by the desire to protect these workers, Mr. Jouhaux had asked for investigation with a view to the consideration of measures for the suppression of such abuses.

The report proved conclusively that opium smoking was an evil, as the following passages showed: “Opium smoking habits may result in restricting the liberty of the worker in changing his employment”, “tends to diminish earning capacity and efficiency”, “causes physical deterioration”, and “has very serious social and economic results and is a factor in retarding economic and social progress in the territories concerned”. Moreover, “there is evidence that the death rate of smokers is higher than that of non-smokers”. It was obvious that such an evil must be suppressed. Although the question of opium smoking did not fall directly within the province of the Organisation, the main purpose of the International Labour Organisation was to protect the workers and improve their conditions. As opium smoking had such harmful effects upon workers in most of the colonies of the Western Powers in the Far East, the Organisation would be failing in its duty if it ignored the question. Moreover, the habit of opium smoking among workers in the countries included in the investigation was mainly due to their working conditions, namely, low wages, long working hours and the heavy nature of their work.

Although the Office might not express any opinion on the measures already taken or which might be taken to deal with the opium problem, nor make any recommendations in regard to the purely labour aspect of the question, there was nothing to prevent the Governing Body or the International Labour Conference from doing so. When the Governing Body, at its Sixtieth Session, had approved the suggestion that the Office should undertake a report, it had wisely decided that the report should be submitted to it, so that it could consider what action was necessary. In this connection he agreed with Mr. Jouhaux’s proposal that the question should be referred to the Conference. He also reserved the right to comment on the report, and to propose a resolution recommending the appropriate measures when the report was under discussion by the Conference.

Mr. Ruiz Manent said that he took a special interest in the question of opium, and that he supported Mr. Jouhaux’s suggestion and the statement which had been made by the Chinese Government representative.

The Director said that he thought Mr. Jouhaux’s resolution was in the sense of the proposal made by the Office. He pointed out that if a resolution were to be moved at the Conference, it must be submitted within the time limits laid down in the Standing Orders.

The Governing Body unanimously adopted the resolution submitted by Mr. Jouhaux on opium smoking among workers.

First Supplementary Report of the Director.

Obituary.

The Director said that the Governing Body would note with great regret the death of Dr. Patrizi, Professor of the University of Bologna and member of the Correspondence Committee on Industrial Hygiene; and the death of Mr. Mahlman, National Secretary of the Belgian Union of Transport Workers and member of the
maritime, qui avait été délégué ouvrier ou conseiller technique de ce délégué à plusieurs sessions de la Conférence, et vice-président ouvrier de la IXᵉ session de la Conférence (1926).

Composition du Conseil.

Le Conseil note que le Gouvernement des Etats-Unis a désigné pour le représenter au sein du Conseil d'administration jusqu'à nouvel avis, M. William Gorham Rice Jr., Commissaire du travail des Etats-Unis.

Il note que, en vertu du système de roulement adopté par le groupe patronal, M. Asano et M. Erulhar seront membres titulaires et M. Gemmill membre adjoint depuis l'ouverture de la 73ᵉ session du Conseil jusqu'à l'ouverture de la session d'automne 1936.

Départ de M. Winant.

Le Conseil note que M. John G. Winant a démissionné de son poste de sous-directeur de Bureau à dater du 1er octobre 1935 en raison de sa désignation comme président du conseil institué pour assurer la mise en œuvre et l'application de la loi sur la sécurité sociale aux Etats-Unis.

VINGT-DEUXIÈME QUESTION A L'ORDRE DU JOUR.

Date et lieu de la prochaine session.

Le Directeur suggère que le Conseil d'administration se réunisse pour sa prochaine session au cours de la troisième semaine du mois de février 1936. La session du Conseil s'ouvrirait le 20 février, les groupes se réuniraient le 17 février et les commissions le 18 et le 19 février.

Il ajoute que le moment venu il compte suggérer que la session de printemps du Conseil d'administration ait lieu après la fête de Pâques, c'est-à-dire le 23 avril, afin que les deux sessions soient séparées par un intervalle de deux mois.

M. Oersted fait observer qu'il y aurait des inconvénients à ce que les réunions des groupes aient lieu le 17 et les réunions des commissions les 18 et 19 février. En effet, plusieurs membres du groupe patronal ne font pas partie des commissions et ne tiennent donc pas à venir à Genève deux jours avant l'ouverture de la session du Conseil.

Il espère que les commissions ainsi que le Conseil pourront se réunir aussitôt que possible après le retour en Europe de la délégation de la Conférence de Santiago. Dans ces conditions, il demande au Directeur de bien vouloir informer le Conseil avant la cloture de la session actuelle, du programme des réunions.

M. Jouhaux souligne qu'il est indispensable de ménager suffisamment de temps pour la réunion de la Commission du règlement. Le rôle de la Commission a, ces derniers temps surtout, consisté à ajourner les questions qui lui sont soumises, sans qu'aucun reproche puisse à cet égard être adressé au Président de la Commission.

Le Directeur reconnaît entièrement le bien-fondé de l'observation de M. Jouhaux; il relève toutefois que, à l'occasion de la session actuelle, la Commission du règlement disposait d'une journée entière mais qu'elle a terminé son travail en une matinée. Il ne sera pas difficile d'attribuer à la Commission du règlement, lors de la soixante-quaotorzième session du Conseil, un jour ou même un jour et demi.

On peut prévoir que le Comité du budget tiendra une réunion de brève durée. Par contre, il faudra ménager le temps nécessaire aux réunions de la Commission du travail agricole, de la Commission du chômage et de la Commission des loisirs des travailleurs. Peut-être faudra-t-il reporter les réunions d'une ou de deux commissions à la semaine précédant le Conseil.
Joint Maritime Commission, who had been Belgian workers' delegate or adviser at several sessions of the Conference, and Workers' Vice-President of the Conference at the Ninth Session in 1926.

Composition of the Governing Body.

The Governing Body noted that the United States Government had appointed Mr. William Gorham Rice, Jr., United States Labor Commissioner, as its representative on the Governing Body until further notice.

It also noted that, in accordance with the system of rotation adopted by the employers' group, Mr. Asano and Mr. Erulkar would be regular members of the Governing Body and Mr. Gemmill a deputy member from the opening of the Seventy-third Session until the opening of the session held in the autumn of 1936.

Departure of Mr. Winant.

The Governing Body noted that Mr. John G. Winant had resigned his post as Assistant Director of the Office as from 1 October 1935, as he had been appointed Chairman of the Social Security Board in the United States.

TWENTY-SECOND ITEM ON THE AGENDA.

Date and place of the next session.

The Director suggested that the Governing Body should meet during the third week in February 1936. The session of the Governing Body would begin on 20 February, and the groups would meet on 17 February, and Committees on 18 and 19 February.

He would add that when the time came he was going to suggest that the spring meeting of the Governing Body should take place after Easter, about 23 April, so that there would be an interval of two months between the two meetings.

Mr. Oersted said that it would not be convenient if group meetings were to be held on 17 and Committee meetings on 18 and 19 February. Various members of the employers' group were not members of Committees, and would not want to come to Geneva two days before the meeting of the Governing Body.

He hoped that the Committee and the Governing Body would meet as soon as possible after the return of the delegation from the Santiago Conference. He hoped therefore that before the end of the present session the Director would inform the Governing Body of the exact programme of meetings.

Mr. Jouhaux pointed out that it was essential to allow sufficient time for a meeting of the Standing Orders Committee. Recently the Committee had consistently adjourned questions, although no blame attached to the Chairman of the Committee in that connection.

The Director said that he entirely agreed with Mr. Jouhaux; in connection with the present session, however, a whole day had been allotted to the Standing Orders Committee, but the meeting had come to an end on the first morning. During the Seventy-fourth Session there should be no difficulty in giving at least a day or a day and a half to the Standing Orders Committee.

The Finance Committee would probably hold only a short meeting, and there would be meetings of the Committee on Agricultural Work, the Unemployment Committee and the Committee on Workers' Spare Time. It might perhaps be necessary to hold meetings of one or two of the Committees during the week preceding the session of the Governing Body.
M. Oersted demande au Directeur de bien vouloir consulter par écrit les membres du bureau du Conseil avant de fixer définitivement le programme des réunions.

Le Conseil décide que sa soixante-quatorzième session s'ouvrira à Genève le 20 février 1936 et que le programme des réunions sera établi d'accord avec le bureau du Conseil.

**CINQUIÈME QUESTION À L'ORDRE DU JOUR.**

*Suite à donner aux résolutions adoptées par la Conférence à sa XIXe session (suite).*

I. Résolutions tendant à l'inscription de questions à l'ordre du jour de la Conférence (suite).

1. Résolution concernant les congés payés dans l'agriculture.

M. Mertens rappelle que le Conseil a décidé de remettre sa décision au sujet de la résolution concernant les congés payés dans l'agriculture jusqu'au moment où il aurait établi la liste des questions à retenir en vue de la fixation de l'ordre du jour de la session de 1937 de la Conférence.

Le Directeur répond que d'après lui, le Conseil avait décidé, d'accord avec la suggestion du Bureau, que la question serait soumise à la Commission du travail agricole après que la Conférence aurait examiné la question des congés payés dans l'industrie.

M. Mertens déclare qu'il n'a pas d'objections à une telle décision étant donné que l'ordre du jour de la Conférence est très chargé pour les deux prochaines années. Toutefois, il lui semble préférable que la question soit renvoyée immédiatement à la Commission du travail agricole sans attendre une décision de la Conférence au sujet des congés payés dans l'industrie.

Le Conseil décide de renvoyer dès à présent la résolution à la Commission du travail agricole.

6. Résolution concernant la réduction de la durée du travail dans l'industrie chimique.

7. Résolution concernant la réduction de la durée du travail dans les industries graphiques.

Le Conseil note qu'il a déjà donné suite à ces deux résolutions par ses décisions relatives à l'établissement de l'ordre du jour de la session de 1937 de la Conférence.

8. Résolution concernant la réduction de la durée du travail dans l'industrie du verre.

Le Directeur expose que cette résolution demande la convocation de la Commission technique des verreries en vue d'examiner la possibilité de réduire la durée du travail dans les branches de l'industrie du verre qui ne sont pas visées par la réglementation adoptée jusqu'ici par la Conférence. Il suggère que la Commission se réunisse au cours de l'année 1936.

M. Leggett fait observer que cette proposition pose la question de savoir à quelles fins avait été constituée la Commission technique des verreries. L'expert désigné par le Gouvernement britannique, M. Garrett, avait été nommé dans l'idée que la Commission s'occuperait de questions relatives à l'hygiène et à la sécurité des travailleurs. C'est sous ces aspects que l'industrie du verre, à l'exception de la fabrication des bouteilles, a fait jusqu'à présent l'objet d'études. Or, la Commission technique serait à présent appelée à examiner la question de la réduction de la durée
Mr. Oersted requested the Director to consult the Officers of the Governing Body in writing before definitely fixing the programme of meetings.

The Governing Body decided that its Seventy-fourth Session should open at Geneva on 20 February 1936 and that the programme of meetings should be fixed in consultation with the Officers of the Governing Body.

Fifth Item on the Agenda.

Effect to be given to the resolutions adopted by the Conference at its Nineteenth Session.

(continued).

I. Resolutions proposing questions for the agenda of the Conference.

(1) Resolution concerning holidays with pay in agriculture.

Mr. Mertens pointed out that the Governing Body had decided at a previous sitting to suspend its decision in regard to the resolution on holidays with pay in agriculture until it had settled the list of questions which might be placed on the agenda of the 1937 Session.

The Director said that he had understood that the Governing Body had adopted the Office proposal that the resolution should be considered by the Committee on Agricultural Work when the Conference had dealt with the question of holidays with pay in industry.

Mr. Mertens said that he had no great objection to that proposal, since the agenda for the Conference in the next two years would be very full. He suggested, however, that it would be preferable to refer the question immediately to the Committee on Agricultural Work without waiting for a decision of the Conference in regard to holidays with pay in industry.

The Governing Body decided to refer the resolution to the Committee on Agricultural Work immediately.

(6) Resolution concerning the reduction of hours of work in the chemical industry.

(7) Resolution concerning the reduction of hours of work in the printing and bookbinding trades.

The Governing Body noted that it had already given effect to these two resolutions by its decisions concerning the fixing of the agenda of the 1937 Session of the Conference.

(8) Resolution concerning the reduction of hours of work in the glass industry.

The Director pointed out that this resolution proposed that the Technical Committee on Glass Works should meet to consider the possibility of a reduction of hours of work in those sections of the glass industry which had not so far been dealt with by the Conference. He proposed that a meeting of that Committee should be held during 1936.

Mr. Leggett said that this proposal raised the question of the reason for which the Technical Committee on Glass Works had been set up. The expert appointed by the British Government, Mr. Garrett, had been nominated on the understanding that the Committee dealt with matters affecting health and safety. It was from that point of view that the glass industry had so far been considered, except with regard to glass bottle manufacture. The Committee of Experts was now apparently to be requested to consider the reduction of hours of work in the glass industry. That was a
du travail dans l'industrie du verre. C'est là une question de politique sociale qui ne relève pas des experts. Si donc le Conseil adoptait la suggestion du Directeur, le Gouvernement britannique devrait examiner si l'expert qu'il avait désigné pourrait rester membre de la Commission.

M. Waline tient à présenter une observation analogue à celle de M. Leggett. Il n'abordera pas le fond du problème. Il fait observer simplement qu'il ne s'agit plus d'un problème très particulier comme celui des verreries automatiques, mais bien de la réduction de la durée du travail dans toute une série de branches de l'industrie du verre. Il doute que les experts faisant actuellement partie de la Commission soient qualifiés pour examiner le problème sous ces aspects variés.

M. Forbes Watson appuie les remarques de M. Waline. La Conférence a déjà adopté deux conventions au sujet de l'industrie du verre et il lui semble que l'on peut ajourner l'examen d'autres questions relatives à cette industrie alors qu'il y a tant de questions urgentes que le Bureau pourrait utilement aborder.

M. Jouhaux reconnaît que l'observation de M. Waline a quelque fondement. Il ne s'ensuit toutefois que l'on doive renoncer à étudier la situation des autres branches de l'industrie du verre. Peut-être conviendra-t-il par contre de réexaminer, du point de vue de la compétence des experts, la composition de la Commission des verreries.

Le Directeur répond à M. Forbes Watson que ce n'est pas à lui-même mais au Conseil qu'il appartient de décider la suite à donner à une résolution de la Conférence.

Au sujet de la composition de la Commission technique des verreries, il croit qu'il sera toujours temps de procéder à de nouvelles désignations avant la réunion de la Commission au cas où il serait décidé d'étendre celle-ci. Il rappelle à M. Leggett que ce n'est pas la première fois que la Commission envisage la question de la durée du travail; en effet, la Commission a déjà formulé des recommandations dont s'est inspirée la convention concernant la durée du travail dans les verreries à vitres. Il espère que l'expert du Gouvernement britannique continuera à faire bénéficier la Commission de sa compétence.

M. Leggett prend note des explications du Directeur, il souligne toutefois que l'expert gouvernemental britannique a été désigné pour certaines questions déterminées.

Il souligne que d'habitude le Conseil ne renvoie pas des questions à une Commission d'experts avant d'avoir déterminé la politique générale à suivre à l'égard de ces questions. Il rappelle à cet égard que l'opposition nette s'est manifestée au Conseil contre l'idée de constituer un véritable Comité d'experts en matière d'industrie textile; aussi bien, le Gouvernement britannique ne compte-t-il pas désigner un autre expert au sein de la Commission technique des verreries. Si ultérieurement, le Conseil décide que le problème sera examiné en détail après consultation d'experts, on pourra procéder à la désignation de nouveaux membres; toutefois, pour l'instant, le Gouvernement britannique s'en remet à son représentant au sein du Conseil. Il déclare donc que si l'on persistait dans la voie indiquée par le Directeur, le Gouvernement britannique retirerait son expert de la Commission technique des verreries.

M. Forbes Watson est porté à croire que le Directeur hésite lui-même quelque peu au sujet de la proposition qu'il a présentée. Il rappelle au Conseil que la résolution relative à la réduction de la durée du travail dans l'industrie du verre n'a pas été adoptée par la Conférence, mais simplement renvoyée au Bureau par la Commission de la réduction de la durée du travail. Il croit donc que le Directeur pourrait, sans difficulté, renoncer à sa suggestion.

Par 14 voix contre 8, le Conseil décide que la Commission technique des verreries sera convoquée en 1936 pour examiner la possibilité d'étendre, dès que possible, la réduction de la durée du travail par voie de convention internationale, aux branches de l'industrie du verre ou aux catégories de personnes de cette industrie, qui n'ont pas encore été visées jusqu'ici.
question of social policy, and not one to be submitted to experts. If the proposal were
drafted, the British Government would have to consider whether its expert could
remain on the Committee.

Mr. Waline said that his observations would be similar to those made by
Mr. Leggett. He did not propose to discuss the substance of the question. He would
merely point out that the question which it was now proposed to consider was not a
limited question, like that relating to automatic glass works, but the reduction of
hours of work in a number of branches of the glass industry. He doubted whether
the experts on the Committee were qualified to consider the problem from these
varied points of view.

Mr. Forbes Watson said that he entirely agreed with Mr. Waline. Two Conventions
had already been adopted in regard to the glass industry, and he thought that further
questions in regard to that industry might be postponed for the moment, as there
were many more urgent questions with which the Office could usefully deal.

Mr. Jouhaux said that he agreed that Mr. Waline's remarks were to some extent
justified. It did not follow, however, that other branches of the glass industry should
not be studied. On the other hand, it might be desirable to review the composition
of the Technical Committee on Glass Works from the point of view of the qualifications
of the experts.

The Director pointed out in reply to Mr. Forbes Watson that it did not rest with
the Director but rather with the Governing Body to decide what effect should be given
to a resolution of the Conference.

As regards the composition of the Technical Committee on Glass Works, there
would be time to make other nominations before the Committee met, if it were
considered that further experts should be added. He would remind Mr. Leggett that
it would not be the first time that the Committee had discussed the question of hours
of work, since it had already made recommendations upon which the Convention
concerning hours of work in the sheet-glass industry had been based. He hoped that
the British Government expert would continue to give the Committee the benefit
of his advice.

Mr. Leggett said that he noted the Director's remarks, but pointed out that the
British Government expert had been appointed for a specific purpose.

It was not customary for the Governing Body to submit questions to expert
committees before it had decided on the general policy to be followed with regard to
them. There had indeed been considerable opposition to the proposal to set up an
actual Committee of experts for the textile industry. The British Government would
therefore not appoint another representative on the Technical Committee on Glass
Works. If in the future the Governing Body decided that the question was to be
considered in detail after a consultation of experts, a Committee could be appointed;
but, for the present, the British Government would leave its policy in the hands of its
representative on the Governing Body. If therefore the proposal were pursued, the
British Government would withdraw its expert from the Technical Committee on
Glass Works.

Mr. Forbes Watson said that he believed the Director himself had some hesitation
in regard to the proposal which had been put forward. He would remind the Governing
Body that the resolution concerning the reduction of hours of work in the glass industry
had not been adopted by the Conference, but merely referred to the Office by the
Committee on the Reduction of Hours of Work. He therefore suggested that the
Director might abandon his proposal.

The Governing Body decided by 14 votes to 8 that the Technical Committee on Glass
Works should be convened in 1936 in order to examine the possibility of extending as soon
as possible, by means of an international Convention, the reduction of hours of work to
those branches of the glass industry or categories of persons employed in that industry
which had not so far been dealt with.
II. Résolutions invitant le Conseil d'administration à prendre certaines mesures.

1. Résolution concernant le chômage des jeunes gens (IIᵉ partie).

Le Directeur expose que la deuxième partie de cette résolution suggère tout d'abord de soumettre à la Commission du chômage les rapports prévus au préambule de la recommandation et d'inviter les Gouvernements des pays qui auront fourni ces rapports, à envoyer des experts à la réunion de la commission. Il suggère au Conseil d'accepter en principe cette demande et de le charger de lui faire en temps utile des propositions pour la convocation d'une réunion de la Commission du chômage, à laquelle les Gouvernements qui auront fourni les rapports prévus seraient également priés d'envoyer des experts. Il serait entendu que les frais de déplacement de ces experts seraient supportés par les gouvernements respectifs.

La résolution propose ensuite de soumettre à une prochaine session de la Conférence des statisticiens du travail, la partie des recommandations relative aux statistiques afin d'en faciliter l'application. Il suggère donc au Conseil de décider l'inscription de cette question à l'ordre du jour de la prochaine Conférence des statisticiens du travail.

Le Conseil adopte ces propositions.

2. Résolution concernant le travail agricole.

Le Directeur signale que cette résolution devrait être examinée en même temps que le point 7 de l'ordre du jour de la session actuelle du Conseil; « Rapport et propositions du Bureau pour la constitution de la Commission agricole tripartite ».

Cette procédure est approuvée.

3. Résolution concernant la fixation des salaires.

M. Joshi n'abordera pas pour l'instant la question générale de savoir comment il est possible de hâter la ratification de la convention qui a déjà été adoptée par la Conférence en matière de fixation des salaires. Il tient toutefois à demander au Directeur à quoi peut servir la communication de la résolution aux États Membres qui n'ont pas ratifié la convention. Il serait heureux d'apprendre si le Directeur entend soumettre un rapport au Conseil ainsi qu'à la Conférence sur les résultats de la communication de cette résolution aux États Membres. Il désirerait vivement que le Bureau prenne des mesures précises afin de hâter la ratification de la convention ou l'adoption de dispositions législatives en la matière.

Le Directeur répond que selon lui, l'objet de la résolution était de porter le problème devant les Gouvernements. Il communiquera la résolution aux Gouvernements par une lettre d'une rédaction appropriée, et saisira l'occasion pour essayer d'obtenir la ratification de la convention par les pays qui ne l'ont pas ratifiée jusqu'ici. Il est tout disposé à présenter au Conseil un rapport sur les résultats de ces démarches.

Il en est ainsi décidé.

II. Résolutions proposant de charger le Bureau international du Travail d'étudier certaines questions.

1. Résolution concernant le chômage des jeunes gens (IIIᵉ partie).

Le Directeur rappelle que les questions mentionnées dans la résolution ont déjà fait l'objet d'un échange de vues préliminaire à la Commission consultative mixte agricole. Il suggère que la question fasse l'objet d'un examen complémentaire par la Commission du travail agricole.
II. Resolutions requesting the Governing Body to take action.

(1) Resolution concerning unemployment among young persons. (Part II.)

The Director pointed out that Part II of the resolution proposed in the first place that the reports referred to in the preamble of the Recommendation should be submitted to the Unemployment Committee, and that the Governments which had sent in such reports should be asked to send experts to the meeting of the Committee. The Office suggested that the Governing Body should accept that proposal in principle and should instruct him to submit to it in due course proposals for calling a meeting of the Unemployment Committee to which those Governments which had sent the reports in question would also be asked to send experts. It should be understood that the travelling expenses of the experts would be paid by their Governments.

The resolution then proposed that the part of the Recommendation dealing with labour statistics should be submitted to an early session of the Conference of Labour Statisticians with a view to facilitating its application. He accordingly suggested that the Governing Body should decide to place this question on the agenda of the next Conference of Labour Statisticians.

The Governing Body adopted those proposals.

(2) Resolution concerning agricultural labour.

The Director said that this question could be discussed in connection with the seventh item on the agenda of the present session: "Report and proposals of the Office concerning the setting up of the Tripartite Agricultural Committee."

That suggestion was approved.

(3) Resolution concerning wage-fixing machinery.

Mr. Joshi said that he did not propose to deal at present with the general question of how to secure ratification of the Convention concerning the creation of minimum wage-fixing machinery which the Conference had already adopted. He would, however, ask the Director what purpose would be served by merely communicating the resolution to the States Members which had not ratified the Convention. He would be glad to know whether the Director proposed to make a report to the Governing Body and to the Conference concerning the result of communicating the resolution to the States Members. He was anxious that the Office should take some definite steps in order to secure either the ratification of the Convention or some legislative action in the matter.

The Director said that the object of the resolution was apparently to bring the matter before the Governments. The Office would communicate the resolution with a suitably drafted letter, and would take the opportunity of once more endeavouring to secure the ratification of the Convention by those countries which had not so far ratified. He was quite prepared to make a report to the Governing Body on the results of the action taken.

The Governing Body approved the Director's suggestions.

III. Resolutions proposing questions for study by the International Labour Office.

(1) Resolution concerning unemployment among young persons. (Part III.)

The Director said that a preliminary discussion had already taken place in the Mixed Advisory Agricultural Committee. It was suggested that the matter should be further considered by the Committee on Agricultural Work.
M. Anselmi n'est pas convaincu que la suggestion du Directeur relative à ce passage de la résolution présentée par M. de Michelis soit conforme aux vues de l'auteur de la résolution. En conséquence, il demande l'ajournement de la question.

Il en est ainsi décidé.

3. Résolution concernant l'alimentation des travailleurs.

Le Directeur expose que la question a beaucoup avancé depuis la dernière session de la Conférence. Elle a notamment fait l'objet d'un examen approfondi par l'Assemblée de la Société des Nations. L'Assemblée et le Conseil de la Société des Nations ont décidé la constitution d'une commission spéciale et l'Organisation internationale du Travail a été invitée à collaborer à une étude générale portant sur l'ensemble du problème. Cette étude comprendra l'examen des questions relatives à l'hygiène par la Commission d'hygiène du Secrétariat, qui a déjà constitué une sous-commission à cette fin; l'examen des aspects économiques par le Comité économique de la Société des Nations; celui des aspects sociaux du problème par le Bureau et celui des aspects agricoles par l'Institut international d'agriculture.

En vue de coordonner ces travaux, le Conseil de la Société des Nations constituera une commission centrale comptant 12 à 14 membres; l'Organisation internationale du Travail est invitée à désigner deux d'entre eux. La Commission serait chargée d'établir la liaison nécessaire entre les différentes parties de l'enquête.

Pour mener à bonne fin le programme que l'Organisation internationale du Travail aurait à accomplir, il lui a paru qu'il serait bon d'avoir l'aide de personnes véritablement compétentes au sujet des problèmes étudiés; c'est dans ces conditions qu'il suggère la création d'un comité composé de 7 personnes chargées d'aider le Bureau dans sa tâche.

Il aurait désiré pouvoir présenter au Conseil une liste complète de noms; malheureusement, certaines personnes avec lesquelles il s'était mis en rapport n'ont pas encore répondu. Ainsi qu'il est indiqué dans la note soumise au Conseil, il suggère de désigner comme président de ce comité M. Bramsnaes qui, croit-il, sera disposé à accepter cette mission. Comme spécialistes de l'alimentation populaire du point de vue de la physiologie, il suggère le Professeur Cathcart, titulaire de la chaire royale de chimie physiologique à l'Université de Glasgow et le Professeur Durig, de l'Institut de physiologie de l'Université de Vienne. Ces deux personnalités jouissent d'une réputation mondiale pour les travaux qu'elles ont accomplis au sujet de ces questions.

Pour les questions de consommation et de circulation des produits destinés à l'alimentation, il suggère de s'adresser au monde de la coopération et de demander la participation, soit de M. Jaeggi, du mouvement coopératif suisse, soit de M. Serwy, du mouvement coopératif belge.

D'autre part, pour la question de l'alimentation ouvrière dans ses rapports avec les niveaux de vie et les budgets familiaux, il suggère d'avoir recours à la collaboration de M. Halbwachs, Professeur à l'Université de Strasbourg, ou à son défaut à M. Ohlin, Professeur à l'Université de Stockholm.

Enfin, pour compléter la composition de ce comité, il envisage d'essayer d'obtenir la collaboration de deux experts provenant l'un des États-Unis d'Amérique, l'autre de l'Union des Républiques soviétiques socialistes, pays dans lesquels l'étude de ce problème a été très poussée. Il envisage de s'adresser à deux personnes tout particulièrement qualifiées; si elles ne pouvaient participer aux travaux du comité, il croit qu'il ne serait pas difficile de les remplacer par d'autres personnes compétentes.

M. Oersted félicite le Directeur du choix de M. Bramsnaes comme président du Comité. M. Bramsnaes, dont il est le compatriote, sera certainement très qualifié pour remplir ces fonctions.

Il est chargé par son groupe de demander que le comité dont la constitution est envisagée comporte une représentation du Conseil d'administration. Il tient beaucoup à ce que le Conseil soit représenté dans les commissions de ce genre et il attache une importance particulière à ce qu'il en soit ainsi dans le cas présent.

M. Leggett considère que lorsque l'Organisation internationale du Travail est invitée à collaborer avec la Société des Nations au sujet d'une question telle que
Mr. Anselmi said that he was not sure whether the suggestions of the Office concerning this part of the resolution submitted by Mr. de Michelis were in complete conformity with the object which its author had in view. He therefore requested that the matter might be adjourned.

The Governing Body decided to adjourn this question.

(3) Resolution concerning the nutrition of the workers.

The Director said that considerable progress had been made in this matter since the last session of the Conference. The question had been carefully considered by the Assembly of the League of Nations. The Assembly and the Council had decided to set up a special committee, and the International Labour Organisation had been requested to co-operate in a complete survey of the whole question. This would include a survey of its health aspects by the Health Organisation of the League, which had set up a sub-committee for the purpose; of its economic aspects by the Economic Committee of the League; of its social aspects by the Office; and of its agricultural aspects by the International Institute of Agriculture.

In order to co-ordinate the work, the Council was setting up a central committee of about 12 or 14 persons, for which the Organisation was asked to nominate two members. The object of the committee was to establish the necessary liaison between the different branches of the enquiry.

He felt it necessary, in order to ensure that the part of the programme for which the Organisation would be responsible should be carried out effectively, to have the assistance of persons really versed in the subject, and he had accordingly suggested that a Committee of seven persons should be appointed to assist the Office in the matter.

He would have liked to be able to submit a complete list of names to the Governing Body, but unfortunately certain persons who had been approached had not yet replied. As was stated in the note on the subject, it was proposed that Mr. Bramsnaes should be requested to act as Chairman, and the Director understood that he was willing to do so. The two physiological experts whom it was proposed to nominate were Professor Cathcart, Regius Professor of Chemical Physiology at Glasgow University, and Professor Dung of the Institute of Physiology of the University of Vienna. Both those persons were very well known for their work on this question.

In regard to the consumption and distribution of food products, it was proposed to appeal to the co-operative movement and to obtain the assistance either of Mr. Jaeggi of the Swiss co-operative movement or Mr. Serwy of the Belgian co-operative movement.

The Office would also require advice on the question from the point of view of standards of living and family budgets, and it was proposed to appoint either Professor Halbwachs of the University of Strasbourg, or, failing him, Professor Ohlin of the University of Stockholm.

Finally, in order to complete the Committee, it was proposed to endeavour to obtain the services of two experts, one from the United States of America and one from the Union of Soviet Socialist Republics; in both those countries considerable attention had been given to this problem. He had the names of two persons in mind who were pre-eminently qualified. If they were unable to sit on the Committee, there would probably be no difficulty in obtaining other qualified persons to replace them.

Mr. Oersted congratulated the Director on the choice of Mr. Bramsnaes as Chairman of the Committee. Mr. Bramsnaes, who was his compatriot, would undoubtedly be well qualified to act as Chairman.

On behalf of the employers' group he requested that the Governing Body should be represented on the Committee. He was always anxious that the Governing Body should be represented on such committees, and he attached particular importance to that being done in the present case.

Mr. Legget said that when the International Labour Organisation was asked to co-operate with the League of Nations on a subject of the kind in question, it was
celle qui est envisagée, c'est parce que l'Organisation est compétente en matière de conditions du travail et parce qu'elle comprend non seulement des représentants des Gouvernements, mais encore des représentants des patrons et des ouvriers. C'est pourquoi il a été quelque peu étonné de constater que les personnalités dont la désignation est envisagée auraient pu tout aussi bien être choisies par la Société des Nations elle-même. Si certains travailleurs ne sont pas convenablement alimentés, c'est en raison de l'insuffisance de leurs salaires. Il semblerait donc naturel qu'un comité comme celui que l'on propose de constituer comprenne des représentants des patrons et des travailleurs. Cette question est d'ailleurs distincte de celle qui a trait à l'adjonction d'une représentation du Conseil. En principe, il juge que lorsque l'Organisation internationale du Travail est appelée à collaborer avec la Société des Nations au sujet de questions qui intéressent les travailleurs, la représentation des gouvernements, des patrons et des ouvriers devrait être de règle.

La résolution relative à l'alimentation est assez étroitement liée avec celle de M. Mudaliar concernant la fixation des salaires. Si même la convention concernant les salaires minima ne peut être considérée comme donnant pleine satisfaction, elle est cependant une base fondamentale pour l'amélioration des conditions de vie des travailleurs et pour les efforts tendant à leur permettre de se procurer une alimentation meilleure.

C'est dans ces conditions qu'il suggère d'adoindre au comité des représentants des patrons et des ouvriers.

M. Delauney constate que le Conseil se trouve en présence d'une résolution de l'Assemblée invitant le Conseil à accomplir une tâche limitée et que le programme de travail proposé par le Bureau est plus étendu que ne le prévoit ladite résolution. Dans celle-ci, le Bureau est chargé d'établir une documentation au sujet des mesures prises dans les différents pays pour améliorer l'alimentation. Dans le programme des travaux envisagés, on propose en plus d'établir une comparaison dans les différents pays et dans les diverses catégories de travailleurs entre la capacité d'achat des travailleurs et leurs besoins élémentaires, en se fondant sur l'étude des niveaux de vie et sur l'analyse des budgets familiaux. C'est là une étude qu'il lui paraît assez délicat d'aborder. Il appuie toutefois la proposition du Directeur à condition que l'enquête reste dans les limites précises indiquées par la résolution de l'Assemblée invitant l'Organisation internationale du travail à collaborer aux recherches entreprises.

M. Rice déclare que le Gouvernement des États-Unis appuie chaleureusement la proposition du Directeur; il regrette que, du fait de l'éloignement de son pays, il ne peut donner au Conseil d'administration l'assurance qu'il sera possible d'obtenir la collaboration de la personnalité à laquelle songe le Directeur. Toutefois, il est convaincu qu'en laissant au Directeur le soin de choisir aux États-Unis un expert pleinement compétent en la matière, il sera possible de s'assurer la collaboration d'une personnalité tout à fait qualifiée.

Il a écouté avec intérêt la suggestion de M. Leggett tendant à adjoindre à la commission des représentants des patrons et des ouvriers; il désirerait à cet égard connaître l'avis du groupe patronal et du groupe ouvrier.

M. Jouhaux ne s'oppose pas à la suggestion du Directeur, mais tient cependant à formuler certaines réserves. Les mesures à prendre pour améliorer l'alimentation des travailleurs peuvent être envisagées sous deux angles: d'une part, il peut s'agir de travailleurs dits indigènes, qui vivent dans des pays où l'alimentation est évidemment très différente de celle que l'on qualifie habituellement de normale. Si, par contre, on envisage d'examiner les conditions d'alimentation dans les autres pays, ce n'est pas sur la nature de l'alimentation que doit porter l'examen, mais sur le pouvoir d'achat. C'est ainsi que, pour la France, il serait tout à fait inutile que des experts indiquent aux travailleurs ce qu'ils doivent manger. S'il y a des travailleurs sous-alimentés, c'est simplement parce qu'ils n'ont pas à leur disposition le moyen de se procurer les denrées nécessaires.

Il s'agit en définitive d'une question de capacité de consommation qui est étroitement liée à celle des salaires. Au cas où les travaux de la commission s'orienteraient dans ce sens, il y aura peut-être intérêt à démontrer que les salaires trop
because it was qualified to deal with labour conditions, and because it was composed not only of Governments but of representatives of employers and workers. He had therefore been somewhat surprised to see that the persons proposed as members of the Committee might equally well have been chosen by the League of Nations itself. The main reason why some of the workers did not obtain proper nutrition was that their earnings were insufficient. It therefore seemed obvious that the proposed Committee should include representatives of employers and workers. That question was quite separate from the question of representation of the Governing Body. He felt that whenever the International Labour Organisation was asked to collaborate with the League in dealing with matters which affected the workers, it should be a definite rule that Governments, employers and workers should be represented.

The resolution concerning nutrition was, in his opinion, closely connected with Mr. Mudaliar’s resolution concerning minimum wage-fixing machinery. Although the Convention concerning the creation of minimum wage-fixing machinery was not a completely satisfactory one, it was nevertheless the basic Convention for improving the conditions of the workers and allowing them to purchase more food.

He accordingly suggested that representatives of the employers and workers should be added to the Committee.

Mr. Delauney said that the Governing Body had before it a resolution of the Assembly asking the Governing Body to perform a certain specified task and that the plan of work proposed by the Office went somewhat further than the terms of the resolution. Under the terms of the resolution the Office was requested to obtain information concerning the steps taken in the various countries to improve nutrition. In the proposed plan of work it was suggested in addition that a comparison should be made in the various countries and in the different classes of workers between the purchasing capacity of the workers and their consumption requirements, by taking as a basis the study of standards of living and an analysis of family budgets. That might perhaps be a somewhat difficult enquiry. He nevertheless supported the Director’s proposal provided that the enquiry remained within the definite limits in which the Organisation had been invited to collaborate by the Assembly resolution.

Mr. Rice said that the United States Government warmly supported the Director’s proposal. He regretted that owing to the difficulties of communication he was unable to assure the Governing Body that the person whom the Director had in mind would be in a position to serve on the Committee. He felt sure, however, that if it was left to the Director to select an expert from the United States, a person well qualified to deal with the question would be chosen.

He had been impressed by Mr. Leggett’s proposal that employers’ and workers’ representatives should sit on the Committee, and he would be interested to hear the opinions of the employers’ and workers’ groups on that point.

Mr. Jouhaux said that he did not raise any objection to the Director’s proposal; but he had certain reservations to make. The measures to be taken to improve the nutrition of the workers might be considered under two aspects. On the one hand there were the workers who were referred to as Native workers, who lived in countries where nutrition was obviously quite different from what was generally regarded as normal. On the other hand, if it was proposed to consider conditions of nutrition in other countries, it was not the nature of the food which should be studied, but purchasing power. In France, for instance, it would be quite unnecessary for experts to tell the workers what to eat. If any workers were undernourished, it was merely because they had not the means of purchasing proper food.

The question was thus really one of consuming capacity, which was closely bound up with wages. If the Committee’s discussions turned in that direction, it would perhaps be well to show that insufficient wages not only impeded the development of
bas portent atteinte non seulement au développement de l'économie nationale et internationale, mais également au développement physique et physiologique des individus. Lorsque la question est ainsi posée, elle suscite immédiatement une opposition de la part des représentants des Gouvernements et des patrons. Lorsque, à propos du travail indigène, on a proposé l'étude de l'amélioration et du développement de l'alimentation des indigènes, il s'est trouvé un grand nombre de représentants gouvernementaux pour déclarer qu'une telle proposition allait à l'encontre de l'esprit de la colonisation, telle qu'elle était poursuivie pour l'instant, et que cette proposition pouvait susciter des problèmes sociaux extrêmement graves.

Le Conseil et le Bureau doivent adopter une attitude logique en la matière. Il faut éviter de donner l'impression qu'en théorie on considère le principe du développement de la consommation et du relèvement de l'alimentation des populations en général comme une condition du développement de la civilisation, alors que dans la pratique on s'oppose à l'application de ce principe quand il s'agit d'un pays déterminé.

M. Yoshisaka rappelle au Conseil que le rapport présenté par M. Maurette sur les conditions du travail dans l'industrie au Japon signalait l'existence d'un Institut chargé de l'étude des questions relatives à l'alimentation. Le Gouvernement japonais attache une grande importance à cette question en raison de l'accroissement de la population du Japon et de son désir d'élèver le niveau de vie de cette population. Dans bien des localités, les autorités locales ont nommé des experts en matière d'alimentation; ces experts travaillent en collaboration avec les services d'inspection du travail et font de très utiles recommandations aux chefs d'entreprises quant à l'alimentation de leur personnel. De très bons résultats ont déjà été obtenus à cet égard, tant du point de vue de l'hygiène que de celui du rendement. Il espère donc que dans le choix des experts, le Directeur n'oubliera pas l'Asie. Comme l'a indiqué M. Jouhaux, les pays éloignés s'intéressent particulièrement à ce problème. Il pourra sans difficulté suggérer les noms de certaines personnalités au Directeur.

La séance est levée à 13 heures 15.

W. A. Riddell.
national and international economy, but also the physical and physiological development of the persons concerned. When the question was put in that way, immediate opposition arose from the representatives of the Governments and employers. When it had been suggested, in connection with Native labour questions, that the question of improving and increasing the nutrition of Native workers should be considered, a large number of Government representatives had said that such a proposal ran counter to the whole spirit of colonisation as it was at present applied, and that it would give rise to social problems the consequences of which could not be foreseen.

The Governing Body and the Office must follow a logical course, and avoid giving the impression that the principle of increasing consumption and raising the nutrition standards of the workers was regarded in theory as a condition for the development of civilisation, but that in practice the application of the principle was opposed in the case of any particular country.

Mr. Yoshisaka said that the report submitted by Mr. Maurette on Japanese industry and labour had mentioned an institute which studied nutrition. The Japanese Government attached great importance to that question owing to the increasing population of Japan, and also its desire to raise the standard of living of the people. Many local authorities had already appointed experts on nutrition who worked in connection with the factory inspectors, and those experts were making valuable suggestions to the owners of factories with regard to the workers' food. These had produced good results, both as regards health and efficiency. He therefore hoped that the Director, in selecting experts, would not forget Asia. As Mr. Jouhaux had said, far distant countries were particularly concerned with the question. He would have no difficulty in suggesting names to the Director for consideration.

The sitting closed at 1.15 p.m.

W. A. RIDDLE.

Absents: M. Jurkiewicz, M. Ruiz Manent.

CINQUIEME QUESTION A L'ORDRE DU JOUR.

Suite à donner aux résolutions adoptées par la Conférence à sa XIXe session (suite).

III. Résolutions proposant de charger le Bureau international du Travail d'étudier certaines questions.

3. Résolution concernant l'alimentation des travailleurs (suite).

M. Oersted croit savoir que le groupe ouvrier considère lui aussi que la représentation du Conseil doit être assurée au sein du Comité dont l'institution était envisagée. Dans son opinion, cette représentation pourrait comprendre un représentant patronal et un représentant ouvrier, ce qui serait suffisant, tout au moins pour le moment. Il espère que M. Leggett pourra accepter cette proposition et retirer la sienne.

M. Renaud rappelle que les délégués du Canada, tant à la Conférence internationale du Travail qu'à l'Assemblée de la Société des Nations, ont réclamé une étude approfondie du problème de l'alimentation. Afin de marquer à son tour l'importance que son pays attache à cette étude, il tient à appuyer formellement les propositions du Directeur quant à la constitution d'un comité chargé d'étudier la question. Il se permet, toutefois, d'exprimer l'espoir que rien ne sera négligé pour appeler, si l'occasion s'en présente, un plus grand nombre d'États d'outre-mer, grands producteurs de vivres, à participer aux travaux de ce comité.

M. Hayday croit que la question de la nutrition est l'une des plus importantes que l'Organisation ait été appelée à examiner depuis de nombreuses années. Il est convaincu que les travailleurs doivent être associés étroitement à cette enquête, qui ne devrait pas être menée exclusivement par des experts scientifiques n'ayant pas d'expérience pratique sur ce point. Si la question devait être discutée uniquement du point de vue théorique, en vue de rechercher la quantité des aliments de différentes sortes nécessaires à l'alimentation d'une famille de la classe ouvrière, il est probable que l'on aboutirait à des conclusions erronées. En effet, la plupart des personnalités qu'il est proposé de désigner comme membres de la Commission sont des hommes de science, et il y aurait intérêt à voir l'Organisation nommer des représentants susceptibles de traiter des répercussions des problèmes de la nutrition sur les conditions effectives de vie des travailleurs. Il n'est pas convaincu qu'il suffirait d'adjoindre un représentant ouvrier et un représentant patronal à la Commission. Il a eu l'occasion
MINUTES OF THE SEVENTH SITTING.

(Saturday, 26 October 1935, 3 p.m.)

The Governing Body was composed as follows: Mr. Riddell, Chairman, Mr. Balella, Mr. Cau, Mr. Curcin, Mr. Delauney, Mr. Dennison, Mr. Estrada Cajigal, Mr. Forbes Watson, Mr. Hayday, Mr. Johanson, Mr. Joshi, Mr. Jouhaux, Mr. Knob, Mr. Lecocq, Mr. Leggett, Mr. Mannio, Mr. Markus, Mr. Mertens, Sir Bhupendra Nath Mitra, Mr. Muniz, Mr. Oersted, Mr. Pao Hua-Kuo, Mr. Paro, Mr. Possehl, Mr. Rice, Mr. Schürch, Mr. Tzaut, Mr. Yeremitch, Mr. Yonekubo, Mr. Yoshisaka.

Absent: Mr. Jurkiewicz, Mr. Ruiz Manent.

FIFTH ITEM ON THE AGENDA.

Effect to be given to the resolutions adopted by the Conference at its Nineteenth Session.

(continued).

III. Resolutions proposing questions for study by the International Labour Office.

(3) Resolution concerning the nutrition of the workers (continued).

Mr. Oersted said that he understood that the workers' group agreed that the Governing Body should be represented on the Committee which it was proposed to set up. He considered that one employers' representative and one workers' representative would be sufficient, for the present at any rate. He hoped that Mr. Leggett would accept this proposal and withdraw his own.

Mr. Renaud said that the Canadian delegates, both at the International Labour Conference and at the Assembly of the League, had asked that the question of nutrition should be carefully studied. In view of the importance which his country attached to this question, he definitely supported the Director's proposal for the appointment of a Committee to deal with the subject. He hoped that everything possible would be done to allow more of the great extra-European food-producing countries to take part in the work of the Committee.

Mr. Hayday said that the question of nutrition was one of the most important with which the Organisation had been called upon to deal for many years. He felt that the workers ought to be intimately associated with the investigations, and that they should not be carried on exclusively by scientific experts who had no practical experience of the subject. If the question were discussed solely from the theoretical point of view of the amount of various kinds of foodstuffs required to maintain a working-class family, it was probable that wrong conclusions would be reached. Most of the representatives whom it was proposed to appoint to the Committee were scientific men, and it was desirable that the International Labour Organisation should appoint persons who could deal with the effect of nutrition questions on the actual living conditions of the workers. He was not sure that it would be sufficient to add one workers' representative and one employers' representative to the Committee. He had himself had experience of a case in which an employer had given his workers
d'avoir personnellement connaissance d'un cas où un employeur a donné à ses travailleurs des conseils sur la méthode à suivre pour se procurer une alimentation nutritive à très bon compte, et où le même patron a ensuite indiqué que ce moyen devrait permettre à ses travailleurs d'accepter une réduction de salaires.

Le Directeur déclare que la question de la nutrition constitue sans aucun doute un problème fondamental. Toutefois, l'étude de la question en est encore à son premier stade et il ne croit pas que le Conseil devrait suivre, en cette matière, une procédure trop précipitée. Tout ce qui est d'ailleurs proposé pour le moment, c'est de soumettre un rapport préliminaire sur l'ensemble de la question à la Conférence de 1936. Un rapport similaire sera présenté à l'Assemblée de la Société des Nations au cours de la même année. C'est seulement après l'établissement et la discussion de ces rapports qu'il sera possible de rechercher les mesures de caractère pratique à prendre. À ce moment, il sera probablement nécessaire d'instituer un comité de composition différente de celui dont la création est maintenant proposée.

Il reconnait parfaitement la nécessité de nommer un représentant de chaque groupe du Conseil au comité dont l'institution est envisagée. Ce Comité pourrait se réunir en décembre 1935 ou au début de janvier 1936, avant la première session de la commission de coordination. A sa première réunion, le Comité pourra procéder à un examen général du champ de ses recherches. Le Bureau pourra soumettre un plan en vue d'un rapport général sur la question, qui serait présenté à la Conférence de 1936. Une discussion préliminaire pourra alors avoir lieu afin de permettre au comité de faire connaître à la commission de coordination quelle sera la collaboration que le Bureau international du Travail pourra lui apporter au stade actuel.

Le comité dont l'institution est envisagée ne doit pas avoir un caractère représentatif. Si tel devait être le cas, il serait indispensable de constituer un comité beaucoup plus nombreux. Mais, pour le moment, il suffit d'avoir recours à des experts qui soient en mesure d'exposer les résultats généraux donnés par les recherches en matière alimentaire, effectuées dans le monde. En outre, les propositions du Bureau sur la composition du Comité sont soumises en consultation avec le Secrétariat de la Société des Nations, et l'on s'est efforcé d'assurer, de part et d'autre, une représentation aussi large que possible, du point de vue des nationalités. Il étudiera la possibilité de faire représenter également le Canada et le Japon dans ce comité.

Dans son opinion, la mission confiée au Comité ne dépasse pas, comme M. Delauney, la limite des intentions de l'Assemblée. Ses fonctions sont d'ailleurs conformes aux termes de la résolution adoptée par la Conférence internationale du Travail.

Le Conseil décide d'instituer un comité temporaire d'experts chargés d'étudier les problèmes de l'alimentation, et de désigner trois membres du Conseil (un par groupe) pour le représenter au sein de ce comité.

M. Oersted déclare que le groupe patronal propose, pour le représenter au Comité, M. Olivetti comme membre titulaire et M. Erulkar comme suppléant.

M. Mertens déclare que le groupe ouvrier propose pour le représenter au Comité, M. Hayday comme membre titulaire et M. Schürch comme suppléant.

Le Conseil approuve ces désignations et note que le gouvernement désignera son représentant ultérieurement.

4. Résolution concernant le « Truck System ».

Le Conseil note que le Bureau poursuit l'étude de ce problème.

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1 A l'issue de la séance, le groupe gouvernemental a désigné M. Yoshioka pour le représenter au Comité d'experts.
advice on how to make a nutritious meal at a very small cost, and had subsequently suggested that this would enable the workers to agree to a reduction in wages.

*The Director* said that the question of nutrition was undoubtedly a fundamental one. The study of the question was, however, at present in its early stages, and he suggested that the Governing Body should not try to go too fast. All that was now proposed was that a preliminary report on the whole question should be submitted to the Conference in 1936. A similar report would be submitted to the Assembly in that year. It was only after those reports had been drawn up and considered that it would be possible to see what practical steps should be taken. When that time came, it would probably be necessary to set up a different kind of committee from that which was now proposed.

He would however point out that the experts whom it was proposed to appoint to the Committee were not devoid of practical experience, but had for many years been studying what foods were the best for the human frame and were necessary to produce an improved standard of physical well-being. Once the question had been dealt with from that point of view, it would be possible to see how far living conditions, purchasing power and so on were adequate to meet the elementary needs of the workers.

He entirely agreed that there should be a representative of each group of the Governing Body on the Committee which was to be set up. That Committee might meet in December 1935 or early in January 1936, before the first meeting of the co-ordinating committee. At the first meeting of the Committee a general survey of the field would be made. The Office would submit a plan for a general report on the question, to be presented to the Conference in 1936. A preliminary discussion could then take place in order to enable the Committee to inform the co-ordinating committee what contribution the International Labour Office could make at this stage.

The Committee which it was intended to set up was not to be a representative one. If it were to be representative it would, of course, have to be much larger. All that was necessary at the present stage, however, was to include experts who could explain the general results of the researches into nutrition which had been carried out all over the world. Moreover, the proposals of the Office for the composition of the Committee were submitted in consultation with the Secretariat of the League, and an effort had been made to adjust the membership so as to ensure the widest possible national representation. He would investigate the possibility of the representation of Canada and Japan on the Committee.

In his view the terms of reference proposed for the Committee did not, as Mr. Delauney had suggested, go beyond what was proposed at the Assembly. They also conformed to the resolution adopted by the International Labour Conference.

*The Governing Body decided to set up a temporary Committee of experts on nutrition questions, and to include in the Committee three representatives of the Governing Body, one from each group.*

*Mr. Oersted* said that the employers' group proposed Mr. Olivetti as its representative on the Committee, with Mr. Erulkar as substitute.

*Mr. Mertens* said that the workers' group proposed Mr. Hayday as its representative on the Committee, with Mr. Schürch as substitute.

*The Governing Body approved these nominations, and noted that the Government group would nominate its representative later.¹*

(4) *Resolution concerning the Truck System.*

*The Governing Body noted that the Office was continuing the study of this question.*

¹ After the close of the sitting, the Government group nominated Mr. Yoshioka to represent it on the Committee of experts.
IV. Résolution adressée aux Gouvernements.

Résolution concernant le maintien du niveau de vie des travailleurs.

Le Directeur fait connaître que cette résolution a été communiquée aux Etats Membres, le 6 juillet 1935.

M. Mertens, tout en reconnaissant que le préambule de cette résolution renvoie à un projet de convention adopté par la Conférence, et que les gouvernements disposent d'un délai d'une année ou de dix-huit mois pour étudier la question de la ratification, estime qu'il serait opportun que le Directeur envisage la possibilité d'entrer en relations avec les Gouvernements qui n'ont pas encore ratifié la convention. Il pourrait leur demander si, en attendant cette ratification, ils ne pourraient pas favoriser l'application de méthodes de fixation des salaires préconisées par la résolution.

M. Leggett rappelle qu'à la dernière session de la Conférence, le groupe ouvrier dans son ensemble n'a pas considéré que cette proposition avait suffisamment d'importance pour être insérée dans le préambule du projet de convention. Aussi, la première condition nécessaire pour donner réellement du poids à cette résolution, serait qu'à la prochaine session de la Conférence elle soit reprise dans toute convention qui serait adoptée en matière de réduction de la durée du travail. On ne peut s'attendre à voir les Gouvernements prêter une attention particulière à cette résolution avant que la Conférence elle-même ait montré qu'elle y porte suffisamment d'intérêt pour croire devoir la mentionner dans le préambule d'une convention.

Le Directeur ne se propose pas de reprendre le débat dont cette résolution a fait l'objet à l'époque où elle a été adoptée par la Conférence. Toutefois, il serait difficile pour le Bureau d'entreprendre des démarches telles que celles que suggère M. Mertens, trois mois seulement après la communication de cette résolution aux Gouvernements, d'autant que la résolution elle-même demande la communication au Bureau de rapports périodiques sur les mesures prises pour la mise en vigueur de la semaine de quarante heures et pour le maintien du niveau de vie des travailleurs. Il reconnaît que les démarches suggérées par M. Mertens devront être faites le moment venu, mais il convient de laisser tout d'abord aux Gouvernements un délai raisonnable pour prendre les mesures indiquées.

Le Conseil note que la résolution concernant le maintien du niveau de vie des travailleurs a été communiquée aux Gouvernements.

SEPTIEME QUESTION A L'ORDRE DU JOUR.

Rapport et propositions du Bureau pour la constitution de la Commission agricole tripartite.

Le Conseil décide de renvoyer l'examen de cette question à sa 74ème session.

HUITIEME QUESTION A L'ORDRE DU JOUR.

Enquête à faire par le Bureau et rapport au Conseil d'administration sur les mesures à prendre en vue d'une réglementation protectrice internationale relative aux conditions d'emploi, de travail, de prévention et de prévoyance sociale des salariés occupés dans les transports automobiles routiers (proposition de M. de Michelis).

Le Conseil décide de renvoyer l'examen de cette question à sa 74ème session.
IV. Resolution addressed to Governments.

(i) Resolution concerning the maintenance of the standard of living of the workers.

The Director said that this resolution had been communicated to Governments on 6 July 1935.

Mr. Mertens said that although the preamble to this resolution referred to a Draft Convention which the Conference had adopted, and although the Governments had a year or eighteen months in which to consider the question of ratification, it might be desirable for the Director to consider the possibility of approaching the Governments which had not yet ratified it, and ask them whether, pending ratification, they could not do something to encourage the establishment of wage fixing machinery on the lines proposed in the resolution.

Mr. Leggett pointed out that at the last session of the Conference the workers' group as a whole had not attached sufficient importance to this resolution to allow it to be quoted in the preamble to the Convention. Thus the first thing which was necessary to give the resolution real force was to ensure that the next session of the Conference should make a reference to it in connection with any Convention adopted on the reduction of hours of work. Governments could not be expected to take very much notice of the resolution until the Conference itself had shown sufficient interest in it to allow it to be mentioned in the preamble to a Convention.

The Director said that he did not propose to enter into the controversy which had surrounded this resolution at the time when it was adopted by the Conference. It would, however, be difficult for the Office to begin making enquiries of the kind suggested by Mr. Mertens, only three months after the resolution had been communicated to Governments, more particularly as the resolution itself asked that the Office should be furnished with periodical reports on the measures taken for the application of the 40-hour week and the maintenance of the standard of living of the workers. He agreed that the enquiries suggested by Mr. Mertens should be made at the proper time, but the Governments must first be allowed a reasonable time in which to take the measures indicated.

The Governing Body noted that the resolution concerning the maintenance of the standard of living of the workers had been communicated to Governments.

SEVENTH ITEM ON THE AGENDA.

Report and proposals of the Office concerning the setting up of the Tripartite Agricultural Committee.

The Governing Body decided to adjourn this question until its Seventy-fourth Session.

EIGHTH ITEM ON THE AGENDA.

Study by the Office and report to the Governing Body on the steps to be taken for the protective international regulation of the conditions of employment, work, safety and social welfare of wage-earners employed in road motor transport. (Mr. de Michelis' proposal.)

The Governing Body decided to adjourn this question until its Seventy-fourth Session.
NEUVIÈME QUESTION À L'ORDRE DU JOUR.


Le Conseil décide de renvoyer à sa 74ème session l'examen des décisions de l'Assemblée de la Société des Nations relatives à des questions autres que les questions financières et administratives.

QUINZIÈME QUESTION À L'ORDRE DU JOUR.

Rapport du Bureau sur les exceptions prévues dans les conventions internationales du travail et sur la situation existante en matière de législation protectrice dans les pays n'ayant pas ratifié de convention internationale du travail ou n'en ayant ratifié qu'un très petit nombre (Suite donnée à la décision du Conseil relative à la proposition de M. de Michelis visant l'extension de la législation du travail).

Le Directeur rappelle que la proposition la plus importante faite dans la note du Bureau tend à l'institution d'une commission permanente chargée de procéder à l'examen des rapports décennaux et quinquennaux sur l'application des conventions, à la lumière des considérations exposées par M. de Michelis. Cette proposition a été déjà adoptée par le Conseil. La Commission comprendra trois membres de chaque groupe du Conseil et sera invitée à procéder à l'examen de tous les rapports joints à la note du Bureau sur la question.

M. Cau tient à féliciter le Bureau sur le rapport très complet qu'il a élaboré au sujet des exceptions prévues par les conventions internationales du travail. Le rapport donne un aperçu très clair de la situation à cet égard. Il montre que M. de Michelis a été entièrement fondé à soumettre sa proposition, puisqu'il existe de nombreuses catégories de travailleurs qui ne bénéficient pas de la législation internationale du Travail. Il est maintenant nécessaire d'examiner si les exceptions prévues par les conventions sont justifiées et si elles doivent être maintenues ou modifiées. La proposition tendant à instituer une commission pour examiner la question paraît tout à fait appropriée. Il espère qu'elle sera adoptée par le Conseil.

M. Joshi est très heureux que la question des exceptions prévues par les conventions ait été soulevée. Bien que l'Organisation, au cours de son existence, ait accompli une grande quantité de travaux et ait ainsi contribué à l'amélioration du sort des travailleurs, il ne peut s'empêcher de penser que l'on aurait dû aboutir à des résultats beaucoup plus importants. Sans incriminer un groupe quelconque à cet égard, il est persuadé que l'on aurait pu réaliser davantage, tant en adoptant des conventions et des recommandations concernant les différents problèmes de la législation du travail, qu'en prenant les mesures nécessaires pour assurer l'application des conventions.

Bien que la Conférence ait adopté quelque quarante conventions au cours des seize dernières années, elle n'a pas encore couvert tout le domaine de la législation ordinaire du travail. Il avait espéré que l'on pourrait faire le tour de ces questions au cours des dix premières années, et que la Conférence aurait pu ensuite procéder progressivement, d'année en année, à la révision des conventions.

Les progrès accomplis ont été encore plus lents à l'égard des mesures d'application des conventions. En moyenne, on n'a pas obtenu plus de 40% du nombre possible des ratifications de conventions. Il importe donc de faire un effort, non seulement pour que les conventions couvrent l'ensemble du domaine de la législation ouvrière, mais aussi pour obtenir que ces conventions soient ratifiées ou qu'au moins des mesures soient prises pour les appliquer.

Un des problèmes qui requièrent l'attention du Conseil porte sur les exceptions prévues par certaines conventions à l'égard de pays déterminés, en raison de condi-
NINTH ITEM ON THE AGENDA.

Study of the decisions of the Assembly of the League of Nations which concern the International Labour Organisation.

The Governing Body decided to adjourn the study of the decisions of the Assembly of the League of Nations, other than the financial and administrative decisions, until its Seventy-fourth Session.

FIFTEENTH ITEM ON THE AGENDA.

Report of the Office on exceptions in international labour Conventions and on the existing position of protective legislation in countries which have ratified none or very few of the Conventions. (Effect given to the Governing Body’s decision relative to Mr. de Michelis’ proposal concerning the extension of labour legislation.)

The Director said that the main proposal made in the note of the Office on this question was that a permanent Committee should be set up to examine the ten-yearly and five-yearly reports on the application of Conventions in the light of the considerations contained in Mr. de Michelis’ letter. That proposal had already been adopted by the Governing Body. The Committee was to consist of three members from each group of the Governing Body, and it would be asked to consider all the reports attached to the note of the Office on the question.

Mr. Cau congratulated the Office on the full report which had been prepared on the exceptions in international labour Conventions. The report gave a clear view of the situation, and showed that Mr. de Michelis had been fully justified in making his proposal, since there were many classes of workers who did not enjoy the benefit of international labour legislation. It was now necessary to consider whether the exceptions in the Conventions were justified, and whether they should be maintained or modified. The proposal to set up a Committee to deal with the question was entirely appropriate, and he hoped the Governing Body would accept it.

Mr. Joshi said that he was very glad that the question of the exceptions in Conventions had been raised. Although the Organisation had during its existence done a great amount of work and conferred certain benefits on the workers, he could not help feeling that still more ought to have been achieved. He did not blame any particular group for that fact, but he felt that more could have been done both in dealing with the various problems of labour legislation by the adoption of Conventions and Recommendations, and also in securing action in application of the Conventions.

Although the Conference had adopted some forty Conventions during the last sixteen years, it had not yet dealt with the whole field of ordinary labour legislation. He had hoped that that could have been done during the first ten years, and that the Conference could then have proceeded to revise the Conventions progressively year by year.

Progress had been still slower as regards the action taken to apply the Conventions. On an average not more than forty per cent. of the possible number of ratifications of the Conventions had been secured. An effort should therefore be made not merely to cover the whole field of labour legislation by means of Conventions, but also to secure ratification of the Conventions, or at least action applying them.

One of the matters which the Governing Body should consider was the exceptions made in certain Conventions in the case of some countries on the ground of special
tions spéciales. Par exemple, la convention de Washington sur la durée du travail prévoit une durée maximum de travail plus longue pour l'Inde et le Japon que pour les autres pays.

Il y a plus de seize ans que cette exception a été prévue. Sans aucun doute, les conditions se sont modifiées au Japon et dans l'Inde, mais la Conférence n'a pas tenté de reviser la convention en vue de réduire la durée du travail dans ces deux pays. En ce qui concerne l'Inde, la convention est tout à fait périmée. Ce pays est maintenant en mesure de faire l'objet d'une réduction considérable de la durée du travail. En effet, la législation actuellement en vigueur dans l'Inde pour les fabriques prévoit une durée hebdomadaire de 54 heures de travail, alors que le maximum fixé par la convention de Washington était, pour l'Inde, de 60 heures. Si l'Organisation doit rendre des services aux travailleurs de l'Inde, il aurait fallu prendre depuis bien longtemps déjà des mesures en vue de procéder à la révision de cette convention.

La convention concernant l'âge d'admission des enfants aux travaux industriels prévoit un âge minimum de 12 ans pour l'Inde. C'est là encore une convention qu'il y aurait certainement lieu de réviser seize années après son adoption.

D'autres conventions contiennent des exceptions de nature différente, notamment en ce qui touche les dérogations s'appliquant à certaines catégories de travailleurs; par exemple les conventions concernant le travail de nuit des femmes et le travail de nuit des jeunes gens, sont limitées au travail dans les établissements industriels. A l'heure présente, leurs dispositions pourraient être étendues à d'autres catégories de travailleurs. Dans l'Inde, les femmes ne sont pas employées seulement dans des établissements industriels, mais sont occupées également à des travaux industriels sous d'autres formes. Une convention vient d'être adoptée maintenant pour interdire l'emploi des femmes aux travaux souterrains dans les mines, mais elle permet encore l'emploi des femmes aux travaux de surface dans les mines de l'Inde. Il est assurément indispensable de limiter leur emploi de nuit à des travaux de cet ordre.

Dans son opinion l'Organisation a jusqu'à un certain point négligé son devoir en ce qui touche la révision de cette convention. Aussi est-il heureux de voir que l'on doit constituer une commission chargée d'examiner les rapports décennaux et quinquennaux sur l'application des conventions et de discuter la possibilité de procéder à la révision de ces conventions.

Toutefois il existe une autre question qui appelle des mesures urgentes, à savoir la ratification des conventions. Certains pays, en effet, n'ont pas encore ratifié les conventions adoptées il y a 16 ans à Washington. Il est possible qu'à l'époque ces États n'aient pas été encore en état de procéder à cette ratification, mais depuis les conditions se sont bien modifiées et le Conseil a le devoir de veiller à ce que les conventions en question soient ratifiées.

L'Organisation ne dispose en fait d'aucun mécanisme permettant de négocier la ratification des conventions. Il ne suffit pas que la Conférence adopte des conventions et que ces dernières soient simplement communiquées aux Gouvernements sans que l'on prenne des mesures pour les amener à ratifier. On pourrait répondre, il est vrai, que les négociations nécessaires peuvent avoir lieu pendant la durée de la Conférence, mais ce travail ne s'est pas accompli de manière efficace. Il est nécessaire de faire quelque chose de plus, et il est convaincu que le moment est venu de rechercher sérieusement quel mécanisme complémentaire pourrait être institué en vue d'assurer la ratification des conventions. Il ne se propose pas de soumettre au stade actuel des suggestions dans ce sens mais il espère que le Conseil et la Conférence étudieront la question.

A l'heure actuelle il est d'usage que le Directeur se rende occasionnellement dans différents pays faisant partie de l'Organisation. A l'occasion de ces déplacements il engage sans aucun doute certaines négociations avec les Gouvernements en vue de les amener à ratifier les conventions, mais il est évidemment impossible au Directeur d'avoir le temps de se rendre dans tous les pays. Aussi suggère-t-il que le Conseil donne au Directeur les moyens d'aller plus souvent en mission dans les différents pays. Mais malgré ses remarquables qualités, le Directeur ne suffirait pas, à lui seul, à accomplir toutes les démarches nécessaires. Il propose donc que le Conseil constitue, à côté du comité permanent chargé d'examiner la situation des États qui n'ont pas ratifié la convention, un Comité de négociation chargé d'obtenir la ratification des conventions. Un tel Comité devrait naturellement comprendre un nombre
conditions. For instance, the Washington Convention concerning hours of work laid down longer maximum hours for India and Japan than for other countries.

It was more than sixteen years since that exception had been made. Conditions in Japan and India had undoubtedly changed, but the Conference had made no attempt to revise the Convention in the direction of reducing hours of work in India and Japan. So far as India was concerned the Convention had become quite out of date. The country was now ready for a considerable reduction of hours of work. Even the existing legislation in India as regards factories provided for a 54-hour week, whereas the maximum fixed by the Convention for India was sixty hours. If the Organisation was to be useful to the workers of India, steps should have been taken much earlier to secure the revision of that Convention.

The Convention concerning the age for admission of children to industrial employment laid down a minimum age of twelve years for India. That again was a Convention which could surely be revised now that sixteen years had elapsed.

Other Conventions included exceptions of different kinds, especially as regards the exclusion of certain classes of workers. For example, the Conventions concerning the night work of women and the night work of young persons were confined to factory workers. At the present stage they ought to be extended to cover other kinds of workers. In India women were employed not only in factories but also in other forms of industrial work. A Convention had now been adopted prohibiting the employment of women underground in mines. Women, however, could still be employed on surface work in Indian mines. Surely there should be a restriction on their employment at night on such work.

The Organisation had in his view neglected its duty to some extent as regards the revision of these Conventions. He therefore welcomed the appointment of a Committee to consider the ten-yearly and five-yearly reports on the application of Conventions and to discuss the possibility of revising them.

There was, however, another question on which action was urgent, namely the ratification of Conventions. Some countries had still not ratified the Conventions which were passed at Washington sixteen years ago. It was possible that at that time they had not been quite ready to ratify the Conventions. Surely, however, conditions had changed since then, and it was the duty of the Governing Body to see that the Conventions in question were ratified.

The Organisation had practically no machinery for negotiating the ratification of Conventions. It was not sufficient for the Conference to adopt Conventions and then simply to communicate them to the Governments without taking any steps to induce them to ratify. It might be said that the necessary work of negotiation should be done during the Conference itself. That work however was not effectively done. Something more was needed, and he felt that the time had now come to consider seriously what additional machinery should be devised for securing ratification of the Conventions. He did not propose to submit any suggestions at the present stage, but he hoped that the Governing Body and the Conference would consider the matter.

It was the present practice for the Director, from time to time, to visit the various countries which belonged to the Organisation. When he did so, he no doubt carried on some kind of negotiation with the Governments in order to persuade them to ratify the Conventions. It was, however, clearly impossible for the Director to find time to visit all countries. He therefore suggested that the Governing Body should enable the Director to pay visits more often to the various countries. But the Director, notwithstanding his great abilities, could not by himself do all that was necessary. He therefore suggested that the Governing Body, besides setting up the permanent Committee to consider the position of countries which had not ratified Conventions, should appoint a negotiating Committee in order to secure the ratification of Conventions. Such a Committee would, of course, have to be a very small one. It
très restreint de membres. Il pourrait comprendre un représentant gouvernemental, par exemple le Président du Conseil lui-même, ainsi qu’un membre patronal et un membre ouvrier. Ce Comité pourrait se rendre dans les divers pays en vue d’engager les négociations et de soumettre à la Conférence et au Conseil des rapports sur la possibilité d’obtenir des ratifications.

Il se rend bien compte que sa proposition soulève certaines difficultés. Elle obligerait les membres du Comité à sacrifier une partie de leur temps et entraînerait des dépenses, mais il vaut bien la peine de déuser une certaine somme pour assurer plus de succès à l’œuvre de l’Organisation. Si ses suggestions ne devaient pas être considérées comme susceptibles d’application il espère que d’autres membres du Conseil voudront bien étudier la question et soumettre d’autres propositions.

Il demande au Président si la Commission permanente dont l’institution est proposée en vue de procéder à l’examen des rapports périodiques étudierait également la situation en ce qui concerne les conventions qui n’ont pas été ratifiées. Dans son opinion la Commission devrait rechercher les moyens de négocier avec les pays qui n’ont pas ratifié certaines conventions.

Il tient également à attirer l’attention sur la situation des pays qui sont considérés comme colonies ou protectorats. Dans ce cas les États Membre de l’Organisation n’ont pas d’autre obligation que de s’efforcer d’appliquer les conventions dans la mesure du possible. Cet état de choses n’est pas tout à fait satisfaisant. Il est nécessaire de procéder à une enquête plus détaillée et complète sur les possibilités d’application des conventions dans les colonies et protectorats. Il n’ignore pas que le Bureau reçoit des rapports périodiques sur ce point, mais il est nécessaire que l’ensemble de la situation soit examiné d’une façon approfondie par une commission du Conseil ou par le Conseil lui-même.

A ce propos il tient à attirer l’attention du Bureau sur la situation susceptible de se produire en Birmanie. Aux termes de la nouvelle constitution de l’Inde, la Birmanie doit être séparée de l’Inde. Or l’Inde est un Membre de l’Organisation internationale du Travail et jusqu’à présent la Birmanie a bénéficié de la protection de l’Organisation en tant que partie intégrante de l’Inde. Si elle cesse d’être rattachée à ce dernier pays, il demande si le Bureau fera un effort en vue de continuer à assurer la protection des travailleurs de la Birmanie. La question présente une grande importance pour les travailleurs birmans qui risqueraient sans cela de perdre la protection dont ils bénéficiaient jusqu’à présent.

Sir Bhupendra Nath Mitra constate que M. Joshi a fait allusion aux dispositions spéciales pour l’Inde qui figurent dans les premières conventions, et notamment celles qui concernent l’admission des enfants au travail, mais des dispositions de ce genre n’ont pas été insérées par la suite dans les conventions qui ont le même objet. Il avait lui-même proposé l’insertion de clauses d’exception spéciales, mais elle n’ont pas été adoptées en raison de l’énergique opposition des représentants ouvriers de l’Inde. Si tel n’avait pas été le cas, la protection assurée dans l’Inde aux enfants qui travaillent serait meilleure qu’elle ne l’est pour le moment.

D’ailleurs M. Joshi a tout à fait raison de dire que, bien que les dispositions spéciales pour l’Inde insérées dans certaines autres conventions n’aient pas été révisées, la législation sociale en cette matière a progressé en fait. Mais le progrès en matière de législation du travail n’est rendu possible que par l’évolution de l’opinion publique. M. Joshi, qui fait partie de l’Assemblée législative de l’Inde, peut contribuer beaucoup à atteindre le but qu’il se propose en éduquant l’opinion publique et en amenant l’Assemblée législative à se saisir de ce problème. Tant que l’opinion publique n’aura pas été ainsi amenée à exercer une action plus efficace en matière de législation sociale, il sera tout à fait inutile que l’Organisation envoie des délégations négocier avec les Gouvernements en vue de la ratification des conventions.

En tout cas il ne paraît pas possible, aux termes de la constitution de l’Organisation, d’exercer une pression sur les Gouvernements à cet égard. Les dispositions de l’article 19, paragraphe 8, de la Constitution prévoient que si un projet de convention ne rencontre pas l’assentiment de l’autorité dans la compétence de laquelle rentre la matière, le Membre n’est soumis à aucune autre obligation.

En ce qui concerne la question de la Birmanie, c’est là un problème qui dépend des dispositions de la nouvelle loi constitutionnelle. Sans vouloir s’engager formelle-
might consist of one Government member, perhaps the Chairman of the Governing Body himself, and one member representing the employers and workers respectively. That Committee should visit the various countries as a negotiating body and make reports to the Conference and the Governing Body as to the possibility of securing ratifications.

He was quite aware that this suggestion involved certain difficulties. It would involve demands on the time of the members of the Committee, and it would also involve expenditure. Surely, however, it was worth while spending a certain amount of money in order to secure greater success for the work of the Organisation. If his suggestion were not considered practicable, he hoped that other members of the Governing Body would consider the matter and make alternative suggestions.

He asked the Chairman whether the permanent Committee which it was proposed to appoint to consider the periodical reports would also consider the position as regards those Conventions which had not been ratified. He suggested that the Committee ought to devise some means of negotiating with the countries which had not ratified certain Conventions.

He would also draw attention to the position of those countries which were regarded as colonies and protectorates. The States Members of the Organisation took no responsibility in the case of colonies and protectorates beyond that of trying to apply the Conventions as far as might be possible. That position was not quite satisfactory: a more detailed and thorough investigation of the possibility of the application of Conventions in the colonies and protectorates was necessary. He understood that periodical reports on that point were received by the Office, but the whole position should be thoroughly examined by a Committee of the Governing Body or the Governing Body itself.

In that connection he would draw the attention of the Office to the position which was likely to arise in Burma. According to the new Indian Constitution, Burma was to be separated from India. India was a Member of the International Labour Organisation, and so far Burma had therefore enjoyed the protection of the Organisation because it was a part of India. If it ceased to be so, he asked whether the Office would make some effort to secure continued protection for the workers in Burma. This matter was of great importance from the point of view of Burmese workers, who might otherwise lose the protection which they at present enjoyed.

Sir Bhopendra Nath Mitra said that Mr. Joshi had referred to the special provisions relating to India which had been inserted in the earlier Conventions, including those concerning the age of admission of children to employment. Provisions of that kind had not been included in the later Conventions dealing with that subject. He had himself proposed that there should be special exceptions, but they had not been adopted because of the strenuous opposition of the Indian workers' representatives. If that had not been the case there might have been better protection for child labour in India than existed at the present day.

Mr. Joshi was quite right in saying that although the special provisions relating to India which had been inserted in certain other Conventions had not been revised, the social legislation on those subjects had in actual practice advanced further. But progress in labour legislation could only be made possible by the development of public opinion. Mr. Joshi, who was a member of the Legislative Assembly in India, could do much to achieve his objects by educating public opinion and inducing the Legislative Assembly to take up these problems. Unless public opinion could be influenced to take more effective action in the direction of social legislation, it would be quite useless for the Organisation to send delegations to negotiate with Governments concerning the ratification of Conventions.

In any case, it did not appear possible under the Constitution of the Organisation to bring pressure to bear on Governments for that purpose. Paragraph 8 of Article 19 of the Constitution stated that if a Draft Convention failed to obtain the consent of the competent authority, no further obligation rested upon the State Member.

As regards the question of Burma, this was a matter which would depend upon the new Constitutional Act. He could not commit himself definitely, but he had little
ment, il pense que la Birmanie respectera les engagements qu'elle peut avoir pris à l'égard des conventions adoptées par l'Organisation internationale du Travail dans le passé. En tous cas la loi constitutionnelle précise clairement la situation de la Birmanie à l'égard des questions internationales et il n'est pas possible au Bureau d'intervenir en rien en cette matière.

M. Yonekubo remercie M. Joshi de son exposé et s'y associe pleinement. Il est vrai que seize années se sont écoulées depuis l'adoption à Washington de conventions très importantes comme celles qui concernent la durée du travail et le repos hebdomadaire. Au cours de cette période la situation sociale et économique des pays extra-européens a subi un changement considérable. Les progrès industriels réalisés au Japon sont tels que ce pays n'a plus besoin de faire l'objet d'un traitement exceptionnel. Au stade qui y a été atteint maintenant, le Gouvernement japonais devrait s'efforcer de supprimer toutes les dispositions portant sur les conditions de travail et qui constituent un danger pour le niveau international de protection des travailleurs. Le but le plus important que poursuit le mouvement syndical au Japon est l'uniformisation des conditions de travail dans tous les pays. Aussi appuie-t-il chaleureusement la proposition de M. Joshi.

M. Yoshisaka fait observer que la question des exceptions prévues par les conventions internationales du travail est à la fois vaste et compliquée et ne peut être examinée dans son ensemble au sein du Conseil. Ce n'est qu'au sein d'une commission que la note sur ce problème pourra faire l'objet d'un examen détaillé. Mais cette commission ne pourrait être chargée de négocier directement avec les Gouvernements.

Il est vrai que beaucoup de changements sont survenus depuis l'époque de la convention de Washington dans la situation sociale et économique du monde. Les progrès techniques tendent à éliminer en grande partie les difficultés causées par les différences de climat et de coutume dans les divers pays. Toutefois il existe certaines différences dans la situation de l'industrie qui subsisteront et devront être prises en considération par la Conférence lors de l'adoption de projets de convention ou de recommandations. La Constitution de l'Organisation fait un devoir en effet à la Conférence de tenir compte de ces différences.

La convention de Washington sur la durée du travail a stipulé des dispositions spéciales pour le Japon comme pour l'Inde. Dans l'Inde, la durée maximum de travail a été ramenée à 54 heures par semaine alors que la maximum prévu par la convention est de 60 heures. Dans l'industrie du coton au Japon la durée de travail est seulement de 8 heures 1/2 par jour au lieu des 9 heures 1/2 que permet la convention de Washington.

Par ailleurs, le Japon ne demande pas de faire l'objet d'un traitement spécial dans tous les cas. L'application des dispositions du paragraphe 3 de l'article 19 de la Constitution devrait être examinée en particulier pour chaque convention. Ce qui importe, c'est que la Conférence formule des principes universellement applicables. C'est pour ce motif que le Japon a insisté à plusieurs reprises pour que la Conférence tienne compte des conditions dans les autres parties du monde aussi bien qu'en Europe.

Le Directeur estime que la discussion qui vient d'avoir lieu montre que la proposition de M. de Michelis a été une idée heureuse qui venait au bon moment. La suggestion de M. Joshi sur la possibilité d'instituer un mécanisme qui permettrait d'aider au progrès des ratifications mérite d'être examinée sérieusement par la Commission dont la création est envisagée. Il est vrai que d'autres orateurs ont souligné que cela entraînerait certaines difficultés, mais il serait peut-être possible de trouver une méthode permettant d'aider le Directeur dans sa tâche.

La position précise de la Birmanie dans l'avenir à l'égard de l'Organisation internationale du Travail est un problème constitutionnel qui appellerà une étude et une solution reposant sur des bases juridiques lorsque la nouvelle constitution entrera en vigueur. Si, en effet, la situation de la Birmanie doit être intermédiaire entre celle de colonie ou protectorat et celle d'un Membre de l'Organisation, il pourrait être opportun d'examiner s'il n'y aurait pas lieu d'introduire à l'avenir dans les conventions des dispositions permettant aux pays qui se trouvent dans ce cas — et il y en a
doubt that Burma would stand by any obligations which it might have undertaken with regard to any Conventions adopted by the International Labour Conference in the past. In any case, the Constitutional Act made clear provision as regards the position of Burma in regard to international matters, and it was not possible for the Office to intervene in this connection in any way.

Mr. Yonekubo thanked Mr. Joshi for his speech and fully associated himself with what he had said. It was true that sixteen years had elapsed since extremely important Conventions such as those relating to hours of work and the weekly rest had been adopted at Washington. During that time the social and economic conditions of the extra-European countries, and especially Japan, had undergone a considerable change. So much industrial progress had been made in Japan that that country no longer required exceptional treatment. A stage had now been reached at which the Japanese Government should endeavour to remove all the provisions relating to conditions of work which represented a danger to international standards. The most important object of the trade union movement of Japan was the co-ordination of working conditions in all countries. He therefore heartily supported Mr. Joshi's proposal.

Mr. Yoshisaka said that the question of the exceptions in international labour Conventions was a wide and complex one which could not be fully discussed in the Governing Body itself. The note on the question could not be considered in detail except in a Committee; but such a Committee could not be empowered to undertake direct negotiations with Governments.

It was true that social and economic conditions had considerably changed since the time of the Washington Conference. Technical progress was tending to overcome many of the difficulties caused by the difference of climate and customs in the different countries. There were, however, certain differences in industrial conditions which would continue to exist and must be taken into consideration by the Conference in adopting Draft Conventions or Recommendations. The Constitution of the Organisation itself instructed the Conference to take account of such differences.

The Washington Hours Convention laid down special provisions for Japan, as well as for India. In India the maximum working hours had been reduced to 54 per week, whereas the maximum allowed by the Convention was 60. In the Japanese cotton industry the hours worked were only 8 ½ per day instead of 9½ as allowed by the Washington Convention.

Japan did not ask for special treatment in all cases. The application of paragraph 3 of Article 19 of the Constitution should be considered separately in respect of each Convention. The important thing was that the Conference should lay down universally applicable principles. It was for that reason that Japan had frequently urged that it should take account of conditions in other parts of the world as well as in Europe.

The Director said that the discussion which had taken place showed that Mr. de Michelis' proposal had been justified and well-timed.

The suggestion which Mr. Joshi had made as to the possibility of setting up machinery for assisting the process of ratification was one which might well be considered by the Committee which was to be set up. It was true that other speakers had pointed out certain difficulties, but it might prove possible to devise some method of assisting the Director in this work.

The precise future position of Burma in regard to the International Labour Organisation was a constitutional matter which would have to be studied and settled on a legal basis when the new Constitution came into operation. If the position of Burma was to be intermediate between that of a colony or protectorate and that of Member of the Organisation, it might be desirable to consider whether some clause should not be inserted in future Conventions which would enable countries in that situation—and there were several of them—to participate to some extent at any rate
plusieurs — de participer au moins dans une certaine mesure à l’œuvre de l’Organisation et de bénéficier de l’application des conventions. C’est là également une question qui pourrait être soumise à la commission dont l’institution a été proposée.

Il considère que M. de Michelis mérite d’être félicité pour avoir obtenu la constitution d’une commission chargée de procéder à l’examen des rapports périodiques sur l’application des conventions et d’avoir provoqué la discussion qui vient de se dérouler au sein du Conseil. Il est important de tenir compte du fait mentionné par M. Joshi et par M. Yonekubo que les conditions dans l’Inde et au Japon ont subi une transformation considérable depuis l’élaboration des premières conventions de 1919. Il y aurait intérêt à permettre à la commission de commencer ses travaux et de procéder à l’examen de ces questions nombreuses et difficiles le plus tôt possible.

Le Président demande au Conseil s’il accepte que les questions mentionnées par M. Joshi et par M. Yonekubo soient renvoyées à la Commission chargée de procéder à l’examen des rapports périodiques sur l’application des conventions.

M. Forbes Watson ne saisit pas clairement le sens des propositions de M. Joshi et de M. Yonekubo. Ils ont parlé de négocier des ratifications. Il ne comprend pas bien ce que signifie cette expression. La Commission devrait être chargée d’examiner les conventions pour rechercher s’il y a lieu de les modifier, mais il ne croit pas qu’elle puisse prendre des mesures en vue d’amener les Gouvernements à ratifier des conventions contre leur gré. Il reconnaît avec Sir Bhupendra Nath Mitra que l’opinion publique constitue en cette matière le facteur essentiel. Ce qui importe est beaucoup moins de chercher à obtenir des Gouvernements la ratification des conventions que d’éviter l’adoption de conventions qui ne tiennent pas compte de l’opinion publique. Il ne croit pas que le Conseil puisse instituer une commission qui porterait atteinte à l’autonomie des Gouvernements. Il propose formellement que la proposition tendant à instituer un comité chargé d’engager des négociations en matière de ratification ne soit pas renvoyée à la commission dont l’institution vient d’être décidée.

M. Leggett déclare que la proposition en question présente un caractère de particulière gravité pour les Gouvernements. Elle n’a été faite qu’au cours de la présente session. Il demande donc que le Conseil ne soit pas appelé à se prononcer immédiatement quant au renvoi à une commission qui a été instituée dans un but précis et tout à fait différent, et il propose de renvoyer la question à une prochaine session du Conseil.

M. Jouhaux estime que la proposition soumise au Conseil ne porte en rien atteinte à l’autorité des Gouvernements. Ceux-ci, en effet, ont l’obligation de soumettre les conventions à l’autorité compétente dans le délai d’un an qui suit leur adoption. On ne saurait donc faire d’objection lorsqu’on demande d’inviter les Gouvernements à prendre des mesures nécessaires pour que les conventions soient effectivement discutées au sein des Parlements. Il se propose de demander à la Commission qui vient d’être instituée d’agir en vue de la formation dans chaque Parlement d’un groupe s’occupant plus spécialement des questions relatives à la ratification des conventions. C’est là une action qui ne relève aucunement de l’autorité des Gouvernements. Rien ne justifie à son avis l’ajournement de la question qui rentre tout naturellement dans la compétence de la commission que le Conseil vient d’instituer. En tous cas elle pourra être soulevée à la Commission par n’importe lequel de ses membres.

M. Oersted est enclin à appuyer la proposition d’ajournement de M. Leggett à condition que le Bureau soit chargé d’étudier la proposition de M. Joshi et de soumettre à la prochaine session du Conseil un rapport à ce sujet. En effet, il est absolument nécessaire que la proposition soit examinée avec soin avant qu’aucune proposition définitive de caractère positif puisse être faite par le Conseil ou par la Commission.

M. Leggett se rallie à la suggestion de M. Oersted.

Par 12 voix contre 1, le Conseil repousse la proposition d’ajournement.

Le Conseil décide de renvoyer à la Commission chargée de procéder à l’examen des rapports périodiques sur l’application des conventions les questions soulevées par M. Joshi et par M. Yonekubo, ainsi que les rapports préparés par le Bureau sur les exceptions prévues dans les conventions et sur l’application des recommandations.
in the work of the Organisation and in the benefits of Conventions. That again was a
point which the proposed Committee might well consider.

He felt that Mr. de Michelis could be congratulated on having secured the
appointment of a Committee to consider the periodical reports on Conventions and
on having elicited the discussion which had just taken place. It was important to
note that, as Mr. Joshi and Mr. Yonekubo had said, conditions in India and Japan
had changed considerably since the first Conventions were drawn up in 1919. It would
be desirable for the Committee to set to work and consider these numerous and
difficult questions as soon as possible.

The Chairman asked whether the Governing Body agreed that the questions
raised by Mr. Joshi and Mr. Yonekubo should be referred to the Committee set up
to consider the periodical reports on Conventions.

Mr. Forbes Watson said that he did not clearly understand what the proposals of
Mr. Joshi and Mr. Yonekubo were. Some reference had been made to negotiating
ratifications. He did not understand what was meant by that expression. The
Committee should be entrusted with the task of examining Conventions to see whether
they should be modified, but he did not think it could take steps to induce the
Governments to ratify Conventions which they were unwilling to ratify. He agreed
with Sir Bhupendra Nath Mitra that public opinion was the governing factor. The
question which needed attention was not how to induce Governments to ratify
Conventions but rather to avoid adopting Conventions without reference to public
opinion. He did not think the Governing Body could set up a Committee which
would infringe the autonomy of Governments. He definitely moved that the proposal
to set up a Committee to negotiate with regard to ratifications should not be referred
to the Committee which had just been set up.

Mr. Leggett said that the proposal in question was a very serious one for the
Governments. It had only been made at the present sitting, and he therefore suggested
that the Governing Body should not be asked to take a decision immediately as
regards referring it to a Committee which had been appointed for a definite and quite
different purpose. He suggested that the matter should be adjourned until the next
session of the Governing Body.

Mr. Jouhaux said that he did not think the proposal now before the Governing
Body in any way infringed the autonomy of Governments. Governments were
required to submit Conventions to the competent authority within a year of their
adoption. There was surely no objection to requesting Governments to take steps
to see that the Conventions were actually discussed in Parliament. He intended to
propose that the Committee which had just been set up should try to arrange that in
each Parliament a group should be established to deal with questions relating to the
ratification of Conventions. This was a matter which had nothing to do with the
authority of Governments.

He did not think that there was any reason to adjourn the question,
which naturally fell within the competence of the Committee which had just been
set up. In any case it could be raised in the Committee by any of the members.

Mr. Oersted said that he was prepared to support Mr. Leggett’s motion
for adjournment provided that the Office were instructed to study Mr. Joshi’s
proposal and submit a report to the next session of the Governing Body. It was
absolutely necessary that that proposal should be carefully studied before any definite
suggestion for action could be made either by the Governing Body or by the Committee.

Mr. Leggett said that he agreed with Mr. Oersted’s suggestion.

The Governing Body rejected the proposal to adjourn the question by 12 votes to 11.

The Governing Body decided to refer the questions raised by Mr. Joshi and
Mr. Yonekubo to the Committee set up to consider the periodical reports on the application
of Conventions.

The Governing Body also decided to refer to that Committee the reports prepared
by the Office on the exceptions provided for in existing Conventions, and on the application
of the Recommendations.
DIXIÈME QUESTION A L’ORDRE DU JOUR.

Questions se posant à la suite de l'examen des rapports annuels sur l'application des conventions.

M. Forbes Watson propose de renvoyer la question à la 74ème session du Conseil parce qu'il a l'intention d'en discuter différents aspects. Dans son opinion, il y aurait lieu d'accorder beaucoup plus d'attention aux travaux de la Commission de la Conférence qui s'occupe de l'application des conventions. Le moment est venu de rechercher sérieusement une méthode susceptible d'amener les délégués à la Conférence à prendre un plus vif intérêt aux conditions d'application des conventions. Aussi espère-t-il qu'à sa prochaine session le Conseil disposera d'un délai suffisant pour une discussion approfondie de cette question.

M. Mertens ne s'oppose pas à la proposition d'ajournement, mais il espère qu'à l'avenir les travaux du Conseil seront organisés de manière à ne plus rendre nécessaire l'ajournement de questions inscrites à son ordre du jour.

Le Conseil décide de renvoyer cette question à sa 74ème session.

ONZIÈME QUESTION A L’ORDRE DU JOUR.

Forme et périodicité des rapports à préparer par le Bureau sur les mesures économiques nationales et internationales ayant une interférence avec les questions de travail.

Le Conseil approuve la proposition du Directeur, aux termes de laquelle les rapports prévus seront communiqués au Conseil à ses sessions d'avril et d'octobre.

DOUZIÈME QUESTION A L’ORDRE DU JOUR.

Rapport du Bureau sur les méthodes à adopter pour l'étude de l'organisation scientifique du travail.

Le Directeur rappelle que le Conseil l'avait autorisé à engager des négociations, notamment à l'occasion du Congrès de l'organisation scientifique qui s'est tenu à Londres en juillet, en vue d'établir des propositions qui pourraient être acceptées par tous les intéressés.

Comme on le sait, le Comité international de l'Organisation scientifique avait précédemment offert de verser la somme de 55.000 francs français à titre de contribution aux dépenses entraînées par l'étude de l'organisation scientifique du travail. Toutefois, après un examen plus approfondi de la question, le Directeur en est venu à estimer qu'un tel arrangement n'était ni désirable, ni pratique. Divers membres du Conseil s'y étaient opposés, parce qu'ils craignaient qu'en acceptant des contributions extérieures quelconques, le Bureau ne fût amené à prendre des engagements qui risqueraient d'être gênants pour l'avenir. Aussi, la proposition actuellement soumise au Conseil écarte-t-elle entièrement toute subvention extérieure au Bureau.

La proposition actuelle tend à permettre au Bureau de continuer sa propre activité sur les aspects sociaux de la rationalisation, et de recourir à l'avis d'experts en matière d'organisation scientifique du travail. A cette fin, il est proposé d'instaurer une commission comprenant six membres du Conseil (deux par groupe) ainsi que six experts désignés par le Conseil. Quatre de ces experts pourraient être nommés par le Conseil, sur présentation du Comité international de l'organisation scientifique du travail, et les deux autres sur proposition des représentants du Conseil au sein de la Commission.
TENTH ITEM ON THE AGENDA.

Questions arising out of the examination of the annual reports on the application of Conventions.

Mr. Forbes Watson proposed that this question should be adjourned until the Seventy-fourth Session, as there were various aspects of it which he wished to discuss. He held the view that far more attention should be paid to the Committee on the Application of Conventions at the Conference. The time had come to consider seriously some method of inducing the delegates at the Conference to take a greater interest in how the Conventions were applied. He therefore hoped that at the next session of the Governing Body, sufficient time would be allowed for a full discussion of the question.

Mr. Mertens said that he did not oppose the proposal for the adjournment of this question, but he hoped that the work of the Governing Body would in future be organised in such a way that the adjournment of items on its agenda was not necessary.

The Governing Body decided to adjourn this question until its Seventy-fourth Session.

ELEVENTH ITEM ON THE AGENDA.

Form and periodicity of reports of the Office on national and international economic measures which affect labour questions.

The Governing Body approved the Director's proposal that the proposed reports should be submitted to the Governing Body at its April and October Sessions.

TWELFTH ITEM ON THE AGENDA.

Report of the Office on methods to be adopted for the study of scientific management.

The Director pointed out that the Governing Body had authorised him to negotiate, particularly on the occasion on the Management Congress which had been held in London in July, with a view to submitting proposals which would be acceptable to all parties.

The International Management Committee had previously suggested that it should make a contribution of 55,000 French francs to the expenses of carrying on the study of scientific management. On further consideration, however, he had come to the conclusion that this was not a desirable or even a practicable arrangement. Various members of the Governing Body had objected on the ground that the acceptance of any kind of outside contribution might involve commitments which might be embarrassing to the Office at some later period. The proposal which was now made therefore entirely eliminated any question of a subsidy from outside the Office.

The proposal was that the Office should continue its own work on the social aspects of rationalisation, and that it should avail itself of the advice of management experts. For that purpose it was suggested that a Committee should be set up consisting of six members of the Governing Body (two from each group), together with six experts to be appointed by the Governing Body. Four of the experts might be appointed on the nomination of the International Committee on Scientific Management, and the other two on the suggestion of the Governing Body representatives on the Committee.
En ce qui concerne le côté scientifique de cette activité, il est suggéré de maintenir un contact avec le nouveau secrétariat permanent du Comité international de l'organisation scientifique, qui a été constitué au cours du congrès de Londres. Cette méthode permettrait au Bureau d'étudier les aspects sociaux de la rationalisation et d'obtenir les avis et les concours techniques nécessaire. Mais le Bureau ne serait pas amené à aborder les aspects purement techniques de la rationalisation. Une collaboration harmonieuse serait ainsi assurée entre le Bureau, spécialisé dans les aspects sociaux, et l'organisme technique qui s'occupe de l'organisation scientifique dans son ensemble. Il espère que le Conseil estimerait possible d'adopter ces propositions.

M. Forbes Watson a toujours reconnu que l'organisation scientifique présente certains aspects sociaux ; toutefois, il considère que ces aspects ne peuvent faire l'objet d'un examen utile si l'ensemble du problème, y compris ses aspects commerciaux, scientifiques et autres, n'est pas examiné en même temps.

Le Conseil a attendu jusqu'à présent pour voir s'il existe une organisation privée s'occupant du côté scientifique de la question et avec laquelle il pourrait collaborer. Dans son opinion, il est impossible de faire une œuvre réellement utile en cette matière tant que la Société des Nations ne prendra pas également sa part de ce travail.

M. Leggett propose que le Conseil attende avant de prendre une décision définitive sur la proposition qui lui est soumise. Le Comité international de l'organisation scientifique vient seulement d'être institué. En Grande-Bretagne, il existe certaines organisations qui n'ont pas encore adhéré au Comité international. En outre, le Ministère du Travail britannique est très désireux de savoir quelle sera l'attitude définitive adoptée par les organisations ouvrières à l'égard des propositions du Comité international, puisque ce dernier doit, entre autres questions, s'occuper des relations industrielles et de l'organisation scientifique de la main-d'œuvre. Aussi considère-t-il que les membres du Conseil devraient avoir l'occasion d'étudier l'état de choses dans leur propre pays afin d'acquérir la certitude que la politique de la nouvelle organisation qui vient d'être créée n'entrera pas en conflit avec la politique et l'attitude des organisations dont font partie des membres du Conseil.

M. Delauney déclare que le Gouvernement français se rallie à la première partie des conclusions de la note du Bureau et accepte, en principe, la seconde partie de cette note. Toutefois, la forme précise que devrait prendre la collaboration du Bureau avec le Comité international de l'Organisation scientifique devrait être fixée ultérieurement.

M. Mertens espère que le Conseil acceptera la proposition du Directeur. En effet, depuis la clôture de l'Institut international d'Organisation scientifique du travail, la question a été abordée à chaque session du Conseil et a toujours été ajournée. À l'heure actuelle, une proposition de caractère pratique est soumise au Conseil, et il espère qu'elle sera acceptée.

M. Mannio est prêt à se rallier aux propositions du Directeur. Le Bureau, en effet, a une tâche suffisante à accomplir sans s'occuper encore des aspects techniques et économiques de la rationalisation. La proposition de division du travail faite au Conseil est donc heureuse.

Le Directeur constate que cette question est discutée depuis longtemps par le Conseil ; il conviendrait qu'il prit maintenant une décision.

La réserve faite par M. Delauney lui paraît répondre à la question soulevée par M. Leggett. Le caractère des relations qui s'institueraient entre le Bureau et le Comité international de l'organisation scientifique devra faire l'objet d'un examen ultérieur. Si l'on constatait l'impossibilité d'établir une telle collaboration, la Commission dont l'institution est demandée au Conseil rapporterait dans ce sens. De même, si les principes qui sont à la base de l'Organisation, et ceux sur lesquels repose le Comité international de l'organisation scientifique se révélaient incompatibles, il serait toujours possible de mettre fin à l'arrangement. Toutefois, il ne croit pas que cette éventualité se produise. En tout cas, le moment est venu pour le Conseil de prendre une décision définitive.

M. Oersted propose que le nombre de membres du Conseil que devra comprendre la Commission dont la création est proposée soit portée à trois par groupe.
With regard to the scientific side of the work, it was suggested that contact should be maintained with the new permanent secretariat of the International Management Organisation which was constituted during the London Congress. This would enable the Office to study the social aspects of rationalisation and to obtain such technical advice and assistance as it required. The Office would not, however, be bound to go into the purely technical side of rationalisation. Harmonious co-operation would be ensured between the Office, which dealt specially with the social aspects, and a technical body which was dealing with scientific management as a whole. He hoped that the Governing Body would see its way to adopt these proposals.

Mr. Forbes Watson said that he had always expressed the view that scientific management had certain social aspects, but he considered that those aspects could not be usefully examined unless the whole subject, including the commercial, scientific and other sides, were considered simultaneously.

The Governing Body had been waiting up to the present in order to see whether there were any voluntary organisation dealing with the scientific side of the question with which it could co-operate. His own view was that no really useful work could be done on the question until the League of Nations did its part in the matter.

Mr. Leggett suggested that the Governing Body should wait before taking a final decision on the proposal before it. The International Committee on Scientific Management had only just been established. In Great Britain there were certain organisations which had not yet become affiliated to the International Committee. The British Minister of Labour was anxious to know what would be the final attitude of organised labour to the proposals of the International Committee, since it would deal among other things with industrial relations and the management of labour. He therefore thought the members of the Governing Body should have an opportunity of studying the position in their own countries in order to make sure that the new organisation which had been set up would not conflict with the policies and attitudes of the organisations with which members of the Governing Body were associated.

Mr. Delauney said that the French Government was in agreement with the first part of the conclusions of the Office note, and accepted the second part in principle. The precise form to be taken by the collaboration of the Office with the International Committee on Scientific Management should be settled later.

Mr. Mertens said that he hoped the Governing Body would accept the Director's proposals. Ever since the International Management Institute had ceased to exist, the question had come up at every session of the Governing Body and had always been adjourned. There was now a practical proposal before the Governing Body, and he hoped that it would be accepted.

Mr. Mannio said that he agreed with the Director's proposals. The Office already had sufficient work to do without dealing with the technical and economic aspects of rationalisation. The present proposal for a division of labour was a wise one.

The Director said that the question had been under discussion for a long time, and it was desirable that the Governing Body should now settle it.

The point raised by Mr. Leggett was, he thought, covered by the reservation which Mr. Delauney had made. The precise relations which would be established between the Office and the International Management Committee would be a matter for future consideration. If it proved impossible to establish such collaboration, the Committee which the Governing Body was about to set up would report in that sense, and if it were subsequently found that the principles of the Organisation were incompatible with those of the International Management Committee, it would always be possible to dissolve the alliance. He did not, however, think that would occur. In any case the time had now come for the Governing Body to take a definite decision.

Mr. Oersted proposed that the Committee which was to be set up should include three members from each group of the Governing Body.
Le Directeur accepte la proposition de M. Oersted.

Par 23 voix sans opposition, le Conseil décide d’adopter les conclusions de la note du Bureau avec l’amendement proposé par M. Oersted, à savoir que la commission dont l’institution est envisagée comprendra trois membres de chacun des groupes du Conseil.

TREIZIÈME QUESTION A L’ORDRE DU JOUR.

Rapport du Bureau sur la représentation du Conseil d’administration dans les commissions d’experts.

M. Oersted reconnaît avec M. Mertens qu’il est regrettable que le Conseil ajourne l’examen des questions inscrites à son ordre du jour. Toutefois, la question de la représentation du Conseil dans les commissions d’experts exigerait une discussion approfondie, parce qu’elle constitue une question de principe à laquelle lui-même tient vivement, ainsi que les membres du groupe patronal. Aussi souhaiterait-il que la discussion fût ajournée à la prochaine session.

En ce qui touche le Comité d’experts statisticiens, il n’accepte pas la proposition faite par le Directeur, mais il n’insiste pas pour qu’une modification soit apportée immédiatement, avant la prochaine réunion du Comité, à l’état actuel des choses.

M. Jouhaux ne s’oppose pas au renvoi de la question à la prochaine session. Cependant, il tient à demander une explication concernant le Comité d’experts des conditions de travail sur les principaux réseaux fluviaux d’Europe dans lequel, selon le rapport, le Conseil n’est pas représenté.

Le Directeur n’a pas d’objection à l’ajournement de l’examen de la question générale de la représentation du Conseil au sein des commissions d’experts, étant entendu que le Bureau sera autorisé à convoquer le Comité d’experts statisticiens comme il est proposé dans le Rapport du Directeur, et que la question de la représentation du Conseil au sein de ce Comité sera examinée ultérieurement.

Pour ce qui touche le Comité mentionné par M. Jouhaux, il rappelle que M. Jouhaux et M. Vanék font partie de ce Comité, non en qualité de représentants du Conseil, mais en tant qu’experts.

Le Conseil décide d’ajourner à sa 74ème session l’examen de la question de la représentation du Conseil dans les commissions d’experts.

Il est entendu que le Bureau est autorisé à convoquer une réunion du Comité d’experts statisticiens conformément aux propositions contenues dans le rapport du Directeur, et que la question de la représentation du Conseil dans ce Comité sera réservée pour examen ultérieur.

QUATORZIÈME QUESTION A L’ORDRE DU JOUR.


M. Delauney déclare que la proposition du Bureau donne entièrement satisfaction au Gouvernement français, notamment en ce qui concerne les aménagements qu’on apportera à la composition du Comité de correspondance pour l’hygiène industrielle.

En ce qui touche la composition du service du Bureau qui s’occupe de l’hygiène industrielle, il comprend les difficultés qu’il y aurait à nommer dans ce service un technicien qui doit presque fatalement être plus ou moins spécialisé. Toutefois, il espère qu’au cas où une vacance viendrait à se produire dans ce service, on pourra
The Director agreed to Mr. Oersted’s suggestion.

The Governing Body decided by 23 votes to nil to adopt the conclusions of the note of the Office with the amendment proposed by Mr. Oersted, namely, that the Committee which was to be set up should include three members from each group of the Governing Body.

**Thirteenth Item on the Agenda.**


Mr. Oersted said that he agreed with Mr. Mertens that it was undesirable for the Governing Body to adjourn questions on its agenda. The question of the representation of the Governing Body on Committees of experts, however, would require considerable discussion, since it was a question of principle to which he and the other members of the employers’ group attached much importance. He would therefore wish it to be adjourned until the following session.

As regards the Committee of Statistical Experts, he was not in agreement with the Director’s proposal, but he did not press for any immediate change in the existing position before that Committee next met.

Mr. Jouhaux said that he did not oppose the adjournment of the question until the following session. He would, however, ask for an explanation concerning the Committee of experts on conditions of work on the principal European international waterways, on which it was stated that the Governing Body was not represented.

The Director said that he would have no objection to the adjournment of the general question of the representation of the Governing Body on Committees of experts, on the understanding that the Office would be authorised to convene the Committee of Statistical Experts as proposed in the Director’s Report, and that the question of the representation of the Governing Body on that Committee would be taken up later.

As regards the Committee to which Mr. Jouhaux had referred, he would point out that Mr. Jouhaux and Mr. Vaněk were members of this Committee, not as representing the Governing Body, but as experts.

The Governing Body decided to adjourn the question of the representation of the Governing Body on Committees of experts until its Seventy-fourth Session.

It was agreed that the Office was authorised to call a meeting of the Committee of Statistical Experts as suggested in the Director’s Report, and that the question of the representation of the Governing Body on that Committee would be reserved until later.

**Fourteenth Item on the Agenda.**

Report of the Office on the composition and functions of the Correspondence Committee on Industrial Hygiene.

Mr. Delauney said that the French Government was entirely satisfied with the proposals made by the Office, especially as regards the changes to be made in the composition of the Correspondence Committee on Industrial Hygiene.

As regards the composition of the service of the Office which dealt with industrial hygiene, he realised the difficulty which there would be in appointing a technician who was bound to be a specialist on certain questions. He nevertheless hoped that when a vacancy occurred in that service, consideration would be given to the possibility
examiner la possibilité de recruter un technicien qui aurait une connaissance générale suffisante des questions industrielles pour pouvoir les traiter du point de vue de la prévention des maladies.

*Le Directeur* répond qu'il est tout disposé à envisager la nomination d'un expert compétent lorsqu'une vacance se produira dans ce service.

*Le Conseil prend note du rapport du Bureau sur la composition du Comité de correspondance pour l'hygiène industrielle.*

La session est déclarée close à 17 heures 30.  

*W. A. Riddell*
of appointing a technician who had sufficient general knowledge of industrial questions to deal with them from the point of view of the prevention of disease.

The Director said that he would be prepared to consider the appointment of a suitable expert when a vacancy occurred in the service in question.

The Governing Body took note of the report of the Office on the composition of the Correspondence Committee on Industrial Hygiene.

The session closed at 5.30 p.m.

W. A. Riddell
APPENDICES
APPENDIX I.

AGENDA

1. Approval of the minutes of the Seventy-first and Seventy-second Sessions.
2. Report of the Standing Orders Committee. (Item placed on the agenda of the Special Meeting.)
4. Organisation of the Labour Conference of the American States which are Members of the International Labour Organisation, to be held at Santiago.
5. Effect to be given to the resolutions adopted by the Conference at its Nineteenth Session.
6. Preliminary discussion of the agenda of the 1937 Session of the Conference.
7. Report and proposals of the Office concerning the setting up of the Tripartite Agricultural Committee.
8. Study by the Office and report to the Governing Body on the steps to be taken for the protective international regulation of the conditions of employment, work, safety and social welfare of wage-earners employed in road motor transport (Mr. de Michelis' proposal).
9. Study of the decisions of the Assembly of the League of Nations which concern the International Labour Organisation.
10. Questions arising out of the examination of the annual reports on the application of Conventions.
11. Form and periodicity of reports of the Office on national and international economic measures which affect labour questions.
12. Report of the Office on methods to be adopted for the study of scientific management.
15. Report of the Office on exceptions in international labour Conventions and on the existing position of protective legislation in countries which have ratified none or very few of the Conventions (effect given to the Governing Body's decision relative to Mr. de Michelis' proposal concerning the extension of labour legislation).
19. Report of the Committee on Agricultural Work. (Item postponed until the Seventy-fourth Session.)
20. Record of the meeting of the Correspondence Committee on Accident Prevention.
21. The Director's Report.
22. Date and place of the next session.
APPENDIX II.

SECOND ITEM ON THE AGENDA

REPORT OF THE STANDING ORDERS COMMITTEE.

This report is printed in the appendices to the minutes of the Special Meeting held on 23 October 1935.
APPENDIX III.

THIRD ITEM ON THE AGENDA

ELECTION OF THE OFFICERS OF THE GOVERNING BODY.

In accordance with paragraph 2 of Article I of the Standing Orders of the Governing Body the Chairman and Vice-Chairmen should be elected at the first sitting of the autumn session of the Governing Body. The Standing Orders Committee is meeting on Monday, 21 October, and will discuss the procedure for the election of the Chairman and Vice-Chairmen. Its report will come before the Governing Body at the Special Meeting, to be held on 23 October, as it will have to be considered before the Governing Body can elect its Officers for the coming year.
APPENDIX IV.

FOURTH ITEM ON THE AGENDA

ORGANISATION OF THE LABOUR CONFERENCE OF THE AMERICAN STATES WHICH ARE MEMBERS OF THE INTERNATIONAL LABOUR ORGANISATION, TO BE HELD AT SANTIAGO.

The Office is, as was hoped, in a position to supply the Governing Body before the opening of the Seventy-third Session with information showing that the preparation of the Santiago Conference is being continued under satisfactory conditions.

The stage reached in the work and the negotiations undertaken to give effect to the decisions of the Governing Body is considered below in connection with each of the points of the resolution adopted by the Governing Body at its Seventy-second Session.

1. Invitation of the Chilean Government.

Immediately after the Seventy-second Session of the Governing Body, the Office informed the Chilean Government that the Governing Body had accepted its invitation, and thanked it for its generous action. In reply to the letter sent by the Office, Mr. Arturo Alessandri, President of Chile, expressed the satisfaction which he felt at the cordial way in which the Governing Body had received the Chilean Government's proposal, and at the fact that the Governing Body had been unanimous in authorising the Office to begin the preliminary work for the proposed Conference.

The Office has just been informed that the Chilean Congress has now decided to place accommodation in the Congress Building at the disposal of the Conference. It is thus certain that the work of the Conference will be organised under the best possible material conditions. The Governing Body will no doubt desire to thank the Chilean Congress, through the Government, for this generous action, which will facilitate the preparatory work for the Conference, both from the material and the financial point of view.

2. Participation in the Conference.

The States which have at present officially declared their intention of taking part in the Conference are as follows: United States of America, Argentina, Chile, Cuba, Ecuador, Mexico, Peru, Uruguay, Venezuela and Paraguay. Further, although no official communication has yet been received from the Brazilian Government, the Office has been informed by its Correspondent that Brazil has made arrangements concerning its delegation at the Santiago Conference. Several other of the States which were invited have informed the Office that they are considering the action to be taken in reply to the invitation which was sent them. Costa Rica, the only State of America which is not a Member of the Organisation, has informed the Office that it will be represented at the Conference by a delegation of observers.

It will thus be seen that, although the Office has not yet received a definite reply from all the States which have been invited, it is already certain that most of them, including those which are the most important from the industrial point of view, will be represented.

It may be hoped that the negotiations which the Office intends to undertake with the States from which no reply has yet been received will be successful, and that the Labour Conference of the American States which are Members of the Organisation will be fully representative.


The Governing Body appointed its representatives at the Santiago Conference at its Seventy-second Session. Substitutes for the employers' and workers' representatives were appointed at the same time. The Government group reserved the right to make other nominations if the representatives whom it had already appointed were unable to attend the Conference. It will be for the Government group to submit any proposals to the Governing Body which it may consider desirable.

The Office has kept in touch with the representatives who have already been appointed, in order to facilitate the arrangements for their journey. It hopes to complete the arrangements with the members concerned individually during the Seventy-third Session.

4 (a). Date of the opening of the Conference.

The Governing Body fixed the date of opening of the Conference at 30 December, and this is the date which was mentioned in the letter of invitation sent to the American States which are Members of the Organisation.
It has, however, been thought desirable to propose a slight change in the date of opening of the Conference, in order to meet the practical possibilities of the journey of the secretariat and to reduce to a minimum the number of days which will elapse between the arrival both of the members of the Governing Body and the secretariat on the American continent and the opening of the Conference, as well as between the close of the Conference and the beginning of the return voyage.

As a result of the negotiations undertaken with various shipping companies, the Office has adopted a solution which is the most advantageous from the financial point of view but which will not enable the secretariat to arrive in Santiago in sufficient time for the Conference to open on 30 December. The staff of the Office which will constitute the secretariat of the Santiago Conference will travel on the "Highland Monarch" of the Royal Mail Company, which leaves Boulogne on 7 December and reaches Buenos Aires on 27 December. Arrangements have been made for those members of the Governing Body who so desire to travel on the "Highland Monarch".

In view of the date of arrival of this boat at Buenos Aires, it would be necessary for the date of opening of the Conference to be postponed until 2 January 1936. The Governing Body is requested to approve this change, which would enable the Conference to open immediately after the New Year holiday.

(b) Agenda of the Conference.

As the Governing Body has been informed, the States invited to the Conference have been informed that it was open to them, in connection with the second part of the agenda, to put forward suggestions regarding the questions which might in future be discussed at the International Labour Conference, and that they might submit explanatory memoranda dealing with these suggestions.

It is not thought that the International Labour Office should submit detailed reports to serve as a basis for the discussions of the Conference on those questions which will be laid before it at the suggestion of the States concerned. It would be more suitable for the States which put forward the proposals to provide the Conference, either in the form of memoranda or orally, with the information required to facilitate its decision. It may be pointed out that the Conference will, after discussing these various proposals, adopt resolutions requesting the Governing Body to consider the desirability of placing certain questions on the agenda of the International Labour Conference. A number of suggestions have so far been received from various countries. All of them deal with questions of great importance, most of which have already been studied by the Office. The questions are as follows:

Raising to sixteen the age of admission to employment permitted by the several Child Labour Conventions (proposed by the United States of America).

Rationalisation of, and reduction of hours in, the textile industry (proposed by the United States of America).

Working Class Nutrition (proposed by Chile).

Technical organisation of labour inspection, its structure and functions; development of the provisions on this subject which appear in the Recommendations already adopted by the Conference (proposed by Chile).

Minimum wages, regarded particularly from the point of view of ensuring an adequate standard of living for individuals and their families (proposed by Chile).

Living and working conditions of agricultural workers (proposed by Chile).

These various proposals will enable the Conference to undertake interesting discussions in connection with the second item on its agenda, and these will give useful guidance to the Governing Body in fixing the agenda of future sessions of the International Labour Conference.

5. Preparation of documents for the Conference.

The Office has been actively engaged for the last few weeks in preparing the documents for the Santiago Conference, bearing in mind the decision taken by the Governing Body as regards the official languages of the Conference.

The Office has brought up to date the Spanish edition of the publication containing the texts of the Conventions and Recommendations adopted by the International Labour Conference. In the revision of the Spanish text, valuable assistance has been received from the competent services of the Spanish Government. The publication has recently been printed and communicated to the States concerned.

The Office has also undertaken the preparation of a Portuguese text of the same publication. The translation is at present being carried out at Rio de Janeiro by the Office Correspondent in that town with the assistance of a Brazilian member of the staff of the Office who was already in Brazil on leave. The Brazilian Administration has consented to undertake the final revision of the texts in question.

The Office has also prepared the following reports in connection with the first item on the agenda of the Santiago Conference:

1. Conditions of work of women.
2. Conditions of work of children and young persons.
3. Social insurance. (These three questions were specifically mentioned in the title of the first item on the agenda.)

4. Examination of the International Labour Conventions with a view to their ratification.
   (a) Hours of work.
   (b) Unemployment and placing.

5. Application of the Conventions ratified by the American States.

   The preparation of these reports in four languages has involved a large amount of work, which is still continuing. It is hoped that it will be possible to communicate the reports to the various delegations in time for them to study them adequately before the Conference opens. In particular, arrangements have had to be made for the printing of the reports in Spanish at Santiago, Chile, and for the translation and roneographing of the documents in Portuguese at Rio de Janeiro.

6. Financial questions.

   Negotiations with the Chilean Government have been continued on the basis of the provisional decision taken by the Governing Body at its Seventy-second Session. It will be remembered that the total estimated cost of the Santiago Conference was 250 to 280,000 francs and that the Governing Body agreed in principle that the contribution of the Organisation should be 60,000 francs.

   The summary budget estimates which were submitted to the Governing Body at its Seventy-second Session, and which were used as a basis for this provisional decision, have now been worked out in detail. The necessary negotiations with the Chilean Government have been carried out with the valuable assistance of Mr. Garcia Oldini, permanent delegate of Chile to the International Labour Office. The Chilean Government has done everything possible to expedite the settlement of the questions relating to the vote of the two Chambers of Congress on the credits intended to meet the part of the expenses of the Conference which is to be borne by Chile, as well as the measures to be taken for the actual transfer of the funds.

   The Office has pleasure in informing the Governing Body that these negotiations have reached a successful conclusion. The Office has received the sum of 220,000 Swiss francs, representing the total contribution of the Chilean Government to the Conference on the basis of the estimate of 280,000 francs.

   The Office would wish to pay a tribute to the manner in which the Chilean Government has carried out the negotiations and the anxiety which it has shown to ensure that the Santiago Conference should have the greatest possible prospect of success.

   Members of the Governing Body will find in another note the revised estimates on the basis of which it is requested, after consulting the Finance Committee, to take the final decision mentioned in the resolution adopted at the Seventy-second Session.
APPENDIX V.

FIFTH ITEM ON THE AGENDA.

EFFECT TO BE GIVEN TO THE RESOLUTIONS ADOPTED BY THE CONFERENCE AT ITS NINETEENTH SESSION.

The International Labour Conference, as usual, adopted various resolutions at its Nineteenth Session. The Governing Body is asked to consider at its Seventy-third Session what effect should be given to them.

The resolutions may be classified as follows:

I. Resolutions proposing questions for the agenda of the Conference.

(1) Resolution concerning holidays with pay in agriculture, submitted by the Committee on Holidays with Pay.

(2) Resolution concerning unemployment among young persons, submitted by the Committee on Unemployment among Young Persons (Part I).

(3) Resolution concerning the regulation of written contracts of employment, submitted by Mr. Kupers, Netherlands workers' delegate.

(4) Resolution concerning the workers' right of association, submitted by Mr. Yagi, workers' delegate of Japan.

(5) Resolution concerning the reduction of hours of work in the textile industry, submitted by Mr. Hayday, workers' delegate of the British Empire.

(6) Resolution concerning the reduction of hours of work in the chemical industry, submitted by Mr. Kupers, Netherlands workers' delegate.

(7) Resolution concerning the reduction of hours of work in the printing and book-binding trades, submitted by Mr. Němeček, workers' delegate of Czechoslovakia.

(8) Resolution concerning the reduction of hours of work in the glass industry, submitted by the Sub-Committee on Glass Works and referred to the Office by the Committee on the Reduction of Hours of Work.

II. Resolutions requesting the Governing Body to take action.

(1) Resolution concerning unemployment among young persons, submitted by the Committee on Unemployment among Young Persons (Part II).

(2) Resolution concerning agricultural labour, submitted by Mr. de Michelis, Government delegate of Italy (paragraphs 2 and 3).

(3) Resolution concerning wage-fixing machinery, submitted by Mr. Ramaswamy Mudaliar, workers' delegate of India.

III. Resolutions proposing questions for study by the International Labour Office.

(1) Resolution concerning unemployment among young persons, submitted by the Committee on Unemployment among Young Persons (Part III).

(2) Resolution concerning agricultural labour, submitted by Mr. de Michelis, Government delegate of Italy (paragraph 1).

(3) Resolution concerning the nutrition of the workers, submitted by Sir Frederick Stewart, Government delegate of Australia.

(4) Resolution concerning the truck system, submitted by Mr. Ruiz Guiñazú, Government delegate of the Argentine Republic.

IV. Resolution addressed to Governments.

(1) Resolution concerning the maintenance of the standard of living of the workers, submitted by the Committee on the Reduction of Hours of Work.
I. Resolutions proposing questions for the agenda of the Conference.

1 Resolution concerning holidays with pay in agriculture, submitted by the Committee on Holidays with Pay.

This resolution is as follows:

"The Conference requests the Governing Body of the International Labour Office to place the question of holidays with pay in agriculture on the Agenda of the next Session of the Conference."

At its Sixty-fourth Session (October 1933) the Governing Body, when fixing the agenda of the 1935 Session of the Conference, placed the question of holidays with pay on that agenda, but did not decide whether workers in agriculture should be included in the scope of the preparatory work on the question. It was agreed that the Director should submit to the Governing Body, at its session of January 1934, a statement on the law and practice with regard to holidays with pay in agriculture.

This statement showed that six countries possessed legislation making compulsory provision for annual holidays for all workers, including agricultural workers, namely Czechoslovakia, Finland, Italy, Mexico, Peru and Spain. Further, in Austria, the provincial agricultural Labour Codes, with one exception, make annual holidays compulsory for workers engaged in agriculture and forestry, while in Denmark, living-in agricultural workers coming under the provisions of the Masters and Servants Act are entitled to a paid annual holiday. In Germany, the Netherlands and Sweden, where there is no legislation on the subject, all organised agricultural workers receive paid annual holidays through collective agreements. The Governing Body, however, after some discussion, decided by 11 votes to 10 not to include agricultural workers in the scope of the item relating to holidays with pay placed on the agenda of the 1935 Session of the Conference.

During the sittings of the Committee on Holidays with Pay of the Nineteenth Session of the International Labour Conference, a good deal of discussion took place with regard to holidays with pay for agricultural workers. Members of the workers' group of this Committee moved resolutions suggesting, first, the inclusion of agriculture in the item on the agenda of the Conference dealing with holidays with pay, and secondly, that the question should be put on the agenda of the Conference as a separate item. After the Chairman had ruled that the first procedure was out of order, the discussion concentrated on the above resolution moved by Mr. Mannio, Finnish Government delegate. The Government delegates of Italy and Mexico supported this resolution, while the Government delegate of Rumania declared that in view of the existing social structure of Rumanian agriculture the resolution was of no practical value to his country. The Committee finally adopted the resolution by 36 votes to 22.

In the plenary session of the Conference a long discussion took place with regard to the bearing of the resolution proposed by the Committee on Holidays with Pay. The President ruled that the resolution merely asked the Conference to request the Governing Body to put the question of holidays with pay on the agenda of the Conference, thereby leaving it to the discretion of the Governing Body whether to act in accordance with that request or not. The resolution was adopted by 64 votes to 19.

Compared with the result of the voting of the Governing Body in January 1934, these figures seem to indicate that the idea of an international regulation on holidays with pay in agriculture may be said to have made considerable progress in the meantime.

To the list of countries in which holidays with pay exist to some extent in agriculture, the Office has to add the name of England and Wales, in which country it appears that the District Wage Committees, set up under the Agricultural Wages (Regulations) Act, 1924, are entitled to arrange for holidays with pay for agricultural workers; regulations covering 452,000 ordinary agricultural workers secure from one to six bank holidays with pay during the year, while regulations covering 143,500 ordinary workers contain no provisions of this kind.1

In these circumstances, the Governing Body may perhaps arrive at the conclusion that in principle the question of holidays with pay in agriculture seems now ripe to come before the International Labour Conference. However, the Governing Body may find it difficult to carry out fully the desire expressed in the above-mentioned resolution and put the question on the agenda of the Twentieth Session of the International Labour Conference. In order to do so, the Office would have to prepare a grey report on the subject at very short notice, and this would hardly allow time to collect information with regard to the situation not covered by the note submitted in January 1934. Further, it would no doubt be rather inopportune to have the same question, holidays with pay, discussed at two different stages at the same Conference, namely in second discussion as far as industry and commerce are concerned, and in first discussion with regard to agriculture. In drafting the grey report, no use could be made of the Governments' replies to the questionnaire

1 See Mr. Leggett's speech, p. 351 of the minutes.
just sent out, and also during the Conference itself it would hardly be possible to benefit from the second discussion on the question with regard to industry and commerce. Though it has been decided to treat the questions of industry and agriculture separately, there is no doubt that the results of the discussion on many of the aspects of this problem with regard to industry and commerce will facilitate the handling of the question as far as agriculture is concerned:

The Governing Body may, therefore, prefer to instruct the Office to complete its documentation on holidays with pay in agriculture as soon as possible after the Twentieth Session of the International Labour Conference—presuming that this Conference adopts a Draft Convention or Recommendation on holidays with pay in industry and commerce—and to prepare a full report on the subject to be submitted to the Committee on Agricultural Work, which, after having examined this report and having taken into consideration the possibility of handling the question in a single reading by the Conference, may formulate its final recommendations to the Governing Body.

(2) Resolution concerning unemployment among young persons, submitted by the Committee on Unemployment among Young Persons.

This resolution is as follows:

"I. The Conference,

"Having considered the problem of unemployment among young persons and having recommended Governments to apply a number of measures including in particular:

"(a) The fixing at 15 of the minimum compulsory school leaving age and the minimum age for admission to employment;

"(b) The development of technical education; and

"(c) The setting up of vocational guidance services attached to or in co-operation with the public employment exchanges;

"Is of the opinion that these measures concern not only unemployed young persons but all young workers,

"And requests the Governing Body to consider urgently the desirability of placing on the Agenda of an early Session of the Conference:

"(1) The revision of the Conventions fixing the minimum age for admission of children to industrial employment (1919), to employment at sea (1920), to employment in agriculture (1921) and to non-industrial employment (1932) with a view to raising the age from 14 as laid down in those Conventions to 15, and

"(2) The question of vocational guidance, apprenticeship and technical education of young workers.

"II. The Conference invites the Governing Body of the International Labour Office:

"(1) To submit to its Unemployment Committee the reports referred to in the preamble of the Recommendation and to ask the Governments of the countries which have sent in such reports to send experts to the meeting of the Committee;

"(2) To submit to an early Session of the Conference of Labour Statisticians that part of the Recommendation dealing with statistics with a view to facilitating its application.

"III. Considering that the measures recommended should be applied also to unemployed young agricultural workers; considering that in any case such workers will not receive adequate and effective protection until the fundamental question of unemployment insurance in the case of agricultural workers is settled,

"The Conference,

"Having regard to the resolution on unemployment among agricultural workers adopted at its Eighteenth Session,

"Invites the International Labour Office urgently to pursue the necessary enquiry with a view to adopting international regulations regarding an effective system for the prevention of agricultural unemployment and a special system of unemployment insurance or assistance in agriculture."

The first part of this resolution requests the Governing Body to consider urgently the desirability of placing on the agenda of an early session of the Conference:

1. The revision of the Conventions fixing the minimum age for the admission of children to industrial employment (1919), to employment at sea (1920), to employment in agriculture (1921), and to non-industrial employment (1932), with a view to raising the age from 14 as laid down in those Conventions, to 15.

2. The question of vocational guidance, apprenticeship and technical education of young workers.
I. With regard to the revision of the minimum age Conventions, the Governing Body is aware that there is a movement of opinion in favour of raising the minimum age for compulsory school attendance with a corresponding rise in the age for admission to employment. This has developed both nationally and internationally, and may be ascribed partly to the belief held in many quarters that such measures, by withdrawing from the labour market a not inconsiderable number of young persons, would cause an increase in employment opportunities for adults; and partly to a belief, also widely held, that between the ages of 14 and some higher age (variously fixed at 15, 16 or even 18) juvenile employment should be principally of an instructional nature, and that in any case children of 14 are unfitted, physically and temperamentally, to become full-time wage-earners.

There are sharp differences of opinion on the possible effect of a withdrawal from the labour market of a considerable number of children and whether it would affect the employment of adults favourably or unfavourably. Opinion is probably less divided as to the undesirability of employing children of 14 as full-time wage-earners; objections to raising the school age and minimum employment age are mostly based upon practical considerations such as whether industry, in some cases slowly recovering after a period of depression, could support increased charges, and how the cost of extra school accommodation, teachers' salaries and perhaps maintenance allowances, would be met.

It is no doubt due to such differences of opinion that the movement referred to above has not as yet been widely reflected in national legislation, and that the number of nation-wide laws fixing a higher age than 14 for industrial or other employment, or for compulsory school attendance, is as yet small.

No close comparison of national laws and the Conventions can be made without going into more detail than is possible here, but the following lists, which show the minimum age for employment in the States where this is regulated by law, will perhaps be sufficient for the present purpose. The sign (*) indicates that the relevant Convention has been ratified. Exceptions of small importance (such as for work in family undertakings, etc.) are not shown.

Legal age for admission to employment in industry.

<table>
<thead>
<tr>
<th>14 and under 14</th>
<th>Over 14</th>
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</thead>
<tbody>
<tr>
<td>United States of America</td>
<td>United States of America</td>
</tr>
<tr>
<td>Alabama</td>
<td>California (16, 14-15)</td>
</tr>
<tr>
<td>Arizona</td>
<td>Connecticut (16)</td>
</tr>
<tr>
<td>Arkansas</td>
<td>Maine (15, 14)</td>
</tr>
<tr>
<td>Colorado</td>
<td>Michigan (15, 14)</td>
</tr>
<tr>
<td>Delaware (12)</td>
<td>Montana (16)</td>
</tr>
<tr>
<td>District of Columbia</td>
<td>New York (16)</td>
</tr>
<tr>
<td>Florida</td>
<td>Ohio (15, 14)</td>
</tr>
<tr>
<td>Georgia</td>
<td>Rhode Island (15, 14)</td>
</tr>
<tr>
<td>Idaho</td>
<td>Texas (15)</td>
</tr>
<tr>
<td>Illinois</td>
<td>Utah (16, 14)</td>
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<tr>
<td>Indiana</td>
<td>Wisconsin (16, 14)</td>
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<tr>
<td>Iowa</td>
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<td>Kansas</td>
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<td>Kentucky</td>
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<td>Louisiana</td>
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<td>Maryland</td>
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<td>Massachusetts</td>
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<td>Minnesota</td>
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<td>Mississippi (6)</td>
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<td>Missouri (9)</td>
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<td>Nebraska</td>
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<td>Nevada</td>
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<td>New Hampshire</td>
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<tr>
<td>New Jersey</td>
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<tr>
<td>New Mexico</td>
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</tbody>
</table>

1 Fuller information concerning the Conventions and national laws may be found in Children and Young Persons under Labour Law (Studies and Reports, Series I, No. 3), Tables I, III, IV and V.

2 Where the name of the country, State or province is given without any figures following, it should be understood that the age is 14. In other cases the age is indicated in brackets. The sign (*) indicates that an exemption permitting employment is possible at the age given; if no age is given, no age is fixed for the operation of the exemption.
<table>
<thead>
<tr>
<th>US States</th>
<th>Age Limits</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Carolina</td>
<td>North Dakota</td>
</tr>
<tr>
<td>Argentina</td>
<td>Australia</td>
</tr>
<tr>
<td>Australia</td>
<td>Austria</td>
</tr>
<tr>
<td>Chile</td>
<td>China</td>
</tr>
<tr>
<td>Great Britain</td>
<td>Greece</td>
</tr>
<tr>
<td>Rumania</td>
<td>Salvador</td>
</tr>
<tr>
<td>Uruguay (7, 0 12)</td>
<td>Venezuela</td>
</tr>
</tbody>
</table>
Legal minimum age for employment at sea.

14 and under 14
* Australia
* Belgium
* Bulgaria
* Canada
* Cuba
* Denmark
* Estonia
* Finland (boys)
* France (12)
* Germany
* Great Britain
* Greece
* Hungary
* India
* Irish Free State
* Italy
* Japan
* Latvia
* Luxemburg
* Netherlands
* Portugal
* Rumania
* Spain
* Sweden
* Uruguay
* Yugoslavia

Over 14
Brazil (16)
Chile (18)
Finland (girls 18)

The position in the United States appears to be that in general this employment is not specified in the state laws but that it would be covered by blanket provisions (e.g. “all employment”, “gainful employment”, and the like) such as are found in the laws of many states, as well as by the compulsory school attendance laws. The ages would for the most part be approximately the same as those given for employment in industry.

Legal minimum age for employment in agriculture.

Very few States fix a minimum age for admission to agriculture as such, and some exclude it from their minimum age laws relating to employment. In practice the Convention is applied either by a combination of school and employment laws or by school laws alone. The following list shows both the States which have ratified the Convention and those (some of which have not yet ratified) having laws to fix an age of admission to agricultural employment.

14 and under 14

Argentine Republic (12)
* Austria (10)
* Belgium
* Bulgaria
* Czechoslovakia (10)
* Dominican Republic
* Estonia (12)
* Hungary (12)
* Irish Free State
* Italy

Over 14

* Japan
* Luxemburg
* Nicaragua (14)
* Poland
* Rumania
* Spain
* Sweden
* Uruguay (12)
* U.S.S.R. (12)

In the United States, few of the states regulate the employment of children in agriculture except as this is done indirectly through the compulsory school attendance laws. These laws do not apply outside of school hours or during vacations. Some states specifically exclude farm labour from the application of the labour laws. Where this is not the case and there is general prohibition of the employment of minors below a certain age in “all employment” this would presumably cover agriculture.
Legal minimum age for non-industrial employment.

There are no national laws (except those of Belgium, Spain, the Netherlands and Uruguay, which have ratified the Minimum Age, Non-Industrial Employment, Convention) in which the definition of "non-industrial employment" corresponds with the Convention. The following list shows the States whose laws cover "all employment", "paid employment" etc., but it is necessarily incomplete because such laws nearly always have provisions for exemptions and in so condensed a statement exemption provisions cannot be indicated. Moreover, it is possible that in those States (not shown) whose laws fix a minimum age for admission to "commerce", non-industrial employment would be covered. Full information on the ages for admission to non-industrial employment is given in Children and Young Persons under Labour Law, Tables V to VIII.

14 and under 14

<table>
<thead>
<tr>
<th>Country</th>
<th>Age</th>
</tr>
</thead>
<tbody>
<tr>
<td>Argentine Republic</td>
<td>12</td>
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<tr>
<td>Austria</td>
<td>12</td>
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<tr>
<td>Belgium</td>
<td>12</td>
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<tr>
<td>Bolivia</td>
<td>10</td>
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<tr>
<td>Brazil</td>
<td>12</td>
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<tr>
<td>Chile</td>
<td>12</td>
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<tr>
<td>Colombia</td>
<td>11</td>
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<tr>
<td>Czechoslovakia</td>
<td>12</td>
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<tr>
<td>Denmark</td>
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<td>Ecuador</td>
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<td>Estonia</td>
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<td>Guatemala</td>
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<tr>
<td>Germany</td>
<td>12</td>
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<tr>
<td>Great Britain</td>
<td>12</td>
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<tr>
<td>Hungary</td>
<td>12</td>
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<tr>
<td>Italy</td>
<td></td>
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<tr>
<td>Latvia</td>
<td></td>
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<tr>
<td>Mexico</td>
<td>12</td>
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<tr>
<td>* Netherlands</td>
<td></td>
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<tr>
<td>* Peru</td>
<td></td>
</tr>
<tr>
<td>* Spain</td>
<td></td>
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<tr>
<td>Sweden</td>
<td>13</td>
</tr>
<tr>
<td>* Uruguay</td>
<td></td>
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<tr>
<td>Venezuela</td>
<td></td>
</tr>
<tr>
<td>U.S.S.R.</td>
<td>16</td>
</tr>
</tbody>
</table>

Over 14

In the United States, there is considerable variation among the state laws with respect to the work of children in non-industrial occupations. The majority of the states, however, regulate the employment of children in mercantile establishments, usually setting the same minimum age for this work as for factory employment. The laws of several states prohibit the employment of children under 14 years of age in any gainful occupation at any time. The compulsory school attendance regulations of most of the states exclude children under 14 from any employment during the hours the public schools are in session.

This brief consideration of the legal position of the age of admission to full-time employment serves to show that national legislation is still, on the whole, considerably below a minimum admission age of 15 years. It is not to be denied that the minimum age of 14 years for admission to full-time employment which, in 1919, represented a high standard, is now below which is felt by many to be the right one. But in view of the state of national legislation it is possible that there may be a tendency on the part of Governments, before proceeding to the revision of the Conventions, to await the results to be achieved by the article in the Recommendation on Unemployment among Young Persons urging the fixing at 15 of the minimum compulsory school-leaving age and the minimum age for admission to employment.

In the light of the whole situation, the Governing Body may possibly consider it desirable to defer until its next meeting an examination of the question of starting the procedure of revision in the case of one or more of these Conventions. It would then be in a position to consider the question in connection with the final decisions which it will have to take on the items to be placed on the agenda of the 1937 Session of the Conference.

It may be added in respect of the Convention fixing the minimum age for the admission of children to employment at sea (1920) that, in accordance with the customary procedure, the Governing Body would no doubt wish to consult the Joint Maritime Commission before deciding to place the question of the revision of this Convention on the agenda of the Conference.

2. With regard to the question of vocational guidance, apprenticeship and technical education of young workers, the Governing Body has before it, in the report of the Office on the preliminary discussion of the questions which might be placed on the agenda of the 1937
Session of the Conference, a suggestion that this question should be included in the list of questions for consideration with a view to fixing the agenda of the 1937 Session.

(3) Resolution concerning the regulation of written contracts of employment, submitted by Mr. Kupers, Netherlands workers' delegate.

This resolution is as follows:

"Considering that the Conference, at its Sixteenth Session in 1932, requested the Governing Body of the International Labour Office to consider the possibility of placing on the Agenda of a very early Session of the Conference the questions of the methods and conditions of recruiting labour and of the terms of long-term labour contracts, the breaking of which involves penal sanctions,

"Considering that the Governing Body has placed the question of the recruiting of labour on the Agenda of the present Session of the Conference for first discussion with a view to the consideration of the adoption of international regulations in 1936,

"And considering further that it would be desirable that the discussion of the question of recruiting should be followed as soon as possible by the examination of the question of labour contracts and that the Committee of Experts on Native Labour has completed its study of this question and has adopted suggested principles for the regulation of written contracts of employment:

"The Conference requests the Governing Body of the International Labour Office to examine the desirability of placing on the Agenda of the Conference of 1937 the question of the regulation of written contracts of employment."

In the note on the preliminary discussion of the agenda of the 1937 Session of the Conference (sixth item on the agenda) the question of the regulation of written contracts of employment is proposed as one of those which might be provisionally selected for the agenda of the 1937 Session of the Conference.

(4) Resolution concerning the workers' right of association, submitted by Mr. Yagi, workers' delegate of Japan.

This resolution is as follows:

"Whereas workers' trade union right is incorporated in the Preamble of Part XIII of the Peace Treaty, and whereas a resolution concerning freedom of association was adopted by the Fifteenth Session (1931) of the International Labour Conference:

"The Conference requests the Governing Body to consider the desirability of placing on the Agenda of one of its early Sessions the question of the workers' right of association in order to prevent the dismissal of, or imposition of unfair treatment on, workers on account of their joining or receiving help from trade unions."

The resolution moved by Mr. Yagi once more raises the question of freedom of association which, as the Governing Body will remember, has been before the International Labour Organisation almost from the outset and which has been the subject of numerous and detailed studies by the International Labour Office.

It will therefore be sufficient to recall very briefly the previous history of the question:

Appeals from trade unions to the Office and the Conference asking that freedom of association should be guaranteed;

Consequent decision to place the question on the agenda of the Conference;

First discussion of the question at the 1927 Conference and provisional withdrawal of the draft for a Convention on freedom of association;

Reconsideration of the question in subsequent years as a result of further requests emanating more particularly from overseas delegates: resolution of Mr. Acevedo, Argentine Government delegate, in 1930, and resolution of Mr. Suzuki, Japanese workers' delegate, in 1931;

Adoption of resolution at the Fiftieth Session of the Governing Body (October 1930) proposing that the question should be dealt with by successive stages;

Institution of a tripartite Committee of the Governing Body, known as the Committee on Freedom of Association, which was instructed to make a preliminary study of the matter and still has the question before it.

Mr. Yagi's resolution approaches the problem from a particular angle and raises it in an eminently practical form, that of the guarantee of the workers' right to join a trade union and protection against dismissal or any other measures of discrimination.

1 Cf. Studies and Reports, Series A (Industrial Relations), Nos. 28, 29, 30, 31 and 32: Freedom of Association.
The Office has discussed this question in detail in its studies on freedom of association, especially in the chapters dealing with the protection of freedom of association.

It may be sufficient, without going into the details of legislation, to mention that in all countries where freedom of association is legally recognised, dismissal on the ground of membership of a trade union, as well as any other measure of discrimination between union and non-union workers, constitutes an abuse of the right of dismissal or an abuse of the employer’s rights and entitles the workers in question to compensation. Other countries have gone even further in this direction and have made such action an offence for which penalties are imposed.

The best method of giving effect to Mr. Yagi’s resolution would no doubt be to bear the question with which it deals in mind when the work of the Governing Body Committee on Freedom of Association is sufficiently advanced.

(5) Resolution concerning the reduction of hours of work in the textile industry, submitted by Mr. Hayday, workers’ delegate of the British Empire.

This resolution is as follows:

"Whereas the conclusion of international agreements with regard to working hours is of particular importance for those industries depending for their prosperity on international markets;

"And whereas the textile industry, from the standpoint of organisation, heavy percentage of juvenile and female workers, rationalisation, high state of mechanical efficiency and intense international competitive character, calls for urgent consideration with a view to the introduction of reduced working hours throughout the industry;

"The Conference requests the Governing Body of the International Labour Office to consider the desirability of placing the question of the reduction of working hours in the textile industry on the Agenda of the 1936 Session of the Conference."

By adopting this resolution the Conference expressed the view that the textile industry was one of the most suitable to be selected in the first place for the application of the general Convention on the reduction of hours of work adopted in 1935.

It will be remembered that the textile industry was one of those considered at the Sixty-ninth Session of the Governing Body with a view to being placed on the agenda for 1935. It was proposed both by Mr. Picquenard and Mr. Jouhaux, and a monograph on it dealing with cotton, wool, natural and artificial silk, linen, hemp and jute was prepared by the International Labour Office, in the series of monographs bearing the number G.B.69/3/1028 a, b, c and d. These monographs dealt with the following points:

(a) Number of workers employed;
(b)Extent of unemployment;
(c)Sub-divisions of the industry and national definitions;
(d)Degree of mechanisation and rationalisation of undertakings and degree of concentration of the industry;
(e)Characteristics and organisation of work in the industry and its various sub-divisions (continuous work, continuous work except on Sundays, two-shift system, intermittent work, work subject to seasonal influence);
(f)Method of regulation of hours of work in the industry and its principal sub-divisions;
(g)Actual hours of work.

The monograph showed that the textile industry is one of those which employ the largest number of workers—about 11 million in twenty countries. Unemployment is very wide-spread in all branches of the textile industry. Short time is very frequent in the industry, where it often takes the form of intermittent unemployment. Mechanisation in the industry has for long reached in most countries a very high level. Recent technical progress has generally resulted in improving existing methods and adapting them to more varied and more highly perfected production, and the progress of rationalisation has generally greatly increased the output per worker.

Legislation on hours of work applying to the textile industry is similar in most countries, as the operations of the industry, numerous as they are, can generally be carried out under the same system of hours of work. In most cases the workers are organised in one or two shifts. The legal hours of work, however, vary in different countries from 36 to 60 hours or more per week per worker. Since the industry is one which is subject to seasonal influences, partly owing to the production of certain raw materials and partly owing to seasonal variations in the demand for the finished goods, the legislation of some countries allows either the distribution of hours of work over...
a fairly long period, or the making up of hours of work lost by involuntary and collective unemployment. Extensions of hours of work are also allowed in case of special pressure of business.

As a result of the depression in the textile industry, several countries have reduced hours of work, and in some cases there has been a return to the one-shift system. Hours of work for the industry as a whole or for some particular branch of it are fixed at 36 per week in Germany, 40 per week in Italy and the United States and 7 per day in the Union of Soviet Socialist Republics. In Poland, hours of work may not exceed the length of one shift. Moreover, in many countries, owing to the depression, actual hours of work do not exceed 40 per week.

When at the Sixty-ninth Session of the Governing Body a vote was taken on the proposal to place the reduction of hours of work in the textile industry (cotton, wool, silk and artificial silk) on the agenda of the 1935 Session of the Conference, it was rejected by 12 votes to 11. Thus, of all the industries proposed but not actually selected, it was the one which obtained the largest number of votes.

The Governing Body’s attention may also be drawn to the fact that several letters have been received from workers’ organisations proposing that the Conference should be asked to deal with the reduction of hours of work in the textile industry. Mr. F. Brüssel, General Secretary of the International Federation of Christian Unions of Factory and Transport Workers, by a letter dated 29 June 1934, asked that the question of the six-hour day in the artificial silk industry, with no Sunday work, should be placed on the agenda of the Conference. Mr. Tom Shaw, Secretary of the International Federation of Textile Workers’ Associations, in a letter of 10 December 1934, proposed that the reduction of hours of work in the textile industry should be considered by the Conference.

In view of all these considerations it is suggested that the Governing Body should place the reduction of hours of work in the textile industry on the agenda of the 1936 Session of the Conference.

Since the textile industry is a highly complex one, including a number of branches, it will be necessary to allow Governments the possibility of sending a sufficient number of advisers to discuss it at the Conference. It will therefore probably be better not to place the reduction of hours of work in the textile industry on the agenda as a single item. Although, however, there are undoubtedly considerable technical differences in the conditions prevailing in the various branches of the textile industry—wool, cotton, natural silk, artificial silk, linen, hemp and jute—these would not seem to be so great as to make it necessary to place each of these seven branches on the agenda as a separate item. Some of the branches could be grouped together; and after careful consideration, the Office suggests that three items should be placed on the agenda: one relating to wool and cotton, one to natural and artificial silk, and one to linen, hemp and jute. This would enable Governments to send twelve Government advisers, six employers’ advisers and six workers’ advisers to the Conference for the discussion of hours of work in the textile industry; and that number would no doubt be sufficient. This procedure would of course not in any way prejudice the decision of the Conference as to whether it would finally adopt a single Draft Convention covering the whole of the textile industry and including chapters dealing with each different branch, or whether it would adopt three Conventions, one for each of the groups mentioned above, or seven Conventions, one dealing with each branch of the textile industry.

Resolution concerning the reduction of hours of work in the chemical industry, submitted by Mr. Kupers, Netherlands workers’ delegate.

This resolution is as follows:

“Considering:

“That in all the leading countries of the world the chemical industry is one of the most important;

“That in the seven most important industrial countries more than 1,300,000 workers are employed in this industry alone;

“That the formation of big trusts of international significance not only in the chemical industry in the narrower sense of the term but also in the larger sense (e.g. mineral oil, artificial silk, match-making, sugar, soap, margarine and oil industries) has assumed proportions unequalled in any industry;

“That nationally, in practically every section of the chemical industry, arrangements exist between the concerns and firms governing the prices, quantities marketed, markets and quantities to be produced of the several products, according to methods of production, consumption and other factors;
"That consequently in the chemical industry the competitive struggle has to a large extent been replaced by close co-operation;

"That while during the present world economic depression the prices of other commodities have slumped tremendously, the wholesale prices of chemical products have shown great stability, both on the world market and the internal markets of the different countries;

"That, however, as a result of rationalisation, constant scientific research and continued technical development of the industry, many tens of thousands of workers have been dismissed;

"That in the United States and Italy the overwhelming majority, and in Germany and Great Britain a substantial proportion, of the workers in the chemical industry do not work more than forty hours a week;

"That all these circumstances not only contribute to facilitating a shortening of working time in the chemical industry but render such a shortening also expedient and even urgently necessary;

"That in the chemical industry largely unskilled labour is employed and work is performed which can be learnt within a short time; and

"That therefore an international reduction of working hours in the chemical industry would be excellently suited to give employment not only to the workless of the industry itself but to workless of other industries as well:

"The Conference invites the Governing Body of the International Labour Office to consider the desirability of indicating the chemical industry in its largest sense as one of the industries for which an international reduction of working hours shall be primarily proposed at the 1936 International Labour Conference."

In the note on the preliminary discussion of the agenda of the 1937 Session of the Conference (sixth item on the agenda), it is proposed that the reduction of hours of work in important sections of the chemical industry, if not the whole industry, should be provisionally selected as one of those which might be placed on the agenda of the 1937 Session of the Conference. The note in question explains why it is suggested that this question should be considered for the agenda of the 1937 Session rather than the 1936 Session, as the resolution proposes.

(7) Resolution concerning the reduction of hours of work in the printing and bookbinding trades, submitted by Mr. Némeček, workers' delegate of Czechoslovakia.

This resolution is as follows:

"Considering that unemployment is particularly widespread in the printing and book-binding trades in nearly all countries;

"Considering that the mechanisation and rationalisation of undertakings in those trades has reached an advanced stage;

"Considering that even if the world economic depression had not occurred, unemployment would have become a permanent phenomenon in the printing and book-binding trades as a result of technical development;

"Considering that, in view of the unemployment prevailing in all occupations, the restriction of the admission of apprentices can no longer be applied as a corrective to the same extent as formerly;

"Considering that even before the World War hours of work in the printing and book-binding trades were shorter than in most other industries;

"Considering that the collective agreements which have been concluded between employers' and workers' organisations in the printing and book-binding trades in most countries are of a nature to facilitate the necessary adaptations:

"The International Labour Conference requests the Governing Body of the International Labour Office to consider the desirability of placing the question of the reduction of hours of work in the printing and book-binding trades on the Agenda of the 1936 Session of the Conference."

In the note on the preliminary discussion of the agenda of the 1937 Session of the Conference (sixth item on the agenda), it is proposed that the reduction of hours of work in the printing and book-binding trades should be one of those provisionally selected for the agenda of the 1937 Session of the Conference. The note in question explains why it is suggested that this question should be considered for the agenda of the 1937 Session rather than the 1936 Session, as the resolution proposes.
Resolution concerning the reduction of hours of work in the glass industry, submitted by the Sub-Committee on Glass Works and referred to the Office by the Committee on the Reduction of Hours of Work.

This resolution is as follows:

"The Sub-Committee,

"Considering that the International Labour Conference has already adopted, at its Eighteenth Session, a Draft Convention for the regulation of hours of work in Automatic Sheet-Glass Works, and that the present Session of the Conference is called upon to take a decision with regard to the international regulation of hours of work in the glass-bottle industry,

"Considering that the International Labour Conference at its Eighteenth Session adopted a resolution requesting the Office to continue its studies on other branches of the glass industry,

"Expresses the hope that the International Labour Office will propose to the Governing Body that the Committee of Experts on the Glass Industry be invited to examine the possibility of extending as soon as possible, by means of an international Convention, the reduction of hours of work to those branches of the glass industry or categories of persons employed in that industry which have not so far been dealt with."

The report of the Sub-Committee on Glass Works at the Conference includes a resolution requesting the International Labour Office to "propose to the Governing Body that the Committee of Experts on the Glass Industry be invited to examine the possibility of extending as soon as possible, by means of an international Convention, the reduction of hours of work to those branches of the glass industry or categories of persons employed in that industry which have not so far been dealt with."

The two Draft Conventions concerning the glass industry which have been adopted by the International Labour Conference refer to persons who work in operations which are necessarily continuous during the seven days of the week in sheet glass works and glass bottle works respectively. Persons employed on other operations in such glass works, as well as persons employed in plate glass works, table-ware works, and cast glass works—to mention these examples only—where it is technically possible for the work to be interrupted on Sundays, might be included in an international Convention extending the 40-hour week to all workers in the glass industry who are not yet covered by a Convention.

The Office is in favour of the suggestion made by the Sub-Committee on Glass Works, and proposes that the Governing Body should call a meeting of the Technical Committee on Glass Works in 1936. The Committee could, on the basis of a report to be submitted to it by the Office, inform the Governing Body of the principles on which the future international regulation of hours of work in the glass industry could be based.

II. Resolutions requesting the Governing Body to take action.

Resolution concerning unemployment among young persons, submitted by the Committee on Unemployment among Young Persons (Part II).

The second part of this resolution is as follows:

"II. The Conference invites the Governing Body of the International Labour Office:

"(1) to submit to its Unemployment Committee the reports referred to in the preamble of the Recommendation and to ask the Governments of the countries which have sent in such reports to send experts to the meeting of the Committee;

"(2) to submit to an early Session of the Conference of Labour Statisticians that part of the Recommendation dealing with statistics with a view to facilitating its application."

The second part of this resolution proposes in the first place that the reports referred to in the preamble of the Recommendation should be submitted to the Unemployment Committee and that the Governments of the countries which have sent in such reports should be asked to send experts to the meeting of the Committee.

The Office suggests that the Governing Body should accept that proposal in principle, and should instruct the Director to submit to it in due course proposals for calling a meeting of the Unemployment Committee to which those Governments which had sent the reports in question would also be asked to send experts. It should be understood that the travelling expenses of the experts would be paid by their Governments.

The second part of the resolution then proposes that the part of the Recommendation dealing with statistics should be submitted to an early session of the Conference on Labour Statisticians with a view to facilitating its application.

The Office suggests that the Governing Body should decide to place this question on the agenda of the next Conference of Labour Statisticians. It will be remembered that the Governing Body has already agreed that such a Conference should be called to discuss accident statistics and housing statistics.
Resolution concerning agricultural labour, submitted by Mr. de Michelis, Government delegate of Italy.

This resolution is as follows:

"The Nineteenth Session of the International Labour Conference,

"Being convinced that it is necessary that the Organisation should devote greater interest to questions which closely affect agricultural labour,

"Realising the importance of the part which the agricultural element has to play in general economic recovery,

"Decides to request the Governing Body:

"1. To instruct the International Labour Office to expedite as much as possible its study of the position and conditions of agricultural workers as they result from the application of national legislation and also in relation to the conditions of the agricultural class in the same country, with a view to proposals which may be put forward and studied later;

"2. To develop, in collaboration with the International Institute of Agriculture and other international bodies, the action which is necessary to organise the initiation and application of measures relating to the most important questions (such as rural health and housing, collective agreements or other methods of regulating wages, regular rest periods and holidays, unemployment and spare time) which relate to conditions of agricultural work and rural life and which are connected with the development and future of agricultural production in relation to other branches of economic activity;

"3. To take the necessary steps to set up a Permanent Agricultural Committee, including in equitable proportions members of the Governing Body of all three Groups, representatives of the International Institute of Agriculture and of competent international bodies, as well as persons qualified to represent all classes engaged in agriculture. The Committee will act as the body responsible for collaboration and consultation with a view to facilitating the decisions of the Governing Body and developing the work of the Conference in connection with agricultural labour."

The resolution moved by Mr. de Michelis and adopted unanimously by the Conference falls into three parts.

The first part, which relates to agricultural questions to be studied by the Office, is dealt with in a subsequent passage of the present note.

The second part of the resolution requests the Governing Body to take the lead in initiating and organising internationally such measures as may promote the solution of the most important social problems in agriculture, discrimination of which in relation to corresponding conditions in manufacturing industries and other trades might in the long run become harmful to agricultural production and the position held by this industry in society as such.

The report of the last session of the Mixed Advisory Agricultural Committee contains some modest suggestions on these lines with regard to such questions as vocational agricultural education and the utilisation of the spare time of agricultural workers. This report having now been approved by the Governing Body as well as by the Permanent Committee of the International Institute of Agriculture, the Office may proceed to the realisation of these suggestions and eventually, in accordance with the resolution in question and with the authorisation of the Governing Body, envisage further initiatives of the same character.

It is, however, necessary to state that, with the present equipment at the disposal of the Office for handling agricultural labour problems, it will be very difficult—not to say practically impossible—to realise the programme involved in the first and second parts of the resolution in question within a reasonable period of time, especially as conditions in agriculture are now developing and changing more rapidly than ever. An important contribution towards greater efficiency of the Office in agricultural matters would, however, be the realisation of the suggestion contained in the third part of the resolution, namely the setting up of a Permanent Agricultural Committee.

However, at the request of Mr. de Michelis, this question figures as a special item on the agenda of the present session of the Governing Body—the seventh item on the agenda—and the members of the Governing Body are therefore referred to the note prepared by the Office on this item.

The attention of the Governing Body may be drawn in this connection to a resolution which was submitted by Mr. Mertens, Mr. Jouhaux and Mr. Hayday to the Nineteenth Session of the Conference, but was not considered receivable because it was not presented within the statutory time limit.

This resolution is as follows:

"The Nineteenth Session of the International Labour Conference,

"Reaffirming its competence as regards the regulation of work in agriculture,

"Considering the increased development of agriculture throughout the world,
"Declares that equality of treatment cannot be denied to agricultural workers and that
the perpetuation of the differences of treatment laid down in the different Conventions and
the retarded application of the reforms embodied in those Conventions constitutes a social
injustice,

"The Conference decides

"1. To include agriculture in the scope of the Convention on holidays with pay,

"2. To instruct the International Labour Office and the Governing Body actively to
prepare a report on actual conditions in each country with regard to conditions of work,
wages, housing and hygiene of agricultural workers, which will enable an early Session of the
International Labour Conference to make the Conventions already adopted applicable to
agriculture."

The above resolution was referred to the Conference Committee on Holidays with Pay.
The Committee adopted a resolution dealing with the question raised in the first paragraph
of this resolution. That resolution was subsequently adopted by the Conference, and a note on
it appears in another part of the present report. The Committee considered, however, that the
matters dealt with in the second paragraph of the resolution submitted by Mr. Mertens, Mr. Jouhaux
and Mr. Hayday were not connected with the question on its agenda.

It is suggested that although this part of the resolution was not actually submitted to the
Conference, the Governing Body might bear it in mind in considering the effect to be given to the
resolution on questions affecting agricultural labour adopted by the Conference on the proposal
of Mr. de Michelis.

Resolution concerning wage-fixing machinery, submitted by Mr. Ramaswamy Mudaliar,
workers' delegate of India.

This resolution is as follows:

"Whereas in several countries under the pretext of economic depression and under the
guise of rationalisation and retrenchment, steps have been taken prejudicial to the interest
of the working classes and calculated to lower their standard of living;

"And whereas, especially in those countries in which by reason of the prevalence
of widespread illiteracy and lack of properly knit labour organisations, there has been an
unnecessary and extensive wage cut and reduction in the number of workers:

"This Conference requests the Governing Body of the International Labour Office to
consider the desirability of instructing the Office to correspond with the States Members and
request them to constitute immediately a wage-fixing machinery in their respective countries
(where it does not exist already) in pursuance of a Draft Convention adopted at the Eleventh
Session of the International Labour Conference."

It is suggested that the Governing Body might give effect to this resolution by instructing
the Office to communicate it to the States Members of the Organisation.

III. Resolutions proposing questions for study by the International Labour Office.

(1) Resolution concerning unemployment among young persons, submitted by the Committee on
Unemployment among Young Persons (Part III).

The third part of this resolution is as follows:

"III. Considering that the measures recommended should be applied also to unemployed
young agricultural workers; considering that in any case such workers will not receive adequate
and effective protection until the fundamental question of unemployment insurance in the
case of agricultural workers is settled,

"The Conference,

"Having regard to the resolution on unemployment among agricultural workers adopted
at its Eighteenth Session,

"Invites the International Labour Office urgently to pursue the necessary enquiry with
a view to adopting international regulations regarding an effective system for the prevention
of agricultural unemployment and a special system of unemployment insurance or assistance
in agriculture."
The third part of the resolution deals with unemployment in agriculture. It invites the Office urgently to pursue the necessary enquiry with a view to adopting international regulations regarding an effective system for the prevention of agricultural unemployment and a special system of unemployment insurance or assistance in agriculture.

It will be remembered that the resolution on the same subject which was adopted at the Eighteenth (1934) Session of the Conference was referred by the Governing Body at its Seventieth Session (April 1935) to the Committee on Agricultural Work. A preliminary discussion on the resolution has already taken place at the meeting of the Mixed Advisory Agricultural Committee last May. The Governing Body will therefore no doubt wish to await the result of the discussions of the Committee on Agricultural Work, which is to meet on 19 October, 1935.

Resolution concerning agricultural labour, submitted by Mr. de Michelis, Government delegate of Italy (paragraph 1).

The first paragraph of this resolution is as follows:

"The Nineteenth Session of the International Labour Conference,
"Being convinced that it is necessary that the Organisation should devote greater interest to questions which closely affect agricultural labour,
"Realising the importance of the part which the agricultural element has to play in general economic recovery,
"Decides to request the Governing Body:

1. To instruct the International Labour Office to expedite as much as possible its study of the position and conditions of agricultural workers as they result from the application of national legislation, and also in relation to the conditions of the agricultural class in the same country, with a view to proposals which may be put forward and studied later."

This part of the resolution invites the Office to carry out as expeditiously as possible the study of the position and conditions of agricultural workers, not only as they result from existing national legislation, but also against the background of the general standard of living of the population engaged in the agricultural industry. The Governing Body will remember that, to the extent that labour problems have formed the object of a Draft Convention or Recommendation adopted by the Conference, the Committee on Agricultural Work has been charged with an examination of the position of agricultural workers with regard to such decisions. The preparatory work carried out by the Office for the information of the Committee consequently involves such studies as are referred to in the resolution, and in the course of time practically all the more important agricultural labour questions will have been dealt with in this way.

Resolution concerning the nutrition of the workers, submitted by Sir Frederick Stewart, Government delegate of Australia.

This resolution is as follows:

"Seeing that nutrition adequate both in quantity and in quality is essential to the health and well-being of the workers and their families;
"And seeing that in various countries evidence has been brought forward to show that large numbers of persons both in town and country are not sufficiently or suitably nourished:
"Seeing, moreover, that an increase in the consumption of agricultural foodstuffs would help to raise standards of life and relieve the existing depression in agriculture;

"The Conference welcomes the attention drawn by the Director in his Report to the problem of nutrition and requests the Governing Body to instruct the Office to continue its investigation of the problem, particularly in its social aspects, in collaboration with the health and economic organisations of the League of Nations, the International Institute of Agriculture and other bodies capable of contributing to its solution, with a view to presenting a report on the subject to the 1936 Session of the Conference."

The note on the effect to be given to this resolution will be submitted to the Governing Body later.

Resolution concerning the truck system, submitted by Mr. Ruiz Guíñazú, Government delegate of the Argentine Republic.

This resolution is as follows:

"Whereas it is generally recognised that the truck system and other practices affecting the real value of the remuneration of labour involve possibilities of grave abuse affecting both the real earnings and the social and economic independence of the workers; and
"Whereas in certain countries the persistence of the truck system in various forms involves serious hardship for important groups of workers; and

"Whereas legislation designed to eliminate the abuses of the system and of other practices affecting the real value of wages and salaries is in operation in a number of countries; and

"Whereas it is urgently desirable that the benefits of such protection should be extended in the fullest measure to workers in every avenue of employment and in all countries;

"The Conference requests the Governing Body of the International Labour Office:

"To invite the Office to continue and extend, and to publish the results of, its investigations into the various forms and manifestations of the truck system, into related practices involving deductions from the nominal amount of wages or salaries, and into the legislation concerning these matters in operation in the various countries with a view to presenting a report to an early Session of the Conference."

The report which the Office will be asked to draw up if the Governing Body decides to give effect to the above resolution adopted by the Conference would deal with:

(a) The various forms and manifestations of the truck system and related practices.

(b) The legislation concerning these matters which is in operation in the various countries.

Up to the present the Office has confined itself to following the developments of legislation on the subject, more particularly in relation to the question of contracts of employment. Information on the subject has been published in Industrial and Labour Information, the International Labour Review and the I.L.O. Year Book. According to the resolution adopted by the Conference, the Office would have to extend its studies in two directions: (a) by investigating the facts of the situation; (b) by examining all the legislation dealing definitely with the subject.

If the Governing Body agrees, the Office will continue the above-mentioned studies of the truck system and related practices on the lines suggested in the resolution.

IV. Resolution addressed to Governments.

I. Resolution on the maintenance of the standard of living of the workers, submitted by the Committee on the reduction of hours of work.

"The Conference,

"Having adopted a Draft Convention declaring its approval of the principle of the forty-hour week,

"Considering that the application of this principle should not as a consequence reduce the weekly, monthly or yearly income of the workers, whichever may be the customary method of reckoning, nor lower their standard of living,

"Invites Governments:

"(1) To take appropriate measures in order to ensure that any adjustment of wages and salaries should be effected as far as possible by means of direct negotiations between employers' and workers' organisations concerned; and

"(2) After consultation with the organisations of employers and workers concerned, to take or facilitate appropriate measures to enable either of the parties concerned, if agreement between them cannot be reached, to submit the dispute to bodies competent to deal with wage questions, such bodies being set up, where they do not exist, for the purpose; and

"(3) To furnish to the International Labour Office periodic reports upon the measures they have taken for the introduction of the forty-hour week and for the maintenance of the standard of living of the workers."

In accordance with the desire expressed by the Conference at its Nineteenth Session, the Office communicated this resolution, together with the Draft Convention concerning the reduction of hours of work, to the Governments of the States Members of the Organisation on 6 July 1935.
FIRST SUPPLEMENTARY NOTE.

The following letter addressed to the Chairman of the Governing Body has been received from Mr. Tom Shaw on behalf of the International Federation of Textile Workers' Associations:

Letter from the International Federation of Textile Workers' Associations, to the Chairman of the Governing Body, International Labour Office.

London, 24th July 1935.

Sir,

On behalf of the internationally organised textile workers I beg to draw your attention to the special position the textile industry occupies in the industrial field. You are aware of the reasons given for our desire to have a 40-hour working week convention for our industry, and I need do no more than recapitulate the principal arguments:

(1) The textile industry is pre-eminently an international one in the sense that its raw materials are drawn from different parts of the world and its finished products are exported to all parts of the world.

(2) It is probably the most highly international competitive industry in the world, and therefore the need for a minimum standard of hours and conditions is absolutely essential to the welfare of those occupied in it.

(3) It occupies, perhaps, a larger proportion of women and young persons than any other large-scale international industry.

A reading of the report of the provisional record for the 19th Session at Geneva shows that at least one important Government is likely to take up the position that it cannot discuss a convention for the textile industry until the employers' organisations and the Trade Unions in that industry have given "their considered opinion". If that attitude be taken, and it is highly likely to be taken, the next meeting of the Governing Body is likely to postpone any drafting of an actual convention for the 40-hour week in the textile industry. In order to avoid this, I beg to suggest that Government, Trade Union, and Employers' representatives—from the latter, two bodies men with special technical experience—should be called to a preliminary conference in order that no excuse may be made that the people with knowledge of the industry have not had a chance to discuss it.

If an international conference of that kind should be impossible, I suggest that the good offices of the I.L.O. might be used to give individual Governments an opportunity, if they so desire, of having a conference in their own countries, to give an opportunity for the consideration that at least one Government considers essential. If again that be impossible, I suggest that a small conference of representatives having special technical knowledge should be called in order frankly to discuss the international situation with a view to being able to make positive suggestions to your Governing Body itself.

I am sure you will agree that no reasonable ground should be left on which anybody can base the contention that no opportunity has been given for people having special knowledge of the industry to consider the matter.

Steps such as I have suggested will apparently meet with the warmest approbation of the British Government, for example, which is very anxious that Governments should "enter into proper discussions with the employers' and workers' organisations of these industries", i.e. those industries for which conventions are to be considered or framed.

In the hope, Sir, that you will be able to help to clear the ground and avoid the waste of time that might be entailed if the subject of the 40-hour week in the textile industry were relegated to another sitting on the ground that the interests affected had not been consulted, I beg to remain,

On behalf of the International Textile Workers,

Yours sincerely,

(Signed) T. SHAW.
It will be noted that Mr. Shaw suggests that a preliminary consultation of experts on the textile industry including representatives of Governments, employers and workers, should be held to discuss the reduction of hours of work in the textile industry. His proposal apparently is that this meeting should be held before the Governing Body decides to place this question on the agenda of the Conference. It will, however, be remembered that the Conference itself at its Nineteenth Session adopted a resolution proposing that the reduction of hours of work in the textile industry should be placed on the agenda for 1936. In the note on the effect to be given to the resolutions adopted by the Conference, the Office suggests that the Governing Body should adopt that proposal. If it decides to do so, it would hardly appear necessary for the meeting of experts which Mr. Tom Shaw proposes to be held at this stage.

In view, however, of the complex nature of the textile industry, there would appear to be considerable advantages in adopting the suggestion that experts connected with that industry should be consulted before the proposed Convention is actually drawn up. If the Governing Body places the question on the agenda of the 1936 Conference, the Conference will at that session fix the points on which Governments are to be consulted. It will not be until the questionnaire embodying those points has been sent to Governments and the replies received, that the Draft Convention will be prepared. This is the stage at which it would probably be most useful to hold a consultation of experts. The Office could therefore at that time ask the Governing Body to convene a meeting of experts specially qualified to deal with the textile industry in order to assist it in drawing up the proposed Draft Convention.

SECOND SUPPLEMENTARY NOTE.

III. Resolutions proposing questions for study by the International Labour Office.

3. Resolution concerning the nutrition of the workers, submitted by Sir Frederick Stewart, Government delegate of Australia, and supported by Mr. Verschaiffelt and Miss Ada Paterson, Government delegates of New Zealand.

At its Nineteenth Session the International Labour Conference adopted the following resolution:

"Seeing that nutrition adequate both in quantity and in quality is essential to the health and well-being of the workers and their families;

"And seeing that in various countries evidence has been brought forward to show that large numbers of persons both in town and country are not sufficiently or suitably nourished;

"Seeing, moreover, that an increase in the consumption of agricultural foodstuffs would help to raise standards of life and relieve the existing depression in agriculture:

"The Conference welcomes the attention drawn by the Director in his Report to the problem of nutrition and requests the Governing Body to instruct the Office to continue its investigation of the problem, particularly in its social aspects, in collaboration with the health and economic organisations of the League of Nations, the International Institute of Agriculture and other bodies capable of contributing to its solution, with a view to presenting a report on the subject to the 1936 Session of the Conference."

This resolution proposes that the Governing Body should:

(1) Request the Office to continue its investigation of the problem of nutrition, particularly in its social aspects, in collaboration with the Health and Economic Organisations of the League of Nations, the International Institute of Agriculture and other bodies capable of contributing to its solution;

(2) Instruct the Office to submit a report on the subject to the Twentieth Session of the Conference in 1936.

As the Office was aware that a similar question would probably be submitted to the Assembly of the League of Nations at its Sixteenth Session it decided to await the results of that step before making proposals to the Governing Body in regard to the lines and methods to be followed in order to give effect to that resolution. The question was in fact raised by the Australian delegation to the Assembly; the Assembly decided to place the question on its agenda, and after discussions which lasted three days in the Second Committee the latter submitted a report and a resolution which were adopted by the Assembly at a plenary sitting. From the report, which proposed that
the Assembly should decide — as in fact it did — that the League of Nations should deal with the problem, the following passage may be quoted:

"Concurrently with this (the continuation and development of the investigation of the Health Organisation into nutrition and nutrition problems), the other technical sections of the League should also continue their enquiries into the various aspects of the problem, economic and financial, which have relation to measures already adopted in the various countries for developing nutrition and mitigating the plight of agriculture.

"To this end, it has been very rightly suggested that there should be the fullest collaboration with other international organisations and notably the International Labour Office and the International Institute of Agriculture at Rome. In the case of the former, it would be particularly valuable to secure through it the assistance of persons familiar with the social aspects of the problem from the point of view of the consumer and, in the case of the latter, the technical agricultural interests.

"On account of the interdependence of the multiple aspects of the problem—social, medical and welfare, economic, agricultural, administrative, financial—it is very desirable to arrange for the widest survey of the whole of the problems raised. It is for this reason that it is proposed to ask the Council to appoint a committee which will, in order to keep the various countries in touch with the progress that is being made, prepare a general report to the next Assembly."

The resolution adopted by the Assembly is as follows:

"The Assembly,

"Having considered the subject of nutrition in relation to public health and of the effects of improved nutrition on the consumption of agricultural products, urges Governments to examine the practical means of securing better nutrition and requests the Council:

"(1) To invite the Health Organisation of the League of Nations to continue and extend its work on nutrition in relation to public health;

"(2) To instruct the technical organisations of the League of Nations, in consultation with the International Labour Office and the International Institute of Agriculture, to collect, summarise and publish information on the measures taken in all countries for securing improved nutrition and,

"(3) To appoint a Committee, including agricultural, economic and health experts, instructed to submit a general report on the whole question, in its health and economic aspects, to the next Assembly, after taking into consideration, inter alia, the progress of the work carried out in accordance with paragraphs (1) and (2) above."

As a result of that decision, the Council of the League of Nations, on the proposal of the President, agreed, at its meeting of 28 September, to the constitution of the Committee referred to in paragraph 3 of the Assembly resolution. The Council authorised the President himself to nominate the persons of whom the Committee was to be composed. The Office understands that in addition to the experts on health and economic questions whom the President will appoint, there will be representatives of the International Labour Organisation chosen from experts on the social aspects of nutrition and representatives of the International Institute of Agriculture, chosen from experts on nutrition from the point of view of the supply and sale of agricultural products. It seems probable that not more than two experts will be chosen for each of the special questions: health, economy, social aspects, agricultural aspects. There will also be close collaboration between the competent services of the Secretariat of the League of Nations, the International Labour Office and, when necessary, the International Institute of Agriculture.

In view of the conditions obtaining in regard to the proposed study the Office ventures to lay the following proposals before the Governing Body:

The Office is to submit a report on the social aspects of the problem to the next session of the Conference. Although the plan of that report has not yet been completed in all its details the Office feels, in view of the short time at its disposal, that the report should only cover the known facts of the case and the data already available. As regards the principal questions with which the report will deal, it is suggested that they should be classified under three headings:

(1) The food consumption of the masses, and more particularly of the workers, in relation to the dual necessity of maintaining their health and of enabling them to work to the full extent of their powers; the methods, organisations and institutions which already exist and which are capable of development in order to facilitate such consumption;
(2) The standards of nutrition as laid down up to the present, in relation to the individual efforts required of the workers, in the different occupations, of different ages, and of different sexes; the consequent consumption requirements of the different classes of workers;

(3) The general comparison between the food consumption requirements of the workers and world production capacity; the comparison in the different countries and in the different classes of occupations between the purchasing power of the workers and their consumption requirements, this study to be based upon that of the standard of living and on an analysis of family budgets.

The services of the Office are in a position to study the aspects of the problem outlined above. But the Office feels the same need as, it knows, is felt by the Health Section and Economic Section of the League of Nations. In order to carry out these difficult studies, it would be most useful if the Office could set up a small temporary Committee of experts, composed of, say, six members and a Chairman. The six members should be two experts on workers' consumption, two experts on the standard of nutrition in relation to the effort required and two experts on the standard of living and family budgets. As regards the Chairman, the Office feels sure that it will be possible to find either in the Governing Body or outside a person conversant with the way in which the Organisation works, interested in economic problems and more particularly their social aspects, and accustomed to consider them from the point of view of a world plan. Such a Committee would certainly be most helpful to the Office in drawing up its report. Moreover, it is from this Committee that the Governing Body could select the two representatives of the International Labour Organisation to sit on the general Committee set up by the Council of the League of Nations.

Those are the proposals which the Office ventures to submit to the Governing Body. If the appointment of the small temporary Committee of Experts is approved, the Office would request the Governing Body to authorise it, in accordance with the method adopted by the Council of the League of Nations, to submit a list of experts to the Officers of the Governing Body during the next few weeks and to authorise the Officers to nominate the experts and to choose the two of them who will presumably take part in the work of the general Committee. The Office understand that that Committee may meet in January 1936. It would be necessary for the Office Committee of experts to meet before, namely in December. As the Governing Body will not hold its next session until February 1936 it will obviously be desirable that the Committee be set up and in a position to start work long before that date.

THIRD SUPPLEMENTARY NOTE.

III. Resolutions proposing questions for study by the International Labour Office.

3. Resolution concerning the nutrition of the workers, submitted by Sir Frederick Stewart, Government delegate of Australia, and supported by Mr. Verschafell and Miss Ada Paterson, Government delegates of New Zealand.

Since the note of 11 October was circulated to members of the Governing Body, the Office has been considering whether, in spite of the short time at its disposal, it could not submit to the Governing Body a list, if only a provisional one, of members for the proposed Committee, in case the Governing Body, having decided to set up the Committee, might prefer itself to approve the list, instead of entrusting that duty to its Officers.

The Office therefore ventures to submit a list to the Governing Body which contains more names than there are seats on the Committee; thus all the seats on the Committee could be filled even if the persons who were first approached were unable to accept. This list covers the seven seats: that of the Chairman and those of the six members.

1. As Chairman of the Committee, the Office suggests that the Governing Body should appoint Mr. Bramsnaes. The Governing Body will no doubt agree with the Office in considering that Mr. Bramsnaes possesses the qualifications which, as was suggested in the note of 11 October, would be required of a Chairman of the proposed Committee.

2 and 3. Amongst the experts on the nutrition of the masses from the physiological point of view, the Office proposes Professor Cathcart, Regius Professor of Chemical Physiology at Glasgow University, and Professor Durig of the Institute of Physiology of the University of Vienna. The Office has reason to hope that these two distinguished persons will accept to sit on the Committee.

4. Amongst the competent experts as regards the methods, organisations and institutions which already exist and which are capable of development in order to facilitate the consumption and distribution of products required for the nutrition of the masses, the Office has in mind a member connected with the consumers' co-operative movement; either Mr. Jaeggi of the Swiss co-operative movement or Mr. Serwy of the Belgian co-operative movement.
5. Amongst the experts on the question of the nutrition of the workers in relation to the standard of living and family budgets, the Office proposes Mr. Halbwachs, Professor of the University of Strasbourg, or if he is unable to accept, Mr. Ohlin, Professor of the University of Stockholm.

6 and 7. Finally, to complete this small Committee, the Office proposes to endeavour to obtain the services of two experts belonging to two great industrial countries which have had particularly interesting experience in regard to the nutrition of the masses of the workers: the United States of America and the Union of Soviet Socialist Republics.

The Office has approached the Governments of those two countries and requests the Governing Body to authorise its Officers to approve the names which those Governments may propose.
APPENDIX VI.

SIXTH ITEM ON THE AGENDA.

PRELIMINARY DISCUSSION OF THE AGENDA OF THE 1937 SESSION OF THE CONFERENCE.

At its Seventieth Session in April 1935 the Governing Body adjourned until its present session the preliminary discussion of the questions which might be placed on the agenda of the 1937 Session of the Conference. It was found that at that time it was difficult to deal even in a preliminary way with the programme of work of a session of the Conference to be held two years later, and that it was essential to know the results of the 1935 Session before that programme could be considered. As in the previous year the Office had pointed out that while there might be certain advantages in fixing the agenda of the Conference a considerable time in advance, particularly from the point of view of the distant countries, it was hardly possible for the Governing Body to fix the agenda two years in advance. Circumstances frequently change rapidly and may make it necessary to submit some urgent problem to the Conference without delay. The Governing Body agreed with this view and accordingly the question was placed once more on the agenda of the present session.

* * *

In accordance with the usual practice, members of the Governing Body will find as an appendix to the present note (Annex A) the list of questions which have been proposed for the agenda of the Conference by resolutions of the Conference, by members of the Governing Body, by Governments or by industrial organisations. In addition, in accordance with a desire expressed in the Governing Body on a previous occasion, special attention is drawn to the questions proposed for the agenda by resolutions adopted by the Conference at its 1935 Session. These resolutions are as follows:

Resolutions adopted on the proposal of the Committee on Unemployment among Young Persons proposing that the following questions should be placed on the agenda of an early session of the Conference:

(1) The revision of the Conventions fixing the minimum age for admission of children to industrial employment (1919), to employment at sea (1920), to employment in agriculture (1921) and to non-industrial employment (1932) with a view to raising the age from 14 as laid down in those Conventions to 15, and

(2) The question of vocational guidance, apprenticeship and technical education of young workers.

Resolution adopted on the proposal of Mr. Hayday, workers' delegate of the British Empire, requesting the Governing Body to consider the desirability of placing the question of the reduction of working hours in the textile industry on the agenda of the 1936 Session of the Conference.

Resolution adopted on the proposal of Mr. Kupers, Netherlands workers' delegate, requesting the Governing Body to examine the desirability of placing on the agenda of the Conference of 1937 the question of the regulation of written contracts of employment.

Resolution adopted on the proposal of Mr. Námeček, workers' delegate of Czechoslovakia, requesting the Governing Body to consider the desirability of placing the question of the reduction of hours of work in the printing and book-binding trades on the agenda of the 1936 Session of the Conference.
Resolution adopted on the proposal of Mr. Kupers, Netherlands workers' delegate, requesting the Governing Body to consider the desirability of indicating the chemical industry in its largest sense as one of the industries for which an international reduction of working hours shall be primarily proposed at the 1936 Session of the International Labour Conference.

* * *

Before considering what the programme of the 1937 Session of the Conference should be, the Governing Body will wish to bear in mind the questions which, so far as can be foreseen, will in any case appear on the agenda of the 1937 Session. One question which appears on the agenda of the 1936 Session for first discussion and which will in all probability once more come before the Conference at its 1937 Session for second discussion is that of safety regulations for workers in the building industry. Further, if, as is suggested in the note on the effect to be given to the resolutions adopted by the last Conference, the Governing Body decides to place the question of the reduction of hours of work in the textile industry on the agenda of the 1936 Session, it is possible that this question also may come up for second discussion in 1937. In addition, the Conference will be asked at its 1937 Session to examine the ten-yearly reports on three Conventions, Convention No. 17 concerning workmen's compensation for accidents, Convention No. 18 concerning workmen's compensation for occupational diseases, and Convention No. 21 concerning the simplification of inspection of emigrants on board ship, and the five-yearly report on Convention No. 29 concerning forced labour. It is possible that revision proposals may be put forward in connection with one or more of these reports.

As regards the new items which might be selected for the 1937 agenda, it will be remembered that in the note which was submitted to the Governing Body at its April Session the Office proposed that the five following questions should be taken into consideration:

- Reduction of hours of work in the textile industry;
- Public works;
- Rights of performers in connection with broadcasting and other systems of reproducing sound and images;
- Vocational guidance, apprenticeship and technical education;
- Cost of living and wages statistics.

Since the time when these suggestions were put forward there have been certain new developments which have led the Office to reconsider the programme contemplated for 1937. According to the proposals which were submitted in April, the reduction of hours of work in the textile industry was to be the main feature of the programme for 1937. If the Governing Body decides to give effect to the recommendation made by the Conference by placing that problem on the agenda of the 1936 Session, it will be necessary to consider what other aspects of the general problem of the reduction of hours of work could be selected for the 1937 agenda.

In this connection it is thought that the Governing Body should bear in mind the two resolutions adopted by the Conference at its 1935 Session concerning the reduction of hours of work in the printing and book-binding trades and in the chemical industry. It is true that these resolutions recommend that the application of the reduction of working hours to those industries should be placed on the agenda of the 1936 Session. If, however, the Governing Body decides to submit the wide and complex problem of the reduction of hours of work in the textile industry to the Conference at that session, it will probably be wiser to hold over the printing and book-binding trades and the chemical industry until the 1937 Session. The postponement of these questions until next year would also have the advantage of giving the Office time to make a more thorough preliminary study of these industries.

As regards the printing and book-binding trades, it will be remembered that Mr. Picquenard at the Sixty-eighth Session of the Governing Body proposed that the reduction of hours of work in the printing of newspapers should be considered. At the Sixty-ninth Session Mr. Mertens proposed to include the whole of the printing and book-binding trades, and Mr. Picquenard agreed to that suggestion. A monograph dealing with this industry was submitted to the Governing Body at its Sixty-ninth Session. It pointed out that the printing and book-binding trades employ about one and a half million workers in the 21 countries for which adequate statistics are in the possession of the Office. The workers are highly skilled and specialised and can only be recruited from the industry itself. The extent of unemployment in the printing and book-binding trades varies very greatly in different countries. Short time does not appear to be practised to any great extent. There would be no serious practical difficulties in distinguishing these trades from other industries. The printing and book-binding trades generally use a large number of mechanical processes and have greatly benefited by recent technical progress. They are not particularly concentrated. In all countries these trades come under the general legislation on hours of work. In addition the workers are generally covered by collective agreements containing detailed provisions regarding hours of work. The application of the general legislation on hours of work...
does not appear to have encountered special difficulties in the printing trades, which have indeed been among the first to apply reduced working hours.

It may be pointed out that a letter dated 4 January 1935 was received from the International Secretariat of Printing Workers asking that the reduction of hours of work in this industry should be considered.

As regards the definition of the chemical industry, it should be noted that the resolution adopted by the last session of the Conference refers to the whole chemical industry in the largest sense and even mentions certain branches which are often considered as independent, such as artificial silk and sugar. If that suggestion were adopted literally, the proposed regulations for the chemical industry would include branches of industry in which conditions of work are widely different, and this would make it particularly difficult to draw up the regulations. It is therefore thought better for the moment to place on the agenda of the 1937 Session of the Conference a large section of the chemical industry in which conditions are sufficiently homogeneous, namely the heavy chemical industry.

The heavy chemical industry presents in general the following characteristics. It deals with the manufacture of inorganic products in bulk which are cheap or comparatively cheap, which are consumed in large quantities either directly or as raw materials or intermediate products. It is carried on in large establishments possessing a large amount of machinery and equipment and uses a large amount of mechanical power.

These characteristics are not, however, in themselves sufficient to define the scope of the heavy chemical industry. For this reason all the authors who have specialised on this question define the heavy chemical industry by enumerating the products manufactured.

There would seem to be no doubt that the heavy chemical industry includes the manufacture of the following products:

- Acids, alkalies and salts;
- Chlorine and its derivatives;
- Artificial fertilisers.

To this list should probably be added the manufacture of the following products:

- Sulphur, phosphorus, iodine, bromium, etc. and their derivatives; aluminium and its derivatives; cyanides; calcium carbide; nitrogenous products not already mentioned, and the manufacture of explosives.

It would also be necessary to consider whether the refining of mineral oils and the distilling of coal-tar should not also be included in the proposed regulations.

In addition to the aspects of the problem of the reduction of hours of work which have been mentioned above, there are certain other questions which the Office would wish the Governing Body to consider with a view to the agenda of the 1937 Session of the Conference.

In the first place it is thought that it would be desirable to include the question of apprenticeship and technical education in the provisional list. The Governing Body has on more than one occasion considered placing this problem on the agenda of the Conference. As long ago as 1925, the Seventh Session of the Conference adopted the following resolution, proposed by Mr. Mertens:

"Whereas the question of apprenticeship and of vocational and technical education is of capital importance in furthering satisfactory and intensive production throughout the world;

"Whereas the Treaty of Peace in the Preamble to Part XIII declares that an improvement in the conditions of labour of the workers is urgently required by the application of a series of measures including 'the organisation of vocational and technical education and other measures';

"And whereas it is therefore consonant with the Treaty of Peace to promote a well-devised organisation of apprenticeship and of vocational and technical education, which should enable young workers to acquire improved and indispensable vocational knowledge;

"The Seventh Session of the International Labour Conference invites the Governing Body to instruct the International Labour Office to undertake such preliminary work and necessary investigations as it may deem appropriate with a view to the possible discussion of the question at one of the next following Sessions of the International Labour Conference."

Attention has subsequently been drawn to the importance of the question on more than one occasion, and at the Eighteenth Session of the Conference (1934), Mr. Mahaim emphasised the urgency of placing it on the agenda of the Conference. Still more recently, at its 1935 Session, the Conference, on the proposal of the Committee set up to consider the problem of unemployment among young persons, adopted a resolution requesting the Governing Body to consider urgently the desirability of placing on the agenda of an early session of the Conference:

"(2) The question of vocational guidance, apprenticeship and technical education of young workers."
The study of the question made by the Office shows that considerable progress has been made in recent years in many countries in the adoption and co-ordination of national legislation on its various aspects. It thus appears specially suitable for consideration by the Conference.

It is thought that the Governing Body might well complete the provisional programme of the 1937 Session of the Conference by selecting a question relating to Native labour. It will be remembered that the Conference at its 1935 Session adopted a resolution proposed by Mr. Kupers, workers' delegate of the Netherlands, requesting the Governing Body to examine the desirability of placing on the agenda of the Conference of 1937 the question of the regulation of written contracts of employment.

This is the third occasion on which the subject of Native labour contracts has been raised in a Conference resolution, with a view to its discussion at a subsequent session of the International Labour Conference. The first resolution, that of the Conference of 1929, emanated from the Committee set up to frame the questionnaire on forced labour and requested that the Office should be instructed to study all other forms of compulsion to labour— particularly in connection with long-term contracts— with a view to the question of their complete abolition being placed on the agenda of one of the next sessions of the Conference. The second resolution, that of 1932, made a similar proposal. Finally, in the resolution of the 1935 Conference, the Governing Body is asked to examine the desirability of placing the question of the regulation of written contracts of employment on the agenda of the 1937 Conference.

The Governing Body had shown its interest in the question of Native labour contracts before the resolution of the 1929 Conference. As far back as 1926, when it appointed the Committee of Experts on Native Labour, the Governing Body had decided that the programme of work of the Committee should consist, in the first place, in the study of the groups of problems connected with forced labour and contract labour. In 1933, when the Office reported that the Committee, in the course of its discussions, had been led to separate the problems of the recruiting of labour from those of the contract of employment and that the progress of the work of the Committee in regard to the question of recruiting justified the placing of this question on the agenda of the Conference, the Governing Body decided to bring it before the Conference for first discussion in 1935.

The procedure of the Governing Body has been to bring the various groups of problems concerning Native labour before the Conference as and when their study has been completed by the Committee of Experts on Native Labour, and the Office has no doubt that the Governing Body will wish to continue this procedure in the case of the question of written contracts of employment. As the resolution adopted by the Conference states, the discussion of this question by the Committee of Experts is finished; the results of its discussion were submitted to the Governing Body at its Sixty-seventh Session (June, 1934).

The main reasons why this question should be placed on the agenda can be summarised in a few short sentences: the length of time which has passed since the study of the question of contracts was first undertaken on the instructions of the Governing Body; the fact that the technical preparation of the question was completed last year by the Committee of Experts on Native Labour; the consideration, to which attention is drawn in the resolution adopted by the Conference, that it would be advantageous that the discussion of the contract system, under which most Native workers are employed, should follow as soon as possible the treatment of recruiting by the Conference; finally, the desirability of completing the programme of work laid down in 1926 for the regulation of conditions of Native labour by the discussion of a question which is of primary importance to the workers concerned, and one which is at present also increasing in importance for all the factors of colonial production with the accelerated development of mining for precious metals and with the beginning of a revival in colonial production generally.

As regards the title that should be given to such an item, it is essential to make clear that the item does not cover any other types of contract than those of Native labour. Following the wording given by the Committee of Experts to its conclusions, the Conference resolution uses the expression "the regulation of written contracts of employment." This wording was chosen by the experts because the principles adopted by the Committee laid down, in the first place, the conditions under which Native labour contracts should be required to be in writing and then proceeded to deal exclusively with the regulation of contracts so required to be written.

It appears obvious, however, that this wording is too general for the description of an item on the agenda which is intended to be limited to contracts entered into by the workers commonly covered by the term "Native labour." On the other hand, the reasons which led the Governing Body to abstain from using the term "Native labour" in describing the recruiting question have the same force in the case of the contract question, and the Office hesitates to suggest that in this connection recourse should be had to this convenient but practically indefinable expression. It seems to the Office that sufficient precision could be obtained by using the words: "The regulation of certain special types of contracts of employment." The adoption of regulations of this kind by the Conference would usefully supplement the work which has already been done in the sphere of Native labour.

Finally, it is thought desirable for the Governing Body to include in the provisional list for the 1937 agenda a question relating to labour statistics. In the note which was submitted to the Governing Body in April, it was suggested that the problem of cost of living and wages statistics
should be taken into consideration and that the Committee of Statistical Experts should be consulted on it. At the same session the Governing Body decided to call a meeting of that Committee to consider, amongst other matters, the scope and method of presentation of the statistics of wages published by the Office, and the possibility of recommending that the supply of statistics of wages should be made the subject of a Convention. The meeting of the Committee will take place in November. Without wishing to forestall the conclusions of the Committee of Statistical Experts, the Office is inclined to think that it is probable that the Committee will recommend that some question relating to labour statistics should be studied by the Conference. In order, however, to avoid tying the hands of the Committee of Experts and subsequently the Governing Body itself, it is suggested that the Governing Body might decide at its present session to include a question of labour statistics in the provisional list without defining that question more closely. The Office could prepare the usual statement of the law and practice on the basis of the opinion expressed by the Committee of Statistical Experts, and the Governing Body would then be able to decide at its February Session concerning the desirability of placing the question proposed by the experts definitely on the agenda of the 1937 Session of the Conference.

* * *

It is accordingly suggested that the Governing Body should provisionally select all or some of the questions mentioned above, and instruct the Office to prepare reports on the law and practice concerning them for the Seventy-fourth Session in so far as such reports have not already been submitted to the Governing Body. In the case of the printing and book-binding trades and the chemical industry, it will be remembered that monographs were submitted at the Sixty-ninth Session (January 1935). In addition, the results of the discussions of the Committee of Experts on Native Labour concerning the question of written contracts of employment were communicated to the Governing Body at its Sixty-seventh Session (June 1934), and these may be regarded as representing the preliminary information on this question required by the Standing Orders.

At the Seventy-fourth Session the Governing Body will have the necessary information before it and will be able to take a final decision on the questions to be placed on the agenda of the 1937 Session of the Conference.

FIRST SUPPLEMENTARY NOTE.

The Office has received two letters from the International Secretariat of Printing Workers and the International Federation of General Factory Workers respectively. These letters are as follows.

Letter from the International Secretariat of Printing Workers to the Governing Body of the International Labour Office.

[Translation.]  Berne, 11 September 1935.

Sir,

We have the honour to refer to the resolution adopted by the International Labour Conference of 1935 on the proposal of Mr. Němeček, Czechoslovak workers' delegate, suggesting that the printing industry should be included among those in which the introduction of the 40-hour week is to be contemplated. We hope that the Governing Body will submit this question to the 1936 Session of the Conference for final settlement.

If, contrary to our expectation, this question is not placed on the agenda of the Conference in 1936, we shall urgently request that there should at least be a preliminary discussion in 1936 so that a final settlement may be reached not later than 1937. In proposing such a preliminary discussion we have in mind the possibility that a meeting of a small number of experts should draw up a report for submission to the Conference with a view to avoiding any further postponement of the question.

We request the Governing Body to give its consideration to the points mentioned in the above letter.

We have the honour, etc. ....

(Signed) H. GRUNDBACHER.

On behalf of the three International Secretariats for the Printing Industry.
Letter to the Chairman of the Governing Body from the International Federation of General Factory Workers.

Amsterdam, 4 September 1935.

Dear Sir,

The nineteenth session of the International Labour Conference, held from 4 to 25 June last, adopted by 73 votes to 19 a resolution whereby:

The Conference invited the Governing Body of the International Labour Office to consider the desirability of indicating the chemical industry in its largest sense as one of the industries for which an international reduction of working hours shall be primarily proposed at the 1936 International Labour Conference.

We consider that this resolution indicates a number of very important reasons why an international reduction of working hours in the chemical industry is desirable and practicable, and express the hope that the Governing Body will be prepared to place this question on the agenda of the 1936 International Labour Conference.

When the question of shorter hours was discussed for other industries at the International Labour Conference in June 1935 a number of delegates expressed the view that it was difficult for the Conference to adopt in a first discussion conventions providing for shorter working hours, as in their opinion there was an insufficient number of technical experts at the Conference.

It is not impossible, of course, in the event of your deciding to place the question of a reduction of hours in the chemical industry on the agenda, that a similar objection would be voiced at the 1936 International Labour Conference. With a view to anticipating such an objection, we venture to request the Governing Body to convene for the spring of 1936, or in any case before that year's International Labour Conference,

A conference of experts of the chemical industry, which should formulate its views as to the best way of introducing a shorter working week in that industry. This conference should be attended, if possible, by representatives of the governments of the countries concerned and experts appointed by the employers and the workers of the chemical industry. If there should be difficulties in the way of holding such a conference representative of the said three groups, the undersigned considers it would also suffice to hold a conference of experts appointed by the employers on the one side and by the workers on the other.

The chemical industry offers the special advantage, as regards the application of international regulations, that in nearly every country with an important chemical industry there exist big concerns occupying a predominant position in many branches of the chemical industry and even a monopolist position in some of the branches.

We venture to give hereunder a list of these concerns:

- **Great Britain**: Imperial Chemical Industries Ltd., London.
- **France**: Etablissements Kuhlmann S.A., Paris.
- **Italy**: Montecatini Soc. Gen. per l'Industria Mineraria et Agricola, Milan.
- **Belgium**: Union Chimique Belge, Brussels.
- **United States**: E. I. Dupont de Nemours and Co. Allied Chemical and Dyes Corporation.

Apart from these big concerns, whose activities extend to a large number of branches of the chemical industry, there are others, also very big concerns, which are confined to one or more branches of the industry, where they then occupy a very powerful position. We particularly have in mind the following.

**Soap, Margarine and Oil Industry:**
- Unilever, Ltd., London-Rotterdam.
- Proctor and Gamble Co., Cincinatti, Ohio.
- Colgate-Palmolive-Peet Company, Chicago.

**Match Industry:**
- Svenska Tändsticks Aktiebolaget, Jönköping.
Artificial Silk Industry:

Algemene Kunstzijde-Unie, Arnhem.
Courtaulds' Ltd., London.
Snia Viscosa, Soc. Naz. Ind. applicazioni Viscosa, Turin.

Mineral Oil Industry:

Anglo-Saxon Petroleum Co., London.

The two concerns with their main and lesser subsidiary companies together form the "Royal Shell" group.
Standard Oil Company of New Jersey.

A factor which facilitates the introduction of international arrangements perhaps even more than the existence of big concerns, is the almost completely cartellized character of the chemical industry.

Probably in no other industry has the development of cartels and similar agreements been so extensive as in the chemical industry. The committee of enquiry appointed in Germany in the year 1930 by the Provisional State Economic Council established at that time the fact that nearly all branches of the industry associate in agreements regulating for specific products, according to the conditions of their production and consumption, the prices, quantities to be marketed, marketing regions, output, and other matters. In many instances these agreements have been supplemented by arrangements for the exchange of working experience and production processes. This applies nationally and to a very large extent also internationally. Owing to the great risks accompanying new ventures of chemical undertakings, in view of the possibility of simplified processes being discovered by competing concerns, the numerous international agreements relating to production and marketing may be said to have been generated through a sort of compulsion inherent in the specific nature of the big chemical concern.

Thus competition has been superseded to a large extent by co-operation.

Finally, we draw your attention to the fact that in the United States, Russia and Italy the overwhelming majority, and in Germany and Great Britain an important part of the chemical workers have, for a greater or smaller number of years, not worked more than 40 hours a week.

Fuller particulars of the trustification and cartellization of the chemical industry and of the present duration of working hours will be found in our memorandum of data showing the desirability and practicability of an international reduction of working hours in the chemical industries, issued by our Secretariat in the spring of this year, of which we have pleasure in sending you two copies by same mail.

We hope that the Governing Body will be prepared to comply with our request and ask the Director of the International Labour Office to convene the proposed conference of experts of the chemical industry. Should any further elucidation be desired, we shall of course be pleased to supply it.

Yours very faithfully,

For the Executive Committee:

(Signed) K. DE JONGE,
Secretary.

In the note on the preliminary discussion of the agenda of the 1937 Session of the Conference which has been submitted to the Governing Body, the Office suggests that the reduction of hours of work in the printing and book-binding trades and in the chemical industry should be provisionally selected for the agenda of the 1937 Session of the Conference. If the Governing Body adopts that suggestion it could consider the action to be taken on these two letters at its February Session after it has made the final selection of the questions to be placed on the 1937 agenda.

SECOND SUPPLEMENTARY NOTE.

At the time when the note on the sixth item on the agenda, containing suggestions for the new questions which might be selected for the agenda of the 1937 Session of the Conference, was drawn up, it was thought possible, in view of the number of subjects proposed for consideration, to postpone until a later date the study of one of the questions which had been included in the list submitted to the Governing Body at its Seventieth Session, namely, the rights of performers in connection with broadcasting and other systems of reproducing sounds and images. Recent developments have however led the Office to reconsider this question.

It will be remembered that in 1929 the question of the rights of performers in broadcasting was placed on the agenda of the Advisory Committee on Professional Workers at the request of several important international organisations. The Conference for the revision of the Berne Con-
vention, which was held at Rome in 1928, adopted the point of view—and in this it was supported in particular by the International Literary and Artistic Association—that the rights of performers should be regarded as distinct from authors’ rights, and should therefore not be covered by the Berne Convention but should form the subject of special agreements.

The Advisory Committee on Professional Workers studied the problem; it had before it a joint declaration of the international institutions which deal more particularly with professional workers’ rights—the International Institute of Intellectual Co-operation, the International Institute for the Unification of Private Law, and the International Bureaux of Berne—which stated at a special meeting in 1930 that the rights of performers were part of the rights of the workers and were entirely within the competence of the International Labour Organisation. The Committee, through the International Labour Office, carried out a number of studies and consultations of experts which enabled it to ascertain the views of those concerned: organisations of employers, performers, authors, composers, etc.

As a result of these studies it was able, at its Fourth Session in November 1933, to express the view that the question provided a suitable subject for one or more international Conventions. It therefore expressed the hope that the Governing Body of the International Labour Office would place it on the agenda of one of the coming sessions of the Conference. The Governing Body took note of the Committee’s discussions at its Sixty-fifth Session (January 1934), and it was agreed that the International Labour Office should include the question among those with which the Conference might be asked to deal.

The question has become genuinely acute as a result of the development which has recently taken place in broadcasting and other mechanical means of reproducing sounds and images. It has long engaged the attention of a number of organisations and institutions. It relates to one of the professions which have been most severely affected by the depression, and, among the questions which concern professional workers, it is one of those which have been the most thoroughly studied and which appear the most ripe for discussion at the Conference.

There have been two recent developments which, as was stated above, confirm the Office in this view. In the first place, two meetings held almost simultaneously at Rome and Brussels at the end of September bear witness to the importance of the problem and the hopes which are entertained that it will soon be considered by the International Labour Conference. These were the Annual Congress of the International Federation of Professional Workers, held at Brussels from 26 to 28 September, which sanctioned and confirmed the request addressed by the General Secretary of the Federation to Mr. de Michelis, Chairman of the Governing Body of the International Labour Office, drawing attention to the urgency of the problem and the great desire of the professional workers’ organisations to have it placed on the agenda of the Conference as soon as possible.

The second development was the meeting of the Managing Board of the International Institute for the Unification of Private Law, held at Rome from 28 to 30 September. The Board approved the conclusions of an important report drawn up by the Secretariat of the Institute under the direction of Mr. Piola-Caselli. This report gave an account of the development of the problem and the various solutions proposed, and pointed out that “it is by means of an international labour Convention that the principles of the international regulation of the rights of performers should be established”. It assured the International Labour Office of the full collaboration of the Institute for the Unification of Private Law, in addition to other international institutions dealing with professional rights, with a view to the drawing up of such a Convention in 1937.

These two expressions of opinion, following on all the others which have occurred in recent years, have led the Office to reconsider the problem of the rights of performers. It may be added that the question, though one of considerable importance, is not of so complex a character as to be likely to lead to long discussions in the Conference or its committees; thus it is not probable that it would interfere with the thorough discussion of any other questions which may be placed on the agenda.

It is therefore suggested that the Governing Body should avail itself of the valuable preparatory work done by the Advisory Committee on Professional Workers, and should provisionally select the question of the rights of performers in connection with broadcasting and other systems of reproducing sounds and images, and should instruct the Office to prepare for the Seventy-fourth Session a report on the law and practice as regards this question, on the basis of which it could take a definite decision.

*  *  *

In connection with the suggestion which has been made to the Governing Body that it should provisionally select the question of the reduction of hours of work in the printing and bookbinding trades for inclusion in the agenda of the 1937 Session of the Conference (see above, p. 450), the following resolution on this question adopted by the Congress of the International Federation of Bookbinders and Allied Trades, which has been sent to the Office by the secretariat of that Federation for submission to the Governing Body, is communicated herewith.

Resolution adopted by the International Federation of Bookbinders and Allied Trades.

[Translation.]  

"Considering that the reduction of hours of work is one of the most important objects aimed at by workers in the bookbinding industry,
"Considering that the International Labour Conference has adopted a resolution requesting the Governing Body of the International Labour Office to consider placing the 40-hour week in the printing and bookbinding trades on the agenda of the 1936 Session of the Conference,

"Considering that it is of the utmost importance that the Governing Body of the International Labour Office at its session to be held in October should not only take the question into serious consideration but should also decide to place it on the agenda of the 1936 Session of the Conference,

"This International Conference of Bookbinders makes an urgent appeal to the comrades who are members of the workers' group of the Governing Body to make every possible effort in this direction.

"It calls upon those affiliated countries which have a Government representative on the Governing Body of the International Labour Office to take the necessary steps with their Governments with a view to the placing of the question of the 40-hour week in the printing and bookbinding trades on the agenda of the 1936 Session of the Conference,

"And appeals to the affiliated organisations to continue without abatement the campaign for the reduction of working hours as one of the most appropriate means of combating unemployment and its disastrous consequences for the workers."

ANNEX A.

LIST OF QUESTIONS WHICH HAVE AT VARIOUS TIMES BEEN PROPOSED FOR THE AGENDA OF THE CONFERENCE.

I. Hours of Work.

The following industries have been proposed for consideration with a view to the reduction of hours of work:

(a) Textile industry; this was proposed by Mr. Picquenard and Mr. Jouhaux at the Sixty-eighth Session of the Governing Body and also by a letter from the International Federation of Textile Workers' Associations dated 10 December 1934. The artificial silk industry was proposed by the International Federation of Christian Unions of Factory and Transport Workers in a letter dated 29 June 1934.

The Nineteenth Session of the Conference adopted a resolution requesting the Governing Body to consider the desirability of placing the question of the reduction of working hours in the textile industry on the agenda of the 1936 Session of the Conference.

(b) Continuous industries: proposed by Mr. Jouhaux at the Sixty-eighth Session.

(c) Manufacture of arms and munitions of war and shipbuilding, whether on State or private account; this was proposed by Mr. Jouhaux at the Sixty-eighth Session.

(d) Chemical products; this was proposed by Mr. Jouhaux at the Sixty-eighth Session.

The Nineteenth Session of the Conference adopted a resolution inviting the Governing Body to consider the desirability of indicating the chemical industry in its largest sense as one of the industries for which an international reduction of working hours shall be primarily proposed at the 1936 Session of the Conference.

(e) Transport; this was proposed by Mr. Jouhaux at the Sixty-eighth Session.

(f) Public utility services (water, gas, electricity, etc.); this was proposed by Mr. Jouhaux at the Sixty-eighth Session.

(g) Glassworks; this was proposed by Mr. Jouhaux at the Sixty-eighth Session. The glass bottle industry was dealt with at the 1935 Session of the Conference.

The Committee on the Reduction of Hours of Work at the Nineteenth Session of the Conference referred to the Office a resolution suggesting that the Committee on Glass Works should be invited to examine the possibility of extending as soon as possible by means of an international Convention the reduction of hours of work to those branches of the glass industry or categories of persons employed in that industry which have not so far been dealt with.

(h) Mines; this was proposed by Mr. Jouhaux at the Sixty-eighth Session. The coal mining industry has already been selected for consideration in 1936.

(i) Printing and bookbinding industries; this was proposed by the workers' group at the Sixty-ninth Session of the Governing Body. The printing industry was also proposed by the International Secretariat of Printing Workers in a letter dated 4 January 1935.
The Nineteenth Session of the Conference adopted a resolution requesting the Governing Body to consider the desirability of placing the question of the reduction of working hours in the printing and bookbinding trades on the agenda of the 1936 Session of the Conference.

(j) Wood trades; this was proposed by a letter from the International Federation of Building and Wood Workers dated 11 January 1935.

(k) Margarine, oil and soap industry; this was proposed by letters from the International Federation of General Factory Workers, the International Federation of Christian Unions of Factory and Transport Workers and the International Union of Federations of Workers in the Food Trades, and was supported by the workers' group at the Sixty-ninth Session of the Governing Body.

(l) Engineering, metal and blast furnace industries; this was proposed by a letter from the International Metal Workers' Federation, dated 13 September 1934. The iron and steel industry has already been selected for consideration at the 1936 Session of the Conference.

(m) Watch and clock industry; this was proposed by Mr. Schürch at the Sixty-ninth Session of the Governing Body.

(2) Hours of work of persons employed in a confidential or supervisory capacity.

At the Fourteenth Session of the Conference, Mr. Koscinski, Polish workers' adviser, pointed out the necessity for undertaking the appropriate studies with a view to placing on the agenda of a future session of the Conference the question of hours of work of persons employed in a confidential or supervisory capacity, who are not covered by any Convention.

(3) Other proposals relating to hours of work.

Proposals relating to hours of work in agriculture, shop closing hours, hours of work in hospitals, asylums, etc., and men working in inland steamer services are mentioned under other headings.

II. Industrial Relations.

(1) Freedom of Association.

The Eleventh Session of the International Labour Conference adopted a resolution submitted by Mr. Acevedo, Argentine Government delegate, requesting the Governing Body to continue to collect all the facts or expressions of opinion which will enable it to follow the evolution of ideas of freedom of association, and finally to consider in what form it might be possible, with the chance of success, to place the question upon the agenda of an early session of the Conference.

The Fourteenth Session of the Conference adopted a resolution moved by Mr. Bunji Suzuki, Japanese workers' delegate, proposing that this question should be placed on the agenda of an early session of the Conference.

The Fifteenth Session of the Conference adopted a resolution moved by Mr. Kawamura, Japanese workers' delegate, proposing that this question should be placed on the agenda of the Conference in as short a time as possible.

The Committee on Freedom of Association set up by the Governing Body, at its meeting of October 1932, proposed that the question should be placed on the agenda of an early session of the Conference, if possible that of 1935.

The Nineteenth Session of the Conference adopted a resolution requesting the Governing Body to consider the desirability of placing on the agenda of one of its early sessions the question of the workers' right of association in order to prevent the dismissal of or imposition of unfair treatment on workers on account of their joining or receiving help from trade unions.

(2) The settlement of collective labour disputes.

The Tenth Session of the International Labour Conference adopted a resolution moved by Mr. de Michelis requesting the Governing Body to consider the possibility of placing this question on the agenda of an early session of the Conference.

Lord Burnham, President of the Ninth Session of the Conference, suggested, without making any formal proposal, that the Conference should at some time deal with the question of compulsory arbitration in industry.

(3) Works Councils.

This subject was proposed by the German Government representative at the Twenty-fifth Session of the Governing Body.
General principles of contracts of employment.

The Tenth Session of the Conference adopted a resolution submitted by Mr. de Michelis asking the Governing Body to consider the possibility of placing this question on the agenda of an early session of the Conference.

At the Sixty-second Session of the Governing Body Mr. de Michelis drew special attention to this question.

The question was also proposed by Mr. Saavedra Aguero at the meeting of oversea delegates held during the Seventeenth Session of the Conference.

Labour Courts.

This question was proposed by Mr. Saavedra Aguero at the meeting of oversea delegates held during the Seventeenth Session of the Conference.

III. Industrial Health and Safety.

Anthrax.

Various subjects relating to anthrax were proposed for future consideration in the Report of the Anthrax Committee of the 1923 Conference.

Special hygiene measures to be adopted in the haircutting processes for the manufacture of felt hats (prevention of mercury poisoning).

This subject was proposed by the French Government and considered by the Governing Body at its Seventeenth Session.

Prohibition of the employment of women and children on certain work in the glass industry.

This was also proposed by the French Government and considered by the Governing Body at its Seventeenth Session.

Protection of workers engaged in the manufacture and use of celluloid.

This was proposed by the German Government.

Health and safety in the cinema industry.

This question was suggested by the French Government, together with that of the employment of children in the cinema industry, in a letter dated February 1926.

Safety questions connected with the electrification of railways.

A letter dated 20 October 1926 from the International Transport Workers' Federation forwarded a resolution adopted by the Paris Congress suggesting that the question of the electrification of railways and the problems relating thereto, so far as they relate to the safety of traffic and the interests of railwaymen, should be placed on the agenda of the Conference.

Protection against accidents of workers employed in electrical industries.

The Fifteenth Session of the Conference adopted a resolution suggesting that this question should be placed on the agenda of the Conference.

Limitation of loads to be handled by workers.

This question was considered at the Eleventh Session of the Conference by the General Committee on Accident Prevention, which considered that the information on the subject at present available was insufficient, and recommended that the subject should be referred to the Governing Body for further examination.

Additions to the schedule appended to the 1925 Convention.

A resolution adopted by the Eighteenth Session of the Conference (1934) proposed that the following additions to the schedule appended to the 1925 Convention concerning workmen's compensation for occupational diseases should be placed on the agenda of the 1935 Conference:

Ankylostomiasis

\{ Work in mines, tunnels or galleries and in brick kilns. \}
Poisoning by carbon disulphide or its sequelae

Any process of manufacture involving the use of carbon disulphide or its preparations or compounds.

Such other occupational diseases as may be considered advisable.

(10) Prohibition of the use of enamels with a lead salt basis in the industry of enamelling on metal.

This question was proposed by Mr. Loucheur, French Minister of Labour, in a letter dated 29 May 1929.

IV. Migration.

(1) Equality of treatment for national and foreign workers.

The general question of equality of treatment for national and foreign workers was proposed by the Office and considered at the Seventeenth Session of the Governing Body. It was decided only to deal with equality of treatment as regards compensation for accidents. At the Thirty-third Session the French Government representative proposed the subject of equality of treatment as regards wages and working conditions.

The question was again proposed in a resolution moved by Mr. Chi Yung Hsiao and Mr. Scié Ton-Fa, Chinese Government delegates, and adopted at the Seventeenth Session of the Conference.

The Migration Committee of the Governing Body, at its session of January 1934, expressed the opinion that it was desirable to adopt further Conventions concerning the equality of treatment of foreign and national workers on the various aspects of labour protection.

(2) Recruiting and placing of migrant workers.

The Migration Committee of the Governing Body, at its session of January 1934, proposed the question of recruiting and placing of migrant workers.

The Governing Body decided at its Sixty-ninth Session that a report on this question, dealing also with the living and working conditions of migrant workers, should be submitted to the Conference at its 1936 Session.

(3) Protection of foreign workers.

A letter received from the Vienna Chamber of Labour in July 1926 suggested that the Conference should adopt a Draft Convention instituting a model agreement for foreign workers and establishing minimum rights as regards social insurance, protection, equality of treatment, etc.

(4) Agreements between States for control of emigration and immigration.

This question was raised by a resolution adopted at the 1922 Session of the Conference and considered by the Governing Body at its Seventeenth Session.

(5) Protection of emigrant women and children.

This question was also raised by a resolution adopted by the 1922 Session of the Conference and considered by the Governing Body at its Seventeenth Session.

(6) Equality of treatment for national workers and coloured foreign workers.

This question was proposed for the agenda of a very early session of the Conference, if possible 1931, in a resolution moved by Mr. Ma Cheu Chun, Chinese workers' delegate, and adopted by the Twelfth Session of the Conference.

V. Women, Children and Young Persons.

(1) Factory work of married women.

This question was suggested by a letter from the International Federation of Christian Trade Unions communicating a resolution adopted by the Congress of the International Federation of Christian Trade Unions of Textile Workers in 1926.
Employment of children in the cinema industry. This question was suggested by the French Government, together with that of health and safety in the cinema industry, in a letter dated February 1926.

Revision of the Conventions fixing the minimum age for admission of children to employment.

The Nineteenth Session of the Conference adopted a resolution requesting the Governing Body to consider the desirability of placing on the agenda of an early session of the Conference the revision of the Conventions fixing the minimum age for admission of children to industrial employment, to employment at sea, to employment in agriculture, and to non-industrial employment, with a view to raising the age of admission from 14 to 15.

VI. Agriculture.

1. Wages of agricultural workers (minimum wages).

This subject was proposed by the National Labour Office of Uruguay in January 1923 and considered by the Governing Body at its Eighteenth Session.

2. Hours of work in agriculture.

This question was raised in a resolution adopted by the 1921 Conference. The Tripartite Preparatory Conference on the reduction of hours of work referred to the Office a draft resolution on hours of work in agriculture, adopted by the workers' group of the Conference.

3. Collective bargaining in agriculture.

The Eleventh Session of the International Labour Conference adopted a resolution submitted by Mr. Müller, German workers' delegate, requesting the Office to undertake an enquiry into existing systems of collective bargaining in agriculture, to form the basis of a discussion at an early session of the Conference.

The report on this enquiry was submitted to the Conference at its Seventeenth Session. The Committee set up by the Conference to discuss the question proposed that the Governing Body should be invited to examine the possibility of placing this item on the agenda of a future session of the Conference.

4. Holidays with pay in agriculture.

The Nineteenth Session of the Conference adopted a resolution requesting the Governing Body to place the question of holidays with pay in agriculture on the agenda of the next session of the Conference.

VII. Maritime Questions and Inland Navigation.

1. Articles of agreement in the deep sea fishing industry.

The Ninth Session of the Conference adopted a resolution requesting the Governing Body to place the question of articles of agreement for the deep sea fishing industry, as well as for other forms of navigation excluded from the Draft Convention on articles of agreement, on the agenda of an early session of the International Labour Conference.


At the 1921 Session of the Conference Mr. Ken Okasaki, adviser to the Japanese workers' delegation, proposed that this question should be placed on the agenda of an early session of the Conference. The proposal was referred to the Joint Maritime Commission, which decided at its Fourth Session in September 1924 that as the 1925 Session of the Conference was to consider the question of social insurance for all other employed persons, the consideration of the question as affecting seamen should be reserved until the reports of the deliberations of the 1925 Conference were available.

3. Eight hours' duty for men working in inland steamer services in India as well as in other countries.

This question was proposed by the Bengal Mariners' Union (Calcutta) in a letter dated 27 August 1929.
(4) **Seamen in Asiatic countries.**

The Thirteenth Session of the Conference adopted a resolution moved by Mr. Liang, Chinese workers' delegate and by Mr. Daud, Indian workers' delegate, asking the Governing Body to consider whether the question of the conditions of life and labour of seamen in Asiatic countries could be placed on the agenda of an early session of the Conference.

(5) **Limitation of hours of work in inland navigation.**

The Thirteenth Session of the Conference adopted a resolution moved by Mr. Daud, Indian workers' delegate, requesting the Governing Body to place this question on the agenda of an early session of the Conference.

VIII. **Other Special Classes of Workers.**

**Professional Workers.**

(1) **Rights of performers in broadcasting.**

The Advisory Committee on Professional Workers, at its meeting in November 1933, proposed the question of the rights of performers in connection with broadcasting and other systems of reproducing sounds and images.

The Fourth International Theatrical Congress in 1930 adopted a resolution asking the International Labour Office to study a draft international convention for the defence of the personal and material rights of performers in connection with the reproduction of performances by mechanical or electrical means, by wireless, or otherwise. Similar requests have been made by other organisations representing artistic performers.

**Salaried Employees.**

(1) **Legal protection of salaried employees in commerce and industry (termination of contract of service).**

This question was suggested in a letter from the International Federation of Commercial, Clerical and Technical Employees dated 15 October 1926.

(2) **Remuneration of hotel and restaurant employees.**

This question is mentioned in a letter from the International Union of Hotel, Restaurant and Bar Workers, dated 9 July 1929, which was forwarded to the Office by Mr. Arthur Fontaine. A similar letter was sent to the Office by the Austrian Central Union of Hotel, Restaurant and Bar Workers.

(3) **Sunday rest for salaried employees.**

The Advisory Committee on Salaried Employees, at its session of March 1933, adopted a resolution proposing this question.

(4) **Shop closing hours.**

This question was proposed by the Advisory Committee on Salaried Employees at its meeting in March 1933.

(5) **Holidays with pay for salaried employees.**

The Advisory Committee on Salaried Employees proposed this question at its meeting in March 1933.

(6) **Hours of work in hospitals, asylums, etc.**

The Fédération des Services de Santé, Paris, in a letter dated 16 May 1933, asked that the question of hours of work for employees in hospitals, asylums, etc. should be placed on the agenda.

**Coal Mines.**

(1) **Unemployment among Miners.**

This question was proposed for a forthcoming session of the Conference, preferably the 1930 Session, in a resolution submitted by the Committee on Unemployment, and adopted by the Twelfth Session of the Conference.
(2) Other questions relating to coal mines.

The Preparatory Technical Conference on Coal Mines proposed that the questions of annual holidays with pay for workers, the minimum age for admission to underground work in coal mines, invalidity, old age and survivors' insurance, and the maintenance of the right to a pension for workers proceeding from one country to another should be placed on the agenda of the Conference, with particular reference to the situation and needs of mine workers. These questions are mentioned under other headings.

Native Labour.

(1) Compulsion to labour.

In a resolution submitted by the Committee on Forced Labour and adopted by the Twelfth Session of the Conference, the Office was asked to study all other cases of compulsion to labour in addition to forced labour with a view to the question of their complete abolition being placed on the agenda of a forthcoming session.

The workers' group at the Fourteenth Session of the Conference stated that it intended to propose in connection with the above resolution that the question of long term contract labour should be studied with a view to its being placed on the agenda.

(2) Methods of recruiting labour and the terms of labour contracts.

The Sixteenth Session of the Conference adopted a resolution asking the Governing Body to consider the desirability of placing on the agenda of a very early session of the Conference the questions of the methods and conditions of recruiting labour and of the terms of labour contracts, the breaking of which involves penal sanctions.

The Nineteenth Session of the Conference has already considered, in first discussion, the question of the regulation of certain special systems of recruiting labour.

(3) Written contracts of employment.

The Nineteenth Session of the Conference adopted a resolution requesting the Governing Body to examine the desirability of placing on the agenda of the 1937 Session of the Conference the question of the regulation of written contracts of employment.

Working conditions of dockers.

This question was proposed by the German Government at the Seventeenth Session of the Governing Body.

Conditions of work in air transport.

The Thirteenth Session of the Conference adopted a resolution moved by Mr. de Michelis, Italian Government delegate, proposing that the question of the safety and living, training and working conditions of workers in air transport should be studied with a view to its inclusion in the agenda of a session of the Conference.

Conditions of work of professional chauffeurs.

A letter from the International Federation of Christian Trade Unions of Transport Workers dated 17 June 1926 communicated a resolution adopted by the Executive requesting the Office to consider certain proposals for the protection of professional chauffeurs with a view to their being placed on the agenda of the Conference in the near future.

Other Questions.

(1) Apprenticeship and Vocational and Technical Education.

The 1925 Session of the Conference adopted a resolution moved by Mr. Mertens, requesting the Governing Body to instruct the Office to undertake the necessary preliminary work with a view to the possible discussion of the question of apprenticeship and vocational and technical education at one of the next following sessions of the International Labour Conference.
A resolution adopted by the 1935 Session of the Conference on the proposal of the Committee on Unemployment among Young Persons proposed that the Governing Body should consider the desirability of placing the question of vocational guidance, apprenticeship and technical education of young workers on the agenda of an early session of the Conference.

(2) **Housing and living-in conditions of workers.**

The Eleventh Session of the International Labour Conference adopted a resolution submitted by Mr. Chaman Lall, Indian workers' delegate, proposing the question of industrial housing and general living-in conditions of the workers, for the agenda of an early session of the Conference.

A resolution adopted by the Conference at its Sixteenth Session on the proposal of Mr. Nishio, Japanese workers' delegate, asked the Governing Body to consider the desirability of placing the question of workers' housing on the agenda of an early session of the Conference.

(3) **Cost of living and wages statistics.**

The Fourth International Conference of Labour Statisticians in May 1931 proposed that a question relating to the communication of the necessary information for international comparisons of wages and cost of living should be placed on the agenda of a future session of the Conference.

(4) **Exchange of cinema films of an educational character between States.**

This question was suggested by Mr. de Michelis, Italian Government delegate, in a letter dated 11 August 1926.

(5) **Public works in relation to unemployment.**

The Unemployment Committee of the Governing Body, at its meeting in April 1935, adopted a resolution suggesting that this question should be considered for inclusion in the agenda of the 1937 Session of the Conference.
Appendix VII.

Seventh Item on the Agenda.

Report and proposals of the Office concerning the setting up of the Tripartite Agricultural Committee.

The Nineteenth Session of the International Labour Conference adopted a resolution, moved by Mr. de Michelis, the third part of which requested the Governing Body:

"to take the necessary steps to set up a Permanent Agricultural Committee, including in equitable proportions members of the Governing Body of all three groups, representatives of the International Institute of Agriculture and of competent international bodies, as well as persons qualified to represent all classes engaged in agriculture. The Committee will act as the body responsible for collaboration and consultation with a view to facilitating the decisions of the Governing Body and developing the work of the Conference in connection with agricultural labour."

At the request of Mr. de Michelis, the question of the constitution of such a Committee has been placed, as a special item, on the agenda of the present session of the Governing Body. With regard to the other parts of the resolution, members of the Governing Body are referred to the note prepared for the item on the agenda dealing with the resolutions adopted by the last session of the Conference (fifth item on the agenda).

The third part of the above-mentioned resolution suggests the setting up of a Permanent Agricultural Committee. As stated by Mr. Jules Gautier, member of the French delegation to the Conference, Vice-President of the International Commission of Agriculture and President of the National Federation of Agricultural Associations of France, in supporting the resolution moved by Mr. de Michelis, this suggestion was "the result of a series of negotiations, conversations, resolutions, and even positive action, which began in 1921". At the International Labour Conference held in that year, a recommendation of the Selection Committee to set up a Joint Agricultural Committee on the same lines as the Joint Maritime Committee was adopted. No effect was given to this recommendation, and the subsequent action of the Governing Body consisted in setting up the Mixed Advisory Agricultural Committee, the purpose of which was to co-ordinate the efforts of the Office and of the International Institute of Agriculture with the object of avoiding thereby all duplication of work. While the Mixed Advisory Agricultural Committee, in accomplishing this task, has also contributed to the establishment of a close and practical collaboration between the two institutions, it refrained on various occasions from acting as an advisory committee to the Governing Body only. The Governing Body therefore decided to form a special Committee on Agricultural Work, composed of its representatives on the Mixed Advisory Agricultural Committee, to which was entrusted the task of examining agricultural questions especially interesting the International Labour Organisation. The Committee on Agricultural Work, which has been in operation since 1933 and has had referred to it a series of definitely determined questions, is entitled, if desirable, to call upon the assistance of agricultural experts appointed ad hoc.

The setting up of yet another agricultural committee may make it desirable to re-examine the organisation and working of the two Committees already existing. Moreover, it is very likely that close collaboration may be established between the Committee on Agricultural Work and the new Permanent Agricultural Committee; and possibly the incorporation in this larger body of the Committee on Agricultural Work, as such, with the maintenance of certain special functions, may be considered to be the most practical solution.

In fixing the representation of the International Institute of Agriculture on the Permanent Agricultural Committee, regard may be had to the actual composition of the Mixed Advisory Agricultural Committee, in order that, when the Permanent Agricultural Committee meets in Geneva, matters falling within the competence of the Mixed Advisory Agricultural Committee may be handled at the same time. Such a procedure would involve a considerable saving of time to persons serving on both Committees as well as an appreciable economy of money.

It is, however, essential to realise that the main purpose of the new Committee suggested, and the principal advantage it may offer as an instrument enabling the International Labour Office to handle agricultural labour problems in an appropriate way, lies in a field not covered by—and also incapable of being covered by—the two Committees already in existence.

The characteristic of the proposed Permanent Agricultural Committee is that it should embody (a) a tripartite representation of the Governing Body, (b) representatives of other principal international institutions and organisations interested in those aspects of agricultural problems with...
which the International Labour Organisation is concerned, and also (c) qualified persons securing
the representation of all agricultural classes, that is to say, not only of agricultural employers and
workers proper, but also of that intermediate category of the agricultural population whose direct
interest in social problems (e.g. in the organisation of social assistance in the countryside) is just as
great as that of the wage-earning workers.

The functions of the new Committee are stated in the resolution to be: “to act as a body
responsible for collaboration and consultation with a view to facilitating the decisions of the
Governing Body and developing the work of the Conference in connection with agricultural
labour”.

A Permanent Agricultural Committee set up under the auspices of the Governing Body
would:

(a) Allow the establishment of those permanent relations between the Governing Body
and agriculture which have hitherto been absent as far as the largest of all industries is concerned,
and which agriculture itself has claimed time after time. 1

(b) Enable the Governing Body of the Office to benefit regularly from the advice of persons
acquainted with social conditions in agriculture throughout the world, thus ensuring expert advice
not only on definite questions already taken up for examination, but also with regard to other
questions which need to be handled by the International Labour Organisation and with regard
to the right order of importance to be attributed to all these problems.

It may be theoretically true that the constitution of the International Labour Organisation
allows fully for the attendance of agricultural experts during the sessions of the Conference; but
an efficient collaboration between the Office and the new Permanent Agricultural Committee
would obviously facilitate and improve the preparatory work of the Office which, in view of the
complicated nature of agricultural problems, needs to be specially detailed.

It is superfluous to explain at length the necessity of not attempting to deal with most
agricultural labour problems without examining them against the general background of the social
and economic development of agriculture in the various parts of the world. This necessity has
been further strengthened by the agricultural depression, which has affected profoundly the social
structure of agriculture, and by the emergency policy adopted in several countries, which also
seeks a solution of agricultural labour problems within a new and comprehensive organisation
of the agricultural industry as a whole. In carrying out such an examination, the assistance of a
Permanent Agricultural Committee as envisaged may prove to be most valuable.

1 Since the last session of the International Labour Conference the Office has received two communications from
international agricultural organisations proving the interest taken by agriculture in the resolution voted by the Conference.
The International Commission of Agriculture, holding its annual meeting in Brussels in June 1935, voted the following
resolution:

[Translation.]

“...The International Commission of Agriculture and its special Committee for questions of agricultural labour
note with great satisfaction that the Nineteenth International Labour Conference has unanimously adopted a
resolution recommending that a Permanent Agricultural Committee should be set up in connection with the Interna-
tional Labour Office. It regards the institution of such a Committee as a very useful means of enabling the
International Labour Organisation to study and settle certain agricultural problems with due regard to the special
conditions of agriculture.

“...For that purpose, however, the International Commission of Agriculture and its special Committee consider
it essential that in the composition of the new Committee the International Labour Office should in the first place
secure the collaboration of the national and international agricultural associations which exist to defend the interests,
not of employers or employed persons alone, but also and mainly of the numerous small independent agriculturists
who in most countries constitute the large majority of the agricultural population.

The International Commission of Agriculture, to which are affiliated organisations including some tens of
millions of small agriculturists, is prepared to give its assistance to the Permanent Agricultural Committee.”

The Secretary-General of the International Landworkers' Federation has sent the Director the following letter:

Internationale Landarbeiter-Föderation.

Utrecht, 13 August 1935.

The Director of the International Labour Office,

Geneva.

Dear Sir,

We learn from the report of the last session of the International Labour Conference, which appeared in the Press,
that this Conference decided, on proposal of the Italian Government representative, de Micheli, to request the Governing
Body of the International Labour Office to establish a permanent Agricultural Committee, consisting of representatives
of: the Governing Body of the International Labour Office, the Agricultural Institute in Rome, and all classes
of the agricultural population.

We herewith beg to support this proposal, as we expect that by the institution of the above Committee, more
attention can be given to the questions relating to the landworkers, and that a quicker treatment of those questions can
be advanced, while it should also meet to some extent our objection, that among the delegates on the International Labour
Conference there are only so few persons who have knowledge of agriculture and of the position of the landworkers.

We hope therefore that the above decision of the International Labour Conference will be accepted by the Governing
Body of the International Labour Office.

Yours sincerely,

For the Executive Committee of the International Landworkers' Federation.

(Signed) HIEMSTRA, Secretary.
In view of the broad aspects which must be attributed to the work of the new Committee, stress will have to be laid less on the frequency of the sessions of the new Committee than on a fair representation of all the important agricultural regions of the world, and on giving sufficient time to each session in order to allow of an adequate discussion not only of the definite questions on the agenda but also of the general social conditions existing in agriculture.

With regard to the composition of the proposed Committee, although the general outlines have already been laid down in the resolution voted by the Conference, the members of the Governing Body will realise that, in view of the great differences in the social structure of agriculture throughout the world, and the many different ways in which this industry is organised, important—not to say insurmountable—difficulties will be involved in setting up such a Committee on too rigid principles, if it is not to become quite disproportionate in size to the other organs of the International Labour Organisation and impracticable for financial reasons.

The suggestions which follow have therefore been formulated not only according to the guiding principles laid down by the resolution, but also in view of the actual state of agricultural organisation, in order to try to ensure a fair representation of all interested parties on a Permanent Agricultural Committee of reasonable size.

The Office suggests that the new Committee might consist of two parts: one group of regular members, including representatives of the Governing Body and of agricultural interests, and one group of advisory members, consisting of representatives of international institutions and organisations connected with agriculture, it being understood that these institutions would themselves have to bear the expense involved.

The number of regular members might, for example, be 24. Each of the three groups of the Governing Body might appoint two representatives, e.g. its representatives on the Committee on Agricultural Work. The remaining 18 members would be appointed by the Governing Body according to a list drawn up by the Office in such a way as to ensure representation of the most important agricultural regions of the world, choosing, for example, about half the members outside Europe. A certain number of substitute members, who could be consulted in writing, might also be appointed.

Of these 18 seats, twelve might be allotted to representatives of agricultural employers’ and workers’ organisations drawn from those countries where wage-paid labour is relatively most important within the total agricultural working population. The remaining seats might be filled by persons belonging to organisations of agriculturists in countries where the proportion of wage-earners in agriculture is relatively small.

In drawing up this list the Office would consult existing organisations of agricultural employers and workers and of farmers in general, and also the international organisations to which these associations are affiliated. In cases where no representative organisation of agriculture exists, the Governments of the countries concerned might be approached.

The second group might be drawn from the Governing Bodies of the International Institute of Agriculture and other competent institutions and organisations dealing with agriculture and interested in the social aspects of its problems. It would be necessary to proceed to a careful examination of the character of the numerous existing agricultural institutions, in order to select those which might be invited to send representatives to this group of the Permanent Agricultural Committee.

Finally, it may be opportune to invite from time to time persons particularly qualified to deal with specific questions under discussion, but who do not belong to the Committee.

The Committee would then have the following composition:

A. Group of regular members:
   (i) Representatives of the three groups of the Governing Body,
   (ii) Representatives of agricultural employers' organisations,
   (iii) Representatives of agricultural workers' organisations,
   (iv) Representatives of other agricultural organisations;

B. Group of representatives of international institutions and organisations:
   (i) The International Institute of Agriculture,
   (ii) Other institutions to be selected later;

C. Agricultural experts invited ad hoc.

If the Governing Body agrees in principle to give effect to the resolution and approves of the suggestions submitted by the Office, the Office may, after consulting the Committee on Agricultural Work, formulate more detailed proposals to be submitted to the next session of the Governing Body.
APPENDIX VIII.

EIGHTH ITEM ON THE AGENDA.

STUDY BY THE OFFICE AND REPORT TO THE GOVERNING BODY ON THE STEPS TO BE TAKEN FOR THE PROTECTIVE INTERNATIONAL REGULATION OF THE CONDITIONS OF EMPLOYMENT, WORK, SAFETY AND SOCIAL WELFARE OF WAGE-EARNERS EMPLOYED IN ROAD MOTOR TRANSPORT.

(Mr. de Michelis' proposal.)

The above-mentioned proposal which Mr. de Michelis communicated to the Office concerning the protection of wage-earners employed in road motor transport was accompanied by the following explanatory statement:

"The rapid development and ever-increasing importance of road motor transport demands, both from the national and international point of view, that steps should be taken to improve the conditions of work of the wage-earners concerned and also to ensure a greater measure of public safety.

"The wage-earners employed in this branch of locomotion are frequently called upon to perform arduous work for excessively long periods and without the necessary protection and safeguards.

"Before considering what steps can be taken to draw up an international regulation, the Office will have to collect the necessary information concerning the conditions of employment, work and social welfare of these wage-earners in the different countries.

"It is only after that report has been submitted to it that the Governing Body will be in a position to take the necessary decisions in the light of all the information available."

* * *

When studying this question it is necessary in the first place to define what is meant by "road motor transport". That should presumably include all forms of commercial transport of persons and goods undertaken by motor vehicles circulating on roads. It will also be essential to decide whether tramways and trolley-cars should be included amongst these vehicles.

Road motor transport has become an essential part of the economic life of a great many countries and occupies an increasingly important place in the transport industry in general. It continues to expand with extreme rapidity since it presents special conveniences and advantages over other forms of transport: rapidity, great adaptability, use of roads which reach even the most outlying districts, frequent services, ability to undertake journeys or loading and unloading without being tied down to fixed time-tables, capacity for transport from door to door without transfer, staff in closer contact with customers, less formalities, etc. Consequently, the workers engaged in this branch of transport are becoming daily more numerous.

It may be asked what is the position of the workers concerned in regard to general conditions of work. In the first place, it should be remembered that since the workers engaged in road transport constitute a relatively new category of wage-earners, many of the laws concerning the protection of workers were passed before the existence of this important group, and the legislators therefore were not called upon to consider them. In the second place, it is an industry carried on by a relatively large number of undertakings, many of which employ a small number of workers and are frequently even of a family character. Thus the wage-earners are widely dispersed, and it is difficult for them to associate and to make collective agreements. The fact that the undertakings are so scattered is another obstacle in the way of regulating conditions of work. It must also be remembered that road transport undertakings, in the serious competition in which they are engaged with railway transport, may be prompted, especially when they only employ a small staff, to impose less favourable conditions of work on their employees in order to reduce their working costs. Finally, these transport undertakings are very varied, their requirements are widely different and the organisation of the work differs considerably as between one and the other. For all these reasons the legislators' task is not an easy one and supervision of the rules governing conditions of work is rendered difficult.

The position of the workers engaged in road transport undertakings assumes an even more special character when compared with that of the other important category of transport workers, namely railway workers. The latter enjoy wide protection in all fields. They are employed by
large undertakings which are frequently owned by, or under the control of, the State and they work under comprehensive rules which are strictly applied. Moreover, the workers concerned are more closely grouped together and are able to form themselves into powerful associations for the defence of their interests.

The arguments which have been put forward for giving the railway workers such comprehensive rules, however, apply with equal force to those employed by road transport undertakings. Apart from considerations of a social character which aim at improving the conditions of work of wage-earners, it is important to remember that transport services entail risks both for those who use them and for the staff concerned and that it is essential to take all possible measures to reduce those risks. As the report on the transport problem (the Motor vehicle—the Railway—) submitted to the French National Economic Council in 1934 points out, the professional organisations have expressed the hope "that the workers in the different branches of transport should have the same guarantees as to regulation of work, wages and protection against accidents, invalidity and old-age . . . ."

It must, however, be recognised that rapid strides have been made in regard to the protection of wage-earners in road transport undertakings. Thus, during the year 1933 alone, 15 countries (not including the various States of the United States) adopted or completed the legal regulation of hours of work and rest periods for the workers in those undertakings. The various protective national regulations are, however, insufficient in certain countries, and, moreover, they lack uniformity. It is for that reason that an international protective regulation could play an important part in expediting the development of national regulations and could set up a certain standard of uniformity through the establishment and recognition of certain essential basic principles. The fact that international road motor transport services, which are already very numerous, are rapidly increasing renders such an international regulation all the more necessary. International rules would afford the staff of these transport undertakings uniform protection in the territory of whatever country they might be called upon to work.

Such a regulation would, moreover, respond to the desires which have been expressed on several occasions in the past by the workers concerned. It will be remembered that in a letter dated 17 June 1926 the International Federation of Christian Trade Unions of Transport Workers communicated to the Office a resolution adopted by the Executive of that Federation requesting the Office to consider certain proposals for the protection of professional chauffeurs with a view to their being placed on the agenda of an early session of the Conference.

Subsequently, in 1928, the International Labour Conference, on the proposal of Mr. Mertens, adopted the following resolution:

"Whereas motor transport has considerably increased in all countries; and

"Whereas certain dangers are involved in the work of motor-vehicle drivers and of the other workers in the motor transport industry; and it is important to ascertain the extent of these dangers;

"The Eleventh Session of the International Labour Conference:

"Requests the Governing Body of the International Labour Office to consider under what conditions an investigation could be made of this matter by the International Labour Office and to decide in what form the results of the investigation could be published."

Finally, in 1929, the International Federation of Transport Workers submitted to the Advisory and Technical Committee for Communications and Transit of the League of Nations a programme setting out the demands of the drivers of motor vehicles, several points of which were recognised as falling within the competence of the International Labour Office.

A brief outline is accordingly given below of the principal problems which might form the framework of a protective regulation for the wage-earners employed in road motor transport.

Hours of work and rest periods.

Hours of work and rest periods are amongst the most important conditions of work of the staff of transport undertakings, especially of that most essential category, the drivers.

The importance of the question has not been lost sight of by the International Labour Office, which will shortly publish in the International Labour Review a study on the hours of work and rest periods of drivers of motor vehicles, who comprise one of the most important categories of wage-earners employed by road transport undertakings. That category of wage-earners is, moreover, one which works under very special conditions and one for which it is essential to regulate hours of work and rest periods. As will be shown in detail in the above-mentioned study, the regulation of the hours of work and rest periods of these wage-earners is largely governed by reasons of public safety and by reasons of a physiological and social nature. Experience shows that a driver who is fatigued, particularly by too long a period at the driving wheel, becomes a
positive danger to those using the road. The British Road Traffic (Employment of Drivers) Act 1930 explicitly lays down that the measures provided for have been taken "with a view to protecting the public against the risks which arise in cases where the drivers are suffering from excessive fatigue." In the message of the Swiss Federal Council to the Federal Assembly relative to the Order of 1933 concerning the hours of work and rest periods of professional motor vehicle drivers that legislation is justified in the same way. The work of motor vehicle drivers unquestionably entails a great responsibility for the drivers themselves and also dangers, the risks of which are increased by the fatigue resulting from prolonged work and insufficient rest periods.

For all these reasons a large number of countries, more than 30, have adopted special regulations for the hours of work and rest periods of the wage-earners employed in transport undertakings. The regulations are governed by two considerations: those directly concerned with the social protection of the workers engaged in transport and those concerned with ensuring the safety of the road. In many cases that distinction is more apparent than real, since any regulations for the social protection of the wage-earners, especially of the drivers, affect the safety of the road and inversely any regulations, the object of which is to ensure the safety of the road, benefit the wage-earners. Some of the regulations concerning the safety of the road, however, do not cover questions which are included in regulations of a social nature. In this connection, the message of the Swiss Federal Council to the Federal Assembly already referred to contains the following passage: "Since this is merely a regulation governing traffic it must be realised at once that this Order cannot include a series of provisions which would have their place in social legislation, such as provisions concerning overtime pay, Saturday half holiday, holidays, etc.". The Swiss regulation nevertheless includes provisions concerning weekly hours of work and weekly rest, whereas other regulations governing road traffic, in particular in several Anglo-Saxon countries, are confined to fixing the maximum period of daily service, the maximum period of uninterrupted driving, and a minimum period of rest between two periods of service. Thus, in certain countries (the States of Western Australia and of Victoria, Great Britain, etc.), in order to provide further protection for the workers, arbitral awards are made or collective agreements are concluded which make provision for the points not covered by the regulations on road traffic: weekly hours of work, weekly rest, overtime, etc. The regulations of a social nature which are drawn up on a different plan fix the normal daily and weekly hours of work, pay for Sunday work, weekly rest, the limits of overtime and its remuneration. In addition, certain of them lay down rules governing the maximum daily hours of work or the minimum rest periods and thus join up with the regulations of which the sole object is to ensure safety on the road. There are thus no watertight compartments between these two kinds of regulation, which overlap or are complementary to one another.

The above are legal regulations, but in the absence of such regulations or in order to complete them rules have been drawn up under collective agreements, codes of fair competition (United States), arbitral awards (Australian States and New Zealand), collective rules of undertakings (Germany), awards (Spain) or merely by the rules of various undertakings.

As regards their scope, the regulations differ according as they apply in general to all road motor vehicles, or in particular to road motor vehicles engaged in the transport of persons: motor buses, motor coaches, taxis, hired motor cars, or in the transport of goods: vehicles employed by transport undertakings in the strict sense of the word and the private vehicles of industrial and commercial undertakings.

The study already prepared by the Office shows that the regulation of hours of work and rest periods of drivers of motor vehicles covers the following points: normal hours of work; distribution of hours of work and daily maximum; maximum length of daily hours of work; length of uninterrupted work; length of period at the driving wheel; rests; daily rest and night work, weekly rest and Sunday work; overtime; supervision.

Those are obviously the questions which should be included in an international regulation of the hours of work and rest periods of workers engaged in road transport undertakings of whatever nature. It will thus be seen that the problem is more complex than that of the general regulation of hours of work which was all that was attempted by the Washington Convention.

Holidays with Pay.

No study on the conditions of work of persons employed in road transport undertakings can leave aside the question of holidays with pay. For this category of workers, particularly for drivers, who more than all others have to make a considerable effort to fix their attention, a long rest is necessary to allow the organism to regain its normal equilibrium and its full capacity for action. However, it does not seem desirable to contemplate for these workers any international regulation in regard to paid holidays different from that applying to other workers. Workers in road transport will presumably be covered in the same way as other wage-earners by the Convention on holidays with pay which may be adopted at the next session of the Conference.
Social Insurance.

Wage-earners employed in road motor transport are in general covered by compulsory social insurance under the same conditions as other wage-earners in industry and commerce, and national laws contain no special restrictions to their disadvantage.

The scope of national laws in regard to compulsory insurance is usually determined either by a general formula specifying the commercial and industrial undertakings concerned or by a list of undertakings in which transport by land is included. In the first as in the second case, road transport undertakings are covered.

From the international point of view, road motor transport undertakings are included in the scope of all Conventions on social insurance.

Safety.

Accident Causes.

Motor transport accidents may be due to the driver, to pedestrians, to other vehicles, to the state of the car, the state of the road, the weather, etc., or to a combination of two or more of these causes. The broad conclusion to which the available statistics point is that the vast majority of road accidents in general, and in all probability of motor transport accidents in particular, are primarily due to the human factor, since a very small proportion of them are ascribed to the vehicle, the road, the weather or any other impersonal cause.

If further research should confirm the validity of this conclusion, it is clear that measures of accident prevention must be mainly directed towards road users, a substantial proportion of whom are motor transport drivers.

Accident prevention.

Measures for the prevention of motor transport accidents may be prescribed by law or regulations or may be the result of voluntary effort. As a rule, safety regulations apply to all classes of motor drivers, but in some cases there are special provisions applying to motor transport drivers.

A recent example of legislation is furnished by the British Road Traffic Acts of 1930 and 1934. Among other things these Acts limit the speed of motor vehicles in built-up areas; provide for the erection of traffic signs; lay down penalties for dangerous driving; make the issue of a driving licence conditional upon the passing of a driving test, the physical fitness of the driver, etc.; limit the hours of work of drivers; regulate the employment of trailers; and require motor vehicles to satisfy certain technical conditions. Special regulations are laid down as to the issue of licences to drivers of heavy goods vehicles.

The voluntary safety measures most frequently mentioned in safety literature may be classified as follows:

1. Medical examination of drivers to eliminate the physically unfit.
2. Psycho-technical examination of drivers to eliminate the accident-prone.
3. Driving tests.
4. Training of drivers.
5. Limitation of hours of duty.
6. Maintenance of vehicles in good order (periodic inspections and tests; immediate remedying of defects).
7. Precautions in garages (dangers of fire, carbon monoxide, etc.).
8. Propaganda and educational work among drivers, etc. (Regulations, pamphlets, posters, lectures, addresses, etc.).
9. Rewards for meritorious service and penalties for carelessness, etc.
10. Safety competitions.
11. Investigation of accident; compilation of detailed accident statistics; utilisation of such investigations and statistics for accident prevention purposes.

Various articles in the National Safety News (published by the National Safety Council, Chicago) have described how the application of some or all of these measures by American motor transport companies has improved their accident records.
Evidence of the value of psycho-technical tests in eliminating the accident-prone is afforded in the report of the British Medical Research Council for the year 1933-1934. In addition, statistics have been published showing the satisfactory results of such tests in the United States, France and Germany.1

The general question of hours of work to which reference was made in another part of this report requires to be mentioned in connection with safety. There is no doubt that long spells of duty and the resulting fatigue are conducive to accidents. In a study on this subject entitled "Too long at the wheel", published by the National Safety Council, Chicago, it is estimated that 1 per cent. of all motor vehicle accidents are due to the driver being asleep or extremely fatigued. Not all the States in the Union draw a distinction in this connection between drivers of private cars and drivers of commercial cars, but where such distinction is drawn it is clear that accidents due to fatigue are much commoner among commercial than among private drivers. Moreover, whereas only 6.9 per cent. of motor vehicle accidents in general are fatal, the corresponding figure for "driver asleep" accidents is 12.0 per cent.

That safety is promoted by legislation on the issue of driving licences is suggested by accident statistics published by the National Safety Council.2

In this connection, the Council observes that States with drivers' licence laws requiring an examination and administered by a strong central authority have had greater success in preventing motor vehicle fatalities than have States without such laws. The National Safety Council's study of these laws demonstrated that automobile deaths in the licence law States following the passage of such laws were 30 per cent. lower than they would have been if their accidents had increased at the same rate as in the non-licence States.

Possible action by the International Labour Organisation.

Up to the present the activities of the Office in the sphere of motor transport safety have been mainly confined to the publication of various material in the Industrial Safety Survey, and collaboration with the Permanent Committee on Road Transport set up by the League of Nations Advisory and Technical Committee for Communications and Transit.

The safety of motor transport drivers is intimately bound up with road safety in general, and it would therefore scarcely be possible for the International Labour Organisation to deal with it as a self-contained problem, with a view, for example, to the framing of a Draft Convention or Recommendation or the preparation of a monograph through the agency of the Correspondence Committee on Accident Prevention.

As regards the protection of drivers while actually on the road, the only practicable course would seem to be to continue collaborating with the Permanent Committee on Road Transport and to secure adequate consideration by this Committee of all questions bearing on the safety of motor transport drivers.

Among the questions of this character already reviewed by the Committee are:

- (1) Compulsory provision of self-starters.
- (2) Compilation of accident statistics.
- (3) Provision of brakesmen on trailers if the trailer brake cannot be worked from the driver's seat on the motor vehicle.

As to (1), the Committee was of opinion that the question would seem to require to be left for settlement by national legislation.

(2) The position with regard to statistics is as follows: The Permanent Committee on Road Transport had recommended the compilation of statistics of traffic accidents but the Advisory and Technical Committee for Communications and Transit considered that before sending Governments a recommendation in this sense it was desirable:

- (i) to collect all necessary information on existing statistics;
- (ii) to examine on what basis these statistics were established.

This information has now been collected and embodied in a report showing exactly what statistics of road accidents are compiled in different countries.

The International Labour Office is also in possession of certain statistical material.

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1 The human factor in accidents, by Charles S. Myers (The Human Factor, July 1934, p. 266.)
2 Accident Facts, 1934 edition.
The Committee thought that this question was a very important one and should be examined with a view to a revision of the 1926 Convention. This view was endorsed by the Office.

The Committee did not desire to recommend inspection for all categories of vehicles or to insist on its being carried out at regular intervals, but was of opinion that it was desirable from time to time for motor vehicles used for regular passenger or goods services.

On this point the International Labour Office considers that a periodical revision (e.g. every two years) should be provided for, and not only for regular passenger services, but also for all lorries of which the full load exceeds one ton, or to which a trailer is attached.

The Committee did not consider the question of hours of work but referred it to the International Labour Office. As has already been said, the hours of work of transport drivers cannot be studied without reference to their bearing upon safety.

Apart from the risks of road accidents in the ordinary sense, transport drivers are exposed to a number of other occupational risks which are occasionally mentioned in annual reports of factory inspectorates, but on which very little statistical material is available. These risks reside, for example, in garages, the handling of goods, the loading and unloading of lorries, the transport of dangerous goods, the coupling of lorries and trailers, and the handling of motor fuel; and there is also the risk of falling from ladders, from loading docks, or on slippery ground, etc.

The Office could explore the position as regards risks of these kinds if the Governing Body should so desire.

*   *   *

The above considerations will have been sufficient to demonstrate the great importance of the proposal put forward by Mr. de Michelis. The Office would suggest that in order to give effect to this proposal the Governing Body might instruct it to continue to pursue and to develop its studies on the problem, particularly in regard to hours of work and accident prevention. When the Office studies are sufficiently advanced the Governing Body can consider what steps it may be desirable to take with a view to adopting an international protective regulation for workers employed in road motor transport.
APPENDIX IX.

NINTH ITEM ON THE AGENDA

STUDY OF THE DECISIONS OF THE ASSEMBLY OF THE LEAGUE OF NATIONS WHICH CONCERN THE INTERNATIONAL LABOUR ORGANISATION.

Decisions other than administrative and financial decisions.

As usual, the decisions of the Assembly of the League of Nations which concern the International Labour Organisation are communicated to the Governing Body. A separate note on the administrative and financial decisions has already been circulated to members, and a report on the Assembly's decision with regard to the question of nutrition will be found in the Second Supplementary Note on the fifth item on the agenda.

I. Public Works.

On the proposal of the Second Committee, the Assembly adopted the following resolution:

"Keenly appreciating the interest of the material collected on national public works, asks the Communications and Transit Organisation to have a detailed and systematic examination of that material made by experts in order to enable more detailed enquiries to be pursued in this connection later; . . . . . ."

It was in fact the close collaboration between the Communications and Transit Organisation and the Office which led to the issue of the questionnaire on the basis of which the Secretariat collected the material referred to in this resolution.

The material has already proved most useful to the Office in connection with its own studies in this field, but if it is to lead to any lasting result, it will be necessary to introduce a greater measure of uniformity into the manner in which the question is investigated and presented. That is the special task which, apart from the numerous social aspects of a systematic policy of public works, the International Labour Organisation should make a point of undertaking.

II. Economic and Financial Questions.

The following two resolutions, adopted by the Assembly on the proposal of the Second Committee, are of interest to the International Labour Organisation; the first concerns freer trade, in relation to the monetary problem, and the second deals with the effect to be given to the report of the Joint Committee on Clearing Agreements.

"1. The Assembly,

"Convinced of the inimical effect on international trade of arbitrary restrictions imposed by Governments;

"Noting that one of the ultimate objectives of Governments is a return to an international gold standard;

"Considering that, even before the re-establishment of such an international monetary standard becomes possible, effective steps might be taken with a view to the removal of impediments to the exchange of goods, and that such a removal is indispensable if the economic recovery of which signs are now apparent is to be developed;

"Considering that the recovery of international trade would be greatly assisted by the conclusion by as many countries as possible of bilateral agreements having for their object the application of a more liberal economic policy;

"Recognising, further, that the beneficial effects of such agreements would be more widespread when based upon the principle of the most-favoured-nation clause;"
Realising that Governments hesitate to enter into agreements of substantial duration if the circumstances in which they were entered into may be subject to violent changes as the result of currency fluctuations;

Recommends that Governments should endeavour to encourage freer trade by the conclusion of bilateral agreements, subject, should they consider it necessary, to the provision that, in the event of a large variation in the rate of exchange between the currencies of the contracting parties, there should be power to take steps to revise the agreement at short notice.

2. The Assembly,

After considering the report of the Joint Committee on Clearing Agreements:

"Takes note of the results arrived at by that Committee;

"And suggests that the Council should consider the desirability of organising in a suitable manner, in co-operation with the Bank for International Settlements, a consultation by competent persons with a view to:

"(1) Devising means for promoting the application of the suggestions made by the Joint Committee;

"(2) Studying any other projects or measures designed to extend international trade and give it greater freedom."

These two resolutions are of interest to the International Labour Organisation having regard to the resolutions adopted by the International Labour Conference in 1933 and 1934.

The 1933 resolution, submitted to the World Monetary and Economic Conference in London by Sir Atul Chatterjee, Mr. Oersted and Mr. Jouhaux on behalf of the International Labour Organisation, drew the attention of the Conference to the urgency of measures calculated to effect:

1. the restoration of stable monetary conditions, national and international, and

2. the cessation of economic warfare between nations by the concerted elimination of restrictions on international exchanges.

The 1934 resolution concerning the co-ordination of national economic measures also laid stress upon the necessity: "of freeing the channels of international trade."

III. Status of Women.

The ninth item on the agenda of the Sixteenth Session of the Assembly of the League of Nations (September 1935) was entitled "Status of women" and was considered with particular reference to the treaty signed at Montevideo on 26 December 1933 by the representatives of the Governments of Cuba, Ecuador, Paraguay and Uruguay.

The treaty in question contains an all-important article which is as follows:

"The Contracting States agree that, upon the ratification of this Treaty, men and women shall have equal rights throughout the territory subject to their respective jurisdictions."

The somewhat vague terms of that article might have meant that "The examination of the status of women as a whole"—the question which ten Governments had requested should be placed on the agenda—included social legislation as regards women workers, if the fact that the International Labour Organisation is alone competent to deal with that question had not excluded the possibility of its being examined by the Assembly of the League of Nations.

The competence of the International Labour Organisation was fully recognised by the Committee to which the question was referred. That Committee adopted the following resolution, which was subsequently approved by the Assembly:

"The Assembly,

"Noting that the question of the status of women was placed on the agenda of the present session for examination, at the instance of a number of delegations, with particular reference to the Equal Rights Treaty signed at Montevideo on December 26th, 1933, by representatives of the Governments of Cuba, Ecuador, Paraguay and Uruguay;

"Considering that the terms of the Equal Rights Treaty should be examined in relation to the existing political, civil and economic status of women under the laws of the countries of the world;

"Recognising that the question of conditions of employment, whether of men or women, is a matter which properly falls within the sphere of the International Labour Organisation;

"(1) Decides that the question of the political and civil status of women shall be referred by the Secretary-General to the Governments for their observations, including
observations as to the action which in their view the League might take in this matter, and that the Governments shall be requested to supply to the Secretary-General, together with their observations, information as to the existing political and civil status of women under their respective national laws;

"(2) Recommends that the women's international organisations should continue their study of the whole question of the political and civil status of women;

"(3) Requests that the observations and information communicated by the Governments and the statements of the said international organisations shall be sent to the Secretary-General for consideration by the Assembly of the League of Nations at a subsequent session;

"(4) Expresses the hope that the International Labour Organisation will, in accordance with its normal procedure, undertake an examination of those aspects of the problem within its competence—namely, the question of equality under labour legislation—and that it will, in the first place, examine the question of legislation which effects discriminations, some of which may be detrimental to women's right to work."

This resolution which, in order to confine the study undertaken by the League of Nations to the political and civil status of women, refers in its third and seventh paragraphs to the competence of the International Labour Organisation in regard to the question of conditions of employment, nevertheless expresses the hope that the International Labour Organisation will, in accordance with its normal procedure, undertake a similar examination in regard to labour legislation. Furthermore, by the last phrase, which was added as an amendment proposed by a member of the Committee, the Committee showed its desire to define clearly the special object of the study to be undertaken. Moreover, both from the observations to which that phrase gave rise and from the declarations previously made by its author in favour of legislation protecting the health of women workers, it is evident that the Committee implicitly recognised the necessity of special protective legislation for women. That indication seems to show that the Committee, at the end of its discussions and after examining the memoranda submitted by the women's international organisations, which almost unanimously raised this point, wished to indicate that the special object of the proposed study should be to examine the measures limiting the employment of women which have been adopted during recent years in some countries and which have no connection whatever with the protection of the health of women workers.

If the Governing Body decides to comply with the Assembly's suggestion, it would not mean that the study had to be undertaken from the very beginning. The Office already published in 1931 a comprehensive study on "Women's work under labour law", which would serve as a basis for the study now proposed. On some points that publication is no longer up-to-date owing to the normal development of the various legislations and to the fact that new circumstances have given rise to fresh problems. It would certainly be necessary to add a new chapter on the restrictions on the employment of women during a depression. But the greater part of the data required to bring the study up to date has already been collected by the Office and even analysed in its periodical publications.

It will, however, be desirable that the information should be completed by consulting the members of the Correspondence Committee on Women's Work by letter, since it was precisely to fulfil such a purpose that that Committee was set up, and many of its members may be able to supply valuable material for the study in view.

IV. Child welfare and unemployment among young persons.

On the report of the Fifth Committee relating to child welfare, the Assembly adopted the following resolution:

"The Assembly,

"Having regard to the Recommendation adopted by the Nineteenth Session of the International Labour Conference (1935) concerning unemployment among young persons:

"Asks the Child Welfare Committee to keep itself informed, through the International Labour Office, of the measures taken by States Members to give effect to that Recommendation."

For many years it has been the custom of the Office to communicate to the annual meeting of the Child Welfare Committee of the League of Nations, for its information, a short statement on those aspects of the work of the International Labour Organisation in the course of the year likely to be of interest to that Committee. Arrangements will be made in future to include in that statement particulars with regard to information furnished to the Office by States Members of the Organisation on the action taken by them on the Recommendation on Unemployment among Young Persons.

V. Slavery.

The Advisory Committee of Experts on Slavery held its second session from 1-10 April 1935. Its report was received by the Council at its May meeting, and the Council adopted a resolution
in which, among other things, the Secretary-General was requested to propose to the Assembly that financial provision be made for an extraordinary session of the Committee in 1936. This provision was made by the Assembly, which also adopted a resolution expressing the hope that the Governments concerned will act on the suggestions and recommendations sent to them by the Council and will send the necessary information in order to enable the Advisory Committee to do its work.

VI. Assistance to indigent foreigners.

The Assembly approved the report of the Fifth Committee, which proposed "that the Assembly should take note of the documentary material submitted with regard to the proposals of the Committee of Experts and should recommend that this Committee should meet shortly so as to continue its efforts to improve the lot of indigent foreigners."

The Office will make a point of following the work of the Committee of Experts which is to be called in the near future and of reminding it of the resolution adopted by the Conference at its Eighteenth Session which expressed the wish "that the rights of foreign unemployed workers, who have exhausted their right to benefit and allowances, to participate in the relief grants made to destitute persons, should be regulated by the adoption of an international Convention which should provide in a positive and liberal manner for the right of foreign unemployed workers to obtain such grants."

VII. International assistance to refugees.

The Assembly adopted the report submitted by the Sixth Committee, which proposed that the Council should appoint a small Committee of competent persons to report to it on the question of international assistance to the categories of refugees already under the Nansen Office and the High Commissariat in London.

The Committee is to collect all useful evidence, particularly that of the Inter-Governmental Advisory Commission for Refugees. Once in possession of this report, the Council will be able to take any measures that it may think desirable, even before the meeting of the ordinary Assembly in 1936, to which, however, the question will have to be submitted.

The report adopted by the Assembly lays stress upon the complexity of the refugee problem, which has political, legal, humanitarian, administrative and financial aspects. The problem, as indeed any question of international migration, also possesses social aspects which concern the International Labour Organisation and to which the Office will not fail to call the attention of the Inter-Governmental Advisory Commission, with whose work it is associated.

VIII. Settlement of the Assyrians of Iraq.

The Assembly decided to include, partly in the 1936 budget of the Secretariat of the League of Nations and partly in the budgets of the three succeeding years, a sum of 1,300,000 francs which, added to the contributions made by the Iraqi Government, the Government of the United Kingdom and the authorities of the French mandated territories of the Levant and the contribution which may be obtained from private charitable organisations, will provide for the settlement of the Assyrians wishing to leave Iraq in the Ghab area of the French mandated territories of the Levant.

This scheme interests the International Labour Organisation in view of the important social questions connected with the transfer of a relatively large population into a new district which will thus be colonised.

The Migration Committee of the Governing Body requested the Office to report to it on any schemes of this character and the Office will not fail to keep it informed of all developments in this solution of the problem of the Assurians of Iraq, which it has always followed with the closest attention.

IX. Commission of Enquiry for European Union.

In accordance with a draft resolution submitted to it by the General Committee, the Assembly decided to renew, for the coming year, the term of office of the Commission of Enquiry for European Union, which had been unable to meet since the last session, and to place the question on the agenda of its next session.

This is of interest to the Governing Body in that it is represented on the Unemployment Committee of the Commission of Enquiry by six of its members, two from each group.
APPENDIX X.

TENTH ITEM ON THE AGENDA

QUESTIONS ARISING OUT OF THE EXAMINATION OF THE ANNUAL REPORTS ON THE APPLICATION OF CONVENTIONS.

As in past years, the examination of the Annual Reports submitted by Governments on the application of Conventions ratified by them, in accordance with the provisions of Article 22 of the Constitution, by the Committee of Experts and the Conference Committee on the Application of Conventions,1 has given rise to a certain number of proposals on the part of those Committees.


Article 2 of Convention No. 8 concerning unemployment indemnity in case of loss or foundering of the ship lays down that "in every case of loss or foundering of any vessel the owner or person with whom the seaman has contracted for service on board the vessel shall pay to each seaman employed thereon an indemnity against unemployment resulting from such loss or foundering. This indemnity shall be paid for the days during which the seaman remains in fact unemployed at the same rate as the wages payable under the contract, but the total indemnity payable under this Convention to any one seaman may be limited to two months' wages."

Last year additional questions were inserted in the report form for this Convention with a view to discovering the exact manner in which the terms "loss or foundering", "unemployment resulting from such loss or foundering", and "wages" were interpreted in the various countries which have ratified the Convention.

The replies given to these new questions indicate certain divergencies in the manner in which the various countries concerned are applying the Convention. Thus, as regards the interpretation of the term "loss or foundering", in some countries the indemnity due under the Convention is paid only in case of the total loss of the vessel, whereas in other countries it is paid in cases where a vessel is stated to be damaged beyond repair, or where the vessel is declared unseaworthy, or where the damage to the vessel can be and is subsequently repaired. Again, as regards the interpretation of the term "unemployment resulting from such loss or foundering", at least one country grants an indemnity up to the maximum period of two months (supposing that the seaman remains in fact unemployed during such period) even where, had there been no loss or foundering, the contract of service would have terminated owing to the completion of the voyage at an earlier date; whereas most countries in the case of an agreement by the voyage do not grant an indemnity beyond the date on which the voyage would have terminated had the loss or foundering not taken place. Thirdly, in some countries the term "wages" is interpreted as meaning simply the cash wage stipulated in the articles of agreement, whereas in others it covers an indemnity for food.

The Committee of Experts state that they "have no power to give interpretations, but they venture to draw the attention of the Governing Body to these divergencies in the hope that some means may be found of removing them or reconciling them".

The fact has to be noted that, so far, no Government has indicated any dissatisfaction with the manner in which the Convention is being applied by other countries. The provisions of the Convention are applied in the various countries in virtue of the national law and regulations which the country concerned considers give effect to the Convention. The fact that the national law and regulations of one country may, in some particular respect, be more generous than those of other countries which have ratified the Convention does not necessarily imply that a divergence of opinion exists as to the extent of the minimum obligations arising out of the Convention. It

1 The practice now adopted of referring numerically to the articles of the Constitution of the Organisation rather than to the articles of the Peace Treaties has involved the abandonment of the title "Committee on Article 408". This year the Conference Committee was for the first time entitled the "Committee on the application of Conventions", and it would appear advisable similarly to call the Committee of Experts in future the "Committee of Experts on the application of Conventions".
may, of course, be the case that the country or countries whose law and regulations are the more generous are of the deliberate opinion that the provisions of their laws and regulations represent the minimum required by the Convention; but the Annual Reports do not contain any specific statement to that effect.

Consequently, unless and until representations are made to the Governing Body by one of the Governments or industrial organisations concerned, to the effect that the application of the Convention in some country falls below the minimum that appears to them to be required by the Convention, it cannot be definitely affirmed that a divergency of interpretation exists. In the Office's view, therefore, the Governing Body can at the present stage only note the fact that the laws and regulations of some countries which have ratified the Convention are more generous than those of others.

Information in respect of the application of Convention No. 8.

The Committee of Experts made the following general observations on the reports supplied concerning the application of Convention No. 8 (Unemployment indemnity, shipwreck):

"It would seem that some countries do not have the machinery for ascertaining whether the provisions of the Convention are being observed or not. It appears in particular from several of the reports supplied that the seamen are not always correctly informed as to the extent of the rights secured to them by the Convention. It would seem on the other hand that all maritime countries do in practice call for a notification of each case of shipwreck. The Committee ventures to suggest to the Governing Body that it might examine the desirability of suggesting to all the States which have ratified the Convention that, after notification of each case of shipwreck, their respective Governments should automatically call the attention of the shipowners to the provisions of the Convention and require them to submit a statement showing what payments of indemnity have been made to the seamen carried on the ship's register."

In communicating the observations of the experts to the Governments, the Office has already called the attention of the Governments concerned to the above observation. No further action appears to be called for.

Material difficulties encountered by the Conference Committee.

For several years past the Conference Committee on the application of Conventions has drawn attention to the difficulty which it encounters in performing its work efficiently, owing to the fact that it is often difficult for its members to devote adequate time and attention to the Committee's work, and also to the fact that at each successive session the Committee includes a number of members who have no previous experience of the work involved in scrutinising the annual reports.

At the last session of the Conference the Committee discussed this situation at considerable length and inserted the following passage on the subject in its report:

"The Committee cannot help feeling that, despite the agreement that appears to exist as to the importance of its task, the material conditions under which it has to perform its work, and particularly those under which it has had to work this year, are most unsatisfactory. It was unable to begin its effective work until 13 June—that is to say, nine days after the opening of the Conference. Moreover, it has been extremely difficult for a number of members of the Committee, owing to pressure of other Conference work, to give full time and attention to its work, which necessarily needs a fairly large number of sittings. The Committee cannot state too strongly its belief that its task is a regular and integral part of the work of each Session of the Conference and not a supplementary or subsidiary item on the Agenda of the Conference. It considers that means ought to be found by which members could be included in the various national Delegations who would be free to specialise on the work of the Committee, which requires a measure of continuity in the Committee's composition; and urges that this problem should receive the closest attention of the Governing Body.

The Governing Body may consider that the only means by which the present situation can be overcome would be to include the examination of the annual reports supplied on the application of ratified Conventions among the items placed on the Agenda of each Session of the Conference (so that the terms of Article 3 of the Constitution with regard to the appointment of advisers might apply) and not merely to relegate it to the list of 'other matters formally before the Conference'. To do this would merely be to draw the logical conclusion from the fact that for such a considerable number of years past the Conference has set up such a Committee year after year, thus recognising that it was a regular and necessary organ. Evidence of the support forthcoming for the Committee's views in this respect may be found in the speech delivered at the Fifth Sitting of the Conference by Mr. Mochanoff, Government Delegate of Bulgaria and Minister of Labour in the Bulgarian Government. Mr. Mochanoff
said: 'It is time that the International Labour Organisation should take steps to remind States Members which ratify Conventions without applying them, or which turn a deaf ear and fail to contribute to the universality of the International Labour Organisation's work, of their duty. The time seems to me to have come when we should think of convoking a special Session of the Conference, which I might call an Article 408 Session, the object of which would be to take stock of the practical results obtained.'

If the Governing Body can find means of complying with the Committee's desires as expressed above, each Session of the Conference would become, in a sense, an 'Article 408 Session'. The future work of the International Labour Conference would be in no way prejudiced by such a strengthening of the system of mutual supervision in the application of Conventions; on the contrary, confidence would be strengthened and the work of the Conference would be facilitated if there could be a general assurance that the scrutiny of the reports on the application of the Conventions was carried out with the greatest possible effectiveness by a section of the Conference specially devoting its activities to that end.'

Experience shows that the difficulty to which the Conference Committee on the application of Conventions has drawn attention is a very real one. As the Committee points out in its report to the last session of the Conference, the report of the Committee of Experts supplies it with an essential basis for its own work, but 'the examination of the reports conducted by the Committee of Experts cannot be regarded as a substitute for its own work. The contributions brought to its discussions by representatives of the parties—Government, employers and workers—directly concerned in the application of the Conventions are an indispensable element to the proper checking of the results achieved'.

If the conditions under which the Conference has to work are such that the representatives of these three parties, and particularly of the non-Government groups, are prevented from playing a sufficiently active part in the work of the Committee, and if some reasonable degree of continuity in the membership of the Committee is not secured, then the Committee can do little more than endorse the report of the Committee of Experts. For the scrutiny of the annual reports supplied by the Governments to be real and effective, representatives of all three groups must collaborate seriously and efficiently in the work of the Conference Committee on the application of Conventions; and this is impossible unless the membership of the Conference includes a sufficient number of persons who are free and qualified to take part in the Committee's work.

On the other hand the Office cannot help doubting whether the solution recommended by the Conference Committee is the right one. The Governing Body has always adopted the practice of placing on the formal agenda of the Conference only items suitable for treatment by the adoption of a Draft Convention or a Recommendation, and for various reasons it would certainly hesitate to abandon this well-established practice. Moreover, this practice in no way hinders the Governments from sending regularly to the Conference advisers who would be qualified to take a full part in the work of the Committee on the Application of Conventions. Article 3, paragraph 2 of the Constitution allows for the appointment of two advisers to each delegate for each item on the formal agenda of the Conference; and in fact (as Mr. Serrarens pointed out in the course of the discussion in plenary sitting of the Conference on the Committee's report) it very rarely happens that a Government sends to Geneva the full number of advisers to which its delegation is entitled. Yet it is perfectly possible for any Government to appoint as one of the four advisers allowed to it for any particular item on the formal agenda a person qualified to take part in the work of the Conference not merely on that item but also in respect of the examination of the annual reports on the application of Conventions.

It must also be borne in mind that the conditions under which the Conference Committee on the Application of Conventions had to work this year were no doubt made specially difficult by the large amount of work which the Conference was called upon to undertake in other spheres. There is no reason to fear that the difficulties will often be so great in the future.

Finally, it may be pointed out that the letter of convocation to the Nineteenth Session of the Conference contained the following passage:

"With reference to the summary of the annual reports of Governments on the measures taken by them to give effect to Conventions (paragraph 5 (b) above), I have, in agreement with the Governing Body, to draw the attention of Governments to the following passage in the report of the Committee on Article 408 which was adopted by the Seventeenth Session of the Conference (1933):

'It would be desirable that in the letters of convocation to the annual Sessions of the International Labour Conference containing the usual indication that the Agenda of the Conference will include the examination of the reports supplied under Article 408, special stress should in addition be laid on the fact that the Conference will be constituting a special Committee for that purpose. Thus, although this is not a formal item on the Agenda, the Governments might nevertheless bear it in mind when they make up their delegations, and the persons who expect to have to work in connection with the Committee on Article 408 would be able to devote themselves to their indispensable work of preparation, which necessitates a constantly increasing amount of time. (Final Record of the Seventeenth Session of the Conference, 1933, p. 517.)"
The Office proposes to maintain the practice of stressing the importance of the examination of the Governments' annual reports on the application of Conventions (from the point of view of the composition of national delegations) in the letter of convocation. If this practice fails to induce Governments to take full advantage of the facilities open to them under the Constitution in appointing their advisers it appears unlikely that they would act differently if the examination of the annual reports were included among the items on the formal agenda of the Conference.

Mr. Mochanoff's proposal to convogue a special "Article 408 Session" of the Conference, considered in conjunction with the remarks of the Conference Committee concerning the material difficulties confronting it, gives rise to certain additional reflections. The number of annual reports that have to be submitted and considered each year already exceeds 600 and is constantly increasing. It is difficult to see how a committee of the Conference, however great its numbers and however qualified its members, could within the space of two or three weeks carry out a really thorough examination of over 600 separate cases of the application of a Convention. On the other hand, each Convention contains a clause providing that every ten years (or in some cases every five years) after the coming into force of the Convention, the Governing Body shall present to the Conference a report on the working of the Convention and shall consider the desirability of placing on the agenda of the Conference the question of its revision in whole or in part. In the past these five-yearly or ten-yearly reports, drafted by the Office and approved after discussion by the Governing Body, have not in practice been subjected to any special examination by the Conference or referred by it to any special organ for further consideration. Yet the presentation and consideration of the five-yearly and ten-yearly reports on the working of Conventions would provide an opportunity for taking careful stock of the position in regard to the effective application of a few Conventions at each successive session of the Conference.

The Committee of Experts on the application of Conventions would hardly be the appropriate organ to conduct a detailed scrutiny of the five-yearly and ten-yearly reports as suggested above, in view both of its composition and of the precise manner in which its competence has been defined. On the other hand, the Conference Committee on the Application of Conventions might, it is thought, very suitably be entrusted with the task of conducting such a scrutiny. Moreover, if the Conference approved this suggestion and if the Office pointed out in the letter of convocation to each successive session that it will be one of the tasks of the Conference Committee on the Application of Conventions at that session to consider the five-yearly or ten-yearly reports on the working of certain specified Conventions, the Governments might be more disposed to take the requirements of that Committee into account in composing their delegations.

Regional conferences of representatives of factory inspection services.

The Conference Committee discussed with keen interest the Office's project of convening periodical regional conferences of representatives of factory inspection services. (With the approval of the Governing Body, the Office has convened the first conference of this kind to take place at The Hague in October 1935.) It appears desirable to place before members of the Governing Body the views expressed by the Committee as to the subjects that such conferences might usefully discuss. These views are expressed as follows:

"The Committee was unanimous in feeling that, while such conferences might undoubtedly lead to very useful results with a view to the co-ordination of methods for the enforcement of labour legislation and particularly for the enforcement of ratified Conventions, this would only be the case if the agenda of the conferences were confined to strictly concrete points of organisation. Such points might be, for instance, the regular publication of full inspection reports, the co-ordination of the statistics to be contained in the inspection reports (with particular reference to the application of Conventions), the manner in which the inspectors perform their duties and the facilities granted to them for that purpose, the qualifications and training of inspectors, collaboration between the inspectors and the employers and workers respectively, and the steps taken to ensure the impartiality and independence of the inspectors".

The Office is in full agreement with the views of the Committee on this matter, and proposes to bear its suggestions in mind in arranging for future factory inspection conferences.

Proposal to insert an additional question in the report form for Convention No. 4 — Night work (women).

The Conference Committee makes the following suggestion:

"Further to the observation made by the Committee of Experts with regard to the position of certain countries which, having ratified this Convention, might be asked, in view of certain
exceptions allowed by the national law and practice of the countries concerned in respect of women employed in managerial and other special positions, to consider the desirability of ratifying the revised (1934) Convention and denouncing the 1919 Convention, the Committee ventures to suggest that the Governing Body should consider the advisability of inserting a question in the report form for the present Convention asking Governments to indicate precisely the interpretation placed on the term 'women' for the purposes of the application of Article 3 of the Convention.

The Office considers this suggestion a very useful one and proposes, subject to the approval of the Governing Body, to insert the following question in the report form under Article 3 of the Convention (which lays down that 'women without distinction of age shall not be employed during the night in any public or private industrial undertaking, etc.'): "In particular, please indicate whether the term 'women' for the purposes of the application of this article is interpreted in your country as covering all women employed in industrial undertakings without distinction as to the nature of their duties".
APPENDIX XI.

ELEVENTH ITEM ON THE AGENDA

FORM AND PERIODICITY OF REPORTS OF THE OFFICE ON NATIONAL AND INTERNATIONAL ECONOMIC MEASURES WHICH AFFECT LABOUR QUESTIONS.

At the Seventieth Session of the Governing Body held in April 1935 a "Supplementary note on the resolution concerning national economic measures and international trade" was submitted under the general heading of "Effect to be given to the resolutions adopted by the Conference at its Eighteenth Session". After an exchange of views on the form in which reports to the Governing Body on developments in the economic situation might be presented, it was decided to defer a decision on the matter until the October 1935 Session of the Governing Body. A copy of the resolution on national economic measures and international trade as adopted at the Eighteenth Session of the International Labour Conference is appended for information. (Annex A.)

The Office has given careful consideration to the possibility of preparing from time to time for the information of members of the Governing Body reports of the kind called for in the resolution, dealing with the economic situation in general or with national and international economic developments likely to have significant social consequences. Such reports, it is thought, might usefully supplement the information on these subjects which is already available to members of the Governing Body in the periodical publications of the Office, the Director's Report and the Year-Book.

It was not, however, thought likely that the Governing Body would wish to have a special report on economic developments submitted to it at every session. Limitations of staff and time would render such a programme difficult to execute, and in any case the interest and value of the reports would probably be greater if the period covered were somewhat longer. In the annual Year-Book an attempt is made to cover the salient events of the calendar year and the suggested special reports might usefully, it is thought, be linked up as regards both preparation and treatment with the appropriate chapters of the Year-Book. Arrangements might be made, for example, to submit to the April Session of the Governing Body an advance survey of some of the material to be used in the preparation of the Year-Book and of other information of interest at the disposal of the Economic Section.

Similarly, a report might be prepared for the October Session in which certain of the more important statistical tables and charts appearing in the previous edition of the Year-Book would be brought up to date and information would be given with regard to particular developments considered likely to be of special interest to members of the Governing Body.

ANNEX A.

RESOLUTION ON NATIONAL ECONOMIC MEASURES AND INTERNATIONAL TRADE ADOPTED AT THE EIGHTEENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE, JUNE 1934.

"Whereas the economic crisis, to the disastrous effects of which on the workers everywhere attention was drawn by the Conference at its Seventeenth Session in 1933, continues to depress the world as a whole, notwithstanding the partial recovery which has taken place in certain countries;
"Whereas at the Monetary and Economic Conference the Governments arrived at no agreement on measures designed to attain the objects proposed by the International Labour Conference last year in the Resolution which it addressed to the said Monetary and Economic Conference, namely, the restoration of stable monetary conditions; the establishment of the system of international co-operation best calculated to prevent future disastrous fluctuations of the price level; the cessation of economic warfare between nations by the concerted elimination of restrictions
on international exchanges; the increase in the purchasing power of the community; the restoration to circulation of the capital lying idle by all appropriate means, notably by the adoption of a public works policy:

"Whereas, moreover, attempts have been made in some countries to bring about the partial recovery mentioned above through Government action covering several branches of economic life;

"Whereas such action by its very nature is confined in each case to a single country, and whereas it is desirable in order to secure a revival of international trade, which is an essential condition, not only of prosperity, but also of the harmony and peace of the world, to prevent the various modes of action becoming mutually harmful;

"The Conference expresses the hope that the League of Nations will take urgent and sustained action to ensure that the national economic measures now contemplated or in course of execution should take account of the principles enumerated above, especially with a view to freeing the channels of international trade;

"And, in view of the possible social effects of such measures, requests the Governing Body to instruct the International Labour Office to keep it informed of developments in order that, in so far as its competence permits, the Governing Body can consider the expediency of intervening;

"And instructs the Secretary-General of the Conference to communicate this Resolution to the States Members of the Organisation."
APPENDIX XII.

TWELFTH ITEM ON THE AGENDA

REPORT OF THE OFFICE ON METHODS TO BE ADOPTED FOR THE STUDY OF SCIENTIFIC MANAGEMENT

The Governing Body, at its Seventieth Session (April 1935), authorised the Director to continue negotiations with the International Committee on Scientific Management with a view to submitting at the Seventy-third Session a full report on the possibility of setting up inside the Office, with outside support, a body which would be responsible for studying the social, technical and economic aspects of rationalisation.

The Director seized the opportunity afforded by the meeting of the Sixth International Congress for Scientific Management, held under the auspices of the International Committee in London from 15 July to 20 July, to continue his conversations with the President, Professor Limperg and his colleagues, Messrs. Wallace Clark, Ferasson and Mauro.

It may be said at once that the London Congress was an impressive manifestation of the International Management movement, and that the International Management Committee (C.I.O.S.) emerged strengthened from it.

As far as the international completeness of this Committee is concerned, hopes are entertained that Great Britain, after forming its own national Committee, as well as Germany, Japan, the Scandinavian countries and Austria, will join the C.I.O.S. in not too distant a future.

Further, relations with the United States of America have been strengthened to such a degree that the next (Seventh) International Management Congress will be arranged by the American National Management Council at New York in the spring of 1938.

At its annual Assembly, held after the closing session of the London Congress, the C.I.O.S. adopted new statutes, which will no doubt consolidate its legal position.

As far as the financial resources at the disposal of the C.I.O.S. are concerned, the national Committees represented at the Assembly granted a sum of about 20,000 French francs per annum to cover the expenses of a permanent secretariat to be set up with a view to maintaining permanent contact with and between the different national Committees. This Secretariat will probably be entrusted to Professor R. de Vallière of the Management Institute of the Zurich Polytechnic.

In view of all these circumstances, the Director came to the conclusion that the International Committee on Scientific Management may safely be considered to be the most representative international body in the field of management and that it is desirable that the closest collaboration should be maintained with it.

It was with regard to the form of this collaboration that the Director’s negotiations with Mr. Limperg and his colleagues were chiefly concerned.

It will be remembered that the scheme under discussion by the Governing Body at its April meeting provided for the setting up of a body inside the Office with outside support which would be responsible for studying the social, economic and technical aspects of rationalisation, and further that the Governing Body had before it a letter from Professor Limperg, of 22 March, contemplating the possibility of a contribution from the C.I.O.S. of a minimum sum of 55,000 French francs per annum.

It soon became clear in the London negotiations that it would be well not to press this scheme. On the one hand the Director bore in mind the doubts expressed by several members of the Governing Body as to the desirability of accepting a financial contribution from an outside body for this purpose. From the side of the C.I.O.S., it appeared that there would be no possibility of increasing its contribution beyond the sum of 55,000 French francs, even if this figure could be attained.

In these circumstances the negotiations led to the conclusion that it would probably be desirable to abandon any suggestion of direct financial relationship and to organise the collaboration between the two bodies along other lines.

(1) In the first place, it would seem appropriate that the International Labour Office should avail itself in its own work on the social aspects of rationalisation of the technical advice of management experts, the names of some of whom might be suggested for that purpose by the International Committee on Scientific Management. If the Governing Body agrees to such a principle, it might consider setting up an Advisory Committee. This Committee might consist of six members of the Governing Body (two from each group) together with six experts to be appointed by the Governing Body.
Of the six experts to be appointed by the Governing Body, four might be appointed on the nomination of the International Committee on Scientific Management, and the remaining two on the proposal of the Office. In this way it should be possible to include among the experts persons of different nationalities and of different attitudes to the problems of management. It would, in fact, appear desirable to assure to the Committee the advantage of the expert advice of persons representing as wide a variety of experience as possible.

(2) In the second place, with regard to the technical and economic aspects of rationalisation, the Office would maintain close contact with the new permanent Secretariat of the C.I.O.S. at Zurich.

If this Secretariat should later develop research activities with a view to continuing the technical and economic work of the former International Management Institute, then it would no doubt be highly desirable that the International Labour Office should be associated with such work, as the technical and economic aspects of management have an important influence on the working conditions and the well-being of the workers and therefore essentially concern the International Labour Office.

As regards the latter point, the Director was satisfied to understand from his conversations in London with the leading members of the C.I.O.S. that the C.I.O.S., if its Secretariat should later develop research activities, would make the necessary provision for inviting the International Labour Office to collaborate in the study of the technical and economic problems of management by giving its expert advice on their social aspects. The precise form of such collaboration could be determined later, for it is not intended in the meantime that the Zurich Secretariat should undertake research functions.
APPENDIX XIII.

THIRTEENTH ITEM ON THE AGENDA

REPORT OF THE OFFICE ON THE REPRESENTATION OF THE GOVERNING BODY ON COMMITTEES OF EXPERTS.

The question of the representation of the Governing Body on Committees of Experts is one which has been under consideration by the Governing Body on a number of occasions. A full note on the subject, giving a list of the committees on which the Governing Body was represented and those on which it was not represented, was submitted to the Governing Body at its Sixty-first Session (February 1933). This list, brought up to date, is as follows:

Committees on which the Governing Body is represented:
3. Committee on Automatic Coupling.
4. Advisory Committee on Salaried Employees.
5. Correspondence Committee on Industrial Hygiene.
6. Correspondence Committee on Accident Prevention.
7. Advisory Committee on Professional Workers.
8. Migration Committee.
10. Technical Committee on Glass Works.

Committees on which the Governing Body is not represented:
1. Committee on the Application of Conventions.
2. Committee of Experts on Native Labour.
3. Correspondence Committee on Social Insurance.
5. Committee on the Conditions of Work of Women.
6. Committee of Statistical Experts.

The Director pointed out in the note that it might be undesirable for various reasons to set it up as an absolute rule that the Governing Body must be represented on all Committees of Experts. Different considerations arose in the case of each committee. There were certain committees in which the representation of the Governing Body was of undoubted value, but there were others on which the presence of a delegation from the Governing Body might present certain disadvantages.

This note was considered at the Sixty-second Session of the Governing Body, when the Governing Body decided that it would not lay down an absolute rule as regards its representation on committees but would consider the case of each committee on its merits.

At its Sixty-third Session the Governing Body considered the case of the Committee of Statistical Experts, in connection with which the whole matter had been raised on the previous occasion. Mr. Oersted said that the employers' group still thought that the Governing Body should be represented on all committees of experts, but that in view of the explanations given by the Director the group would not press for representation on the Committee of Statistical Experts. The Governing Body then decided not to appoint representatives to sit on this Committee. (Minutes of the Sixty-third Session, p. 267.)

At the Seventieth Session (April 1935) Mr. Oersted once more raised the question and suggested that the Governing Body should be represented on the Correspondence Committee on Social Insurance and on the Committee of Statistical Experts. The question was adjourned until the Seventy-first Session. At that session Mr. Oersted asked that as far as the Correspondence Committee on Social Insurance was concerned, the matter should be left open for the present. As regards the Committee of Statistical Experts, however, he pointed out that there was also a Governing Body Committee on Cost of Living and Wages Statistics which dealt with somewhat similar questions, and that there was no connection between the two. He suggested that either the Committee on Cost of Living and Wages Statistics should be maintained, in which case it
should be represented on the Committee of Statistical Experts, or else that it should be abolished, in which case three representatives of the Governing Body should be added to the Committee of Statistical Experts.

It was agreed that a full report on the question of the representation of the Governing Body on Committees of Experts should be submitted to the Governing Body at its present session.

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It may be useful to summarise briefly the considerations which the Office has already on previous occasions brought forward as regards the representation of the Governing Body on Committees of Experts.

In the case of those committees which are of considerable size and consist of experts who are not necessarily very fully acquainted with the machinery and methods of work of the Organisation, the presence of representatives of the Governing Body is of great value in guiding the discussions and ensuring that the experts do not go beyond the scope of the questions submitted to them. Moreover, certain committees may deal with subjects which have repercussions on the general activity and policy of the Organisation as a whole. It is in these cases that it is desirable for the Governing Body to be represented on the committees.

On the other hand, there are certain committees which deal with questions of a specialised technical character to which representatives of the Governing Body may not have any great contribution to make. In these cases there might be a danger that the presence of a delegation from the Governing Body might overload the Committee, especially if it is a very small one, and might alter the technical character of its work. Another important consideration which must be borne in mind is that of expense. In view of the need for economy the sums allowed in the budget for meetings of committees cannot be very large. Moreover, it has been felt for some time past that it is essential to invite a larger number of experts from oversea countries to take part in the work of the committees. If it were necessary to pay the expenses of a delegation from the Governing Body, this would mean that not so many experts could be invited to meetings of committees.

It may also be pointed out once more that the Governing Body in every case fixes the agenda for meetings of committees, considers their reports and decides whether any action is to be taken on the suggestions which they put forward. Thus, it may well be thought that the Governing Body can exercise adequate supervision over committees even if it is not directly represented on them.

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It will be seen from the list which was given above that up to the present there are six Committees on which the Governing Body is not represented.

(1) Committee of Experts on the Application of Conventions.

This Committee is one of a quite special character. It differs from other Committees in that the Governing Body takes no responsibility for its report; indeed the Governing Body has sometimes authorised the Office to communicate that report to Governments before the Governing Body itself has seen it. Representation of the Governing Body on this Committee would be contrary to the whole conception of the Committee and no member of the Governing Body has ever proposed such representation. The Office therefore feels sure that the Governing Body will not wish to be represented on this Committee.

(2) Committee of Experts on Native Labour.

This Committee consists of experts dealing with questions of a specialised character, and the Governing Body has never felt it necessary to appoint representatives to take part in its discussions. No difficulties have hitherto arisen out of the absence of representatives of the Governing Body, and there would therefore seem to be no reason for changing the existing position.

(3) Correspondence Committee on Social Insurance.

The question of representation of the Governing Body on this Committee is left open for the present at the request of Mr. Oersted.

(4) Committee of Experts on Conditions of Work on the Principal European River Systems.

This Committee does not appear likely to meet in the immediate future. It will be remembered that it includes experts appointed respectively by the employers' and workers' groups of the
Governing Body. If, however, it is felt that representation of the Governing Body is desirable, the matter can be considered when a further meeting of the Committee is contemplated.

(5) **Committee of Experts on Women's Work.**

This Committee is a Correspondence Committee whose members are usually consulted by letter. No meeting has as yet been held. There would, however, seem to be no reason why the Governing Body should not appoint representatives to sit on this Committee at any meeting which may be held in future.

(6) **Committee of Statistical Experts.**

It was in connection with this Committee in particular that Mr. Oersted raised the question of representation of the Governing Body. He pointed out that there existed, in addition to this Committee, a Committee on Cost of Living and Wages Statistics consisting of members of the Governing Body, and that although the two Committees dealt with questions which were in many respects similar, there was no connection between them. The Director agreed that there might be a certain duplication of work between the two Committees.

Several methods of remedying this state of affairs were proposed. It was suggested in the first place that joint meetings of the two Committees should be held. The general view appeared to be, however, that this method would be costly and inconvenient. It was also suggested that three representatives of the Governing Body might be added to the Committee of Statistical Experts, in which case it might not be necessary to keep the Committee on Cost of Living and Wages Statistics in existence.

After careful consideration the Office does not consider that this suggestion would give altogether satisfactory results. The Committee of Statistical Experts is a small body consisting of representatives of the statistical departments of a few of the chief industrial countries.

As it is a technical body, whose discussions are purely statistical, there is some reason to fear that the presence of representatives of the Governing Body might somewhat alter the character of its discussions by introducing other than technical considerations. There is also the question of expense to be considered as the Committee is unlikely to be able always to meet at times when the Governing Body is in session.

If it is felt, however, that insufficient attention is given by the Governing Body to the reports of the Committee, it might be suggested that whenever necessary the reports of the Committee of Statistical Experts should be referred to the Governing Body Committee on Cost of Living and Wages Statistics before being examined by the Governing Body itself.

When the agenda of the Committee of Statistical Experts is fixed by the Governing Body, it will be open to any of its members to request that the report should be considered by the Committee on Cost of Living and Wages Statistics before being submitted to the full Governing Body. In this way, the Governing Body would be in a position to give full consideration to the Committee's recommendations, and to exercise even more effective supervision over its work than is at present the case.
APPENDIX XIV.

FOURTEENTH ITEM ON THE AGENDA.

REPORT OF THE OFFICE ON THE COMPOSITION AND FUNCTIONS OF THE CORRESPONDENCE COMMITTEE ON INDUSTRIAL HYGIENE.

At its Seventieth Session (April 1935) the Governing Body had before it a recommendation adopted by the Correspondence Committee on Industrial Hygiene at its meeting of June 1934. The Committee proposed to change its title, if the Governing Body thought fit, to "Correspondence Committee on Industrial Medicine".

The record of the Correspondence Committee on Industrial Hygiene contains the following passage dealing with this point:

"The Committee pointed out the difference in the title of the Office's Service, which now is "Service of Industrial Medicine", and that of the Committee, which is still known as the "Correspondence Committee on Industrial Hygiene".

"It was decided to draw the attention of the Governing Body to this difference, which would disappear if the Committee were given the title of "Correspondence Committee on Industrial Medicine".

During the discussion of this passage of the record of the meeting of the Correspondence Committee on Industrial Hygiene, Mr. Picquenard pointed out that he had already on several occasions drawn attention in the Finance Committee to the tendency which there appeared to be to regard industrial hygiene exclusively from the medical point of view. The change of title which the Committee suggested therefore did not appear to be of a purely formal character, but appeared intended to represent a change in the policy of the Committee. While recognising the extremely important part played by doctors in the study of questions of industrial hygiene, he expressed the view that the Correspondence Committee on Industrial Hygiene had up to the present confined itself too exclusively to the study of the medical aspects of the question and that in order to enable it to develop its study of the non-medical aspects, especially with regard to the prevention of occupational diseases, it would be desirable to include technicians among its members. He also suggested that technicians should be appointed to the Industrial Hygiene Service of the Office.

Several members of the Governing Body supported Mr. Picquenard's observations.

The Governing Body finally decided to maintain the present title of the Correspondence Committee on Industrial Hygiene. It was further agreed that the Office should submit to the Governing Body at a subsequent session a report on the composition and functions of the Correspondence Committee on Industrial Hygiene and the desirability of enlarging that Committee by the addition of technicians and of appointing technicians to the Industrial Hygiene Service of the Office.

The present report is intended to meet the desire expressed by the Governing Body.

* * *

As the Director pointed out to the Governing Body in the discussion which took place at the Seventieth Session, it is important that the Governing Body should have all the facts before it when it takes a decision on a question which affects not merely the title of the Committee in question, but the conception in accordance with which it was established and the lines on which its work has been carried out.

It is therefore necessary first of all briefly to recall the history of the creation of the Industrial Hygiene Service of the Office and the establishment of the Correspondence Committee on Industrial Hygiene.

Industrial Hygiene Service.

The Committee on Unhealthy Processes set up by the Washington Conference, in the report which it submitted to that Conference, expressed the view that "a health section should be formed in the International Labour Office which would keep in touch with the medical departments of the Government offices charged with the application of factory laws".1

The Conference approved this recommendation, and the creation of a health section was therefore contemplated in the memorandum on the organisation of the International Labour

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1 Final Record of the Washington Conference, p. 253.
Office which was prepared by the Organising Committee of the Washington Conference and submitted to the Governing Body at its First Session in November 1919. This memorandum contains the following passage:

"Health. — The special work of this section would be the study of industrial disease and generally of the conditions of work in different industries in regard to their effect on health of workers. The Commission on Unhealthy Processes has already proposed that certain questions should be referred to the health section 1 of the Office for early consideration. The section would keep in touch with and, so far as practicable, co-ordinate industrial health research in different countries and would prepare reports on health questions."

In the memorandum which the Director submitted to the Governing Body at its Second Session (Paris, January 1920), he drew attention to the necessity of creating a health section in the Office. As regards the scope of its work, he stated that "this Section will deal with unhealthy processes, industrial diseases, and industrial hygiene in general ".

The general lines of this memorandum were subsequently approved by the Governing Body. The service which was set up in the Office is subsequently mentioned, more particularly in the documents relating to the budget, under the name of "Industrial Hygiene Section" although no special decision was taken on this point.

During the subsequent reorganisations of the Office which were undertaken from time to time, this service has been maintained and its functions have not been the subject of any new definition.

When reorganisation took place in 1934, the name of the service was changed to "Industrial Medicine Service", although its functions were not modified.

Correspondence Committee on Industrial Hygiene.

This Committee was set up in order to give effect to a resolution adopted by the Washington Conference at the proposal of Dr. Miall, British employers' adviser. The resolution was as follows:

"The Conference resolves that an advisory committee on which the Governments, the employers and the workers shall all be represented shall be appointed without delay to keep in touch with the work of the health section of the International Labour Organisation."

At the Seventh Session of the Governing Body (April 1921), the Director stated in his Report that it appeared necessary not to delay any longer in giving effect to the resolution of the Washington Conference by setting up an Advisory Committee on Industrial Hygiene. He pointed out, however, that the practical application of Dr. Miall's motion, in the spirit in which it was conceived by its author, appeared to present practical difficulties. He accordingly suggested the following procedure:

"(i) A Committee of correspondents would be created, to be chosen country by country from among the qualified persons holding official positions, who would consequently have access to authoritative information on all the points coming within the sphere of the activities of the health service of the International Labour Office. The persons best qualified would appear to be the Medical Inspectors. They could discuss in the first instance the questions which could be submitted to the Health Service or put forward by it.

(2) After taking the opinion of this Committee of Correspondence, which could assist in the collection of necessary documentary evidence, it would be advisable to convene special Mixed Commissions for the definite study of the various questions. These Commissions would include Delegates from the Committee of Inspectors and representatives of the Employers' or Workers' associations interested in the item on the Agenda.

It would be possible also, if necessary, to request the assistance of experts whose competence was recognised."

During the discussion in the Governing Body, Sir Malcolm Delevingne suggested that this proposal should be extended to include not only qualified persons holding official positions, but also qualified experts who were not officials, but who were attached either to industrial establishments or to employers' and workers' organisations. This would meet the Washington resolution and would also avoid unduly large expenditure.

The Director agreed to this suggestion. The Governments were consulted as regards the experts

1 It should be noted that the term "health section" was used in English both in the report of the Committee on Unhealthy Processes and in the memorandum of the Organising Committee. In French the term used was "section médicale" in the former and "section d'hygiène" in the latter document.
to be appointed, and a first list of names was submitted to the Governing Body at its Ninth Session (October 1921). It included the names of:

1. Officials of medical inspection services, labour inspection services or Ministries of Labour;
2. A certain number of experts;
3. Persons attached to employers' or workers' organisations.

There was a considerable amount of discussion on the composition of the Committee, especially as regards the extent to which certain of its members could be regarded as representatives of employers and workers. Mr. Jouhaux, speaking on behalf of the workers' group, read the following declaration:

"The workers' group consider that the Advisory Commission on Industrial Hygiene constitutes a technical Commission composed because of the scientific competence of its members, and outside of any representation of the groups of which the Governing Body of the International Labour Office is composed.

"This Commission should convene representatives of workers, employers and technical officials, especially qualified by their knowledge of industrial hygiene; these should be appointed by their groups to assist in the practical conclusions of the work of the Advisory Commission on Industrial Hygiene."

It was agreed that the Committee should be convened in the near future and that its functions and composition should be discussed at a subsequent session of the Governing Body. The question again came before the Governing Body at its Eleventh Session (January 1922). In the report which he submitted to the Governing Body on this point, the Director drew attention to the very definite distinction which the Governing Body appeared, by its successive decisions concerning the constitution of committees, to have wished to establish between representative committees and scientific committees. He pointed out that the Committee on Industrial Hygiene must necessarily be a committee of the latter kind. He added that the Committee had, at the preliminary meeting which it had recently held, put forward the following recommendation in this connection:

"The Advisory Committee on Industrial Hygiene is of opinion that it should remain purely scientific, it being understood that it may invite the assistance of authorities selected from among the employers and workers'"

After a brief discussion the Governing Body adopted the following resolution:

"The Governing Body resolves that a technical advisory committee for questions of industrial hygiene shall be set up, and it authorises the Director to invite for this end the assistance of such persons as he may deem necessary."

At the Twenty-first Session (January 1924), the title of the Committee, which had hitherto been "Advisory Committee on Industrial Hygiene", was, at the proposal of Mr. Sokal, changed to "Correspondence Committee on Industrial Hygiene", in order to make clear the normal method of consultation of the experts belonging to it.

At its Thirty-eighth Session (February 1928) the Governing Body decided to be represented on the Correspondence Committee on Industrial Hygiene by three of its members, one from each group.

Neither this time nor subsequently, when the Sub-Committee on Accident Prevention which had been attached to the Correspondence Committee on Industrial Hygiene was set up as a separate Committee, were the functions of the Correspondence Committee on Industrial Hygiene altered or further defined.

As has been pointed out above, the Committee itself, at its meeting of June 1934, suggested that its title should be changed to "Correspondence Committee on Industrial Medicine". At its Seventieth Session (April 1935) the Governing Body decided to retain the previous title of the Committee.

At the present time the Correspondence Committee on Industrial Hygiene, the scientific character of which the Governing Body stressed by its previous decisions, includes forty-five members and in addition a group of five persons more particularly interested in questions of industrial physiology. A list of members of the Committee is attached. (Annex A). It should be noted that the members include a certain number of persons whose names appeared on the list submitted to the Governing Body at its Ninth Session either as independent experts or as persons attached to employers' and workers' organisations.

The Industrial Hygiene Service of the Office, in accordance with the principles laid down both by the Conference and by the Governing Body, consists, in addition to two persons engaged in secretarial work, of four officials, three of whom are doctors.
It may be desirable to give an account of the work which has been done both by the Correspondence Committee and by the Industrial Hygiene Service of the Office, and to show to what extent they have dealt not merely with the purely medical aspects of industrial hygiene, but with questions relating to the prevention of occupational diseases or the technical aspects of industrial hygiene.

It may be noted first of all that among the numerous problems of industrial hygiene with which the Office has hitherto dealt, there are a considerable number which relate to the prevention of occupational diseases.

The first task of the Industrial Hygiene Service was to collect, with the assistance of the Committee, the information necessary for preparing the Draft Convention prohibiting the use of white lead, which was adopted by the Conference in 1921. The essential aim of this study of occupational technique was the prevention of lead poisoning.

A cognate question which has also been dealt with was that of research with a view to the suppression of the use of lead compounds in enamelling on cast iron.

In another sphere, that of the prevention of anthrax, extensive information was collected and supplemented by a series of practical experiments carried out in collaboration with technical experts and manufacturers in several countries. This was used as a basis for draft regulations of a technical character for the prevention of anthrax in the wool, hides and skins industries.

Another of the subjects dealt with includes aspects connected with health, prevention, and technical conditions. This is the question of the hygiene of the eye. The Industrial Hygiene Service published a study on "Eye-strain in Industry", which was soon sold out, and a new edition, brought up to date, is to be prepared shortly in response to numerous requests. Mention may also be made of the publication on colour vision tests, which relates more particularly to the transport industry.

The Office based its work on the principles both of hygiene and prevention in preparing its "Standard Code of Industrial Hygiene" which was carefully studied and discussed by the Correspondence Committee. The same applies to the preparatory studies on "Medical Inspection in Industry" and "Periodical Examination in Unhealthy Processes" as well as to the information compiled on the questions of silicosis, solvents, cancer and hygiene in mines.

The prevention of occupational diseases has thus never ceased to be one of the main preoccupations both of the Industrial Hygiene Service and of the Correspondence Committee.

The more specially technical aspects of industrial hygiene have also not been neglected in the research work which has been done. Apart from the researches which have already been mentioned, attention may be drawn to the publications of the Office on lighting and the series of articles prepared for the Encyclopaedia "Occupation and Health" on the subjects of ventilation, heating, air in workrooms, etc.

It will be seen that the Office, whenever necessary, consults technicians in order to supplement the information of a more specially medical character which it already possesses on any particular problem. As has already been shown, it has not merely consulted technical experts, but has carried out experiments with the assistance of technical specialists in Belgium, Great Britain and Italy as regards the disinfection of hides and skins. In preparing the publication on eye-strain in industry, it secured the valuable assistance of two British experts, Mr. Gaster and Mr. Dow. For the preparation of eighteen technical articles in the Encyclopaedia "Occupation and Health" as well as for various other technical researches, it obtained assistance from chemists, factory inspectors, engineers and radiologists in several important countries. It also had recourse to the aid of well-known and highly qualified technical experts for the preparation of the chapters relating to the methods of control of lighting, ventilation, humidification and methods of dust, gas and fume analysis, which form part of a study now in contemplation concerning methods of research for application in the practice of industrial hygiene.

It has been suggested that a technical expert should be engaged in the Industrial Hygiene Service of the Office and that a certain number of experts should be appointed to the Correspondence Committee on Industrial Hygiene, who might either be officials of the competent Government departments or persons attached to employers' or workers' organisations.

Like every other branch of modern science, industrial health technique is becoming more and more complex, and it would be extremely difficult, if not impossible, to find a technical expert who would be really competent on all the very varied subjects for which the Service requires technical advice. Even in national factory inspection services, a very high degree of specialisation has come about quite naturally. A similar development has led to the creation of great international associations dealing with industrial health questions which have specialised in problems of lighting, heating, ventilation, air-conditioning, etc. In addition, there are large firms for technical hygienic installations (ventilation, lighting, humidification, etc.) which possess laboratories, libraries and a highly trained staff and which have become first-class research centres with which the Hygiene Service has frequently established contact for the purpose of obtaining information, and always to its entire satisfaction.

In these circumstances it seems doubtful whether it would be really useful to appoint as a member of the Hygiene Service a technical expert who would almost inevitably have specialised to some extent on one particular question. The method followed up to the present has been
to obtain the assistance of the most eminent specialists for the study of the extremely varied technical questions with which the Hygiene Service has had to deal, and this appears always to have given satisfactory results. This method seems much better calculated to enable the Office to secure the authoritative technical advice which it requires in each particular case than the engagement of a single technical expert. The presence of such an expert would not make such technical consultations unnecessary, while his specialised activity might not find sufficient scope in the problems studied by the Office.

As regards the Correspondence Committee on Industrial Hygiene, the position would seem to be somewhat different, and it is thought that it would be desirable, as Mr. Picquenard suggested, to appoint as members of that Committee a certain number of technical experts of recognised eminence. The assistance of such experts could not fail to enhance the authority of the Committee’s work. The Office would continue, as in the past, to consult technical experts on particular points, but in addition to this it is thought that if in the Committee itself the experience of industrial health questions acquired by doctors were confronted with that of technicians acquainted with the practical conditions under which industrial health measures can be applied, it would, in many cases, facilitate the adoption of practical solutions of the problems considered.

Clearly there can be no question of completely changing the character of the Committee by extending its already large membership by the appointment of a large number of technical experts. It would, however, be possible, without unduly widening the membership of the Committee, to appoint a few technical experts who have not specialised too narrowly on particular questions of industrial health. Just as new members have been appointed to the existing Committee as occasion required (e.g. the appointment of experts on silicosis), the technical side of the Committee could also be strengthened later on as the study of new problems was taken up.

Such a strengthening of the Correspondence Committee would supplement the occasional collaboration of the technical specialists to whom the Industrial Hygiene Service already has recourse, and would at the same time meet the views expressed by Mr. Picquenard and those members of the Governing Body who supported him.

If the Governing Body accepts this solution, proposals could be submitted at the session of February 1936 with a view to the appointment of a few specially qualified technical experts. In making its proposals, the Office would give first consideration to any persons whose names might be suggested by members of the Governing Body.

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**ANNEX A**

**LIST OF MEMBERS OF THE CORRESPONDENCE COMMITTEE ON INDUSTRIAL HYGIENE.**

**Representatives of the Governing Body of the International Labour Office:**

- **Government group:** Mr. Jurkiewicz.
  - substitute: Mr. Estrada Cajigal.
- **Employers’ group:** Mr. Gérard.
  - substitute: Mr. Tzaut.
- **Workers’ group:** Mr. Johanson.
  - substitute: Mr. Serrarens.

**1. Experts on questions of Industrial Hygiene.**

- Prof. E. Agasse-Lafont (French).
- Dr. B. Albert (Czechoslovak).
- Prof. Biondi (Italian).
- Dr. Bogo Koinuma (Japanese).
- Dr. Brezina (Austrian).
- Dr. Bridge (British).
- Dr. Chajes (German).
- Dr. E. H. Collis (British).
- Prof. Cristiani (Swiss).
- Dr. Grant Cunningham (Canadian).
- Dr. Di Donna (Italian).
- Dr. Leroy V. Gardner (United States).
- Dr. O. P. Geier (United States).
- Dr. Glibert (Belgian).
- Dr. S. V. Gudjonsson (Danish).
- Dr. Hamilton (United States).
Dr. Heim de Balsac (French).
Dr. Jinnosuke Hoshiai (Japanese).
Dr. Henri Hummel (Polish).
Dr. L. Irvine (South African).
Dr. Kabrehi (Czechoslovak).
Dr. Kranenburg (Netherlands).
Dr. Langelez (Belgian).
Dr. J. Loewy (Czechoslovak).
Dr. O. Lorange (Norwegian).
Dr. G. Loriga (Italian).
Dr. Madsen (Danish).
Prof. E. Martin (French).
Dr. Mavrogordato (South African).
Dr. Keith Moore (Australian).
Dr. Nowakowski (Polish).
Dr. Antonio Oller Martinez (Spanish).
Sir Thomas Oliver (British).
Dr. A. J. Orenstein (South African).
Dr. Diego Hernandez Pacheco (Spanish).
Dr. Pieraccini (Italian).
Dr. Rajchman (Polish).
Dr. Joseph Rocek (Czechoslovak).
Dr. R. R. Sayers (United States).
Prof Stampar (Yugoslav).
Dr. Teruoka (Japanese).
Dr. C. Tovo (Italian).
Dr. de Vasconcellos (Portuguese).
Prof. C. E. A. Winslow (United States).
Prof. C. Wirgin (Swedish).

2. Experts on questions of Industrial Fatigue.

Mr. F. Lee (United States).
Sir David Munro (British).
Mr. Charles S. Myers (British).
Prof. M. L. Patrizi (Italian).
Mr. D. R. Wilson (British).
FIFTEENTH ITEM ON THE AGENDA.

REPORT OF THE OFFICE ON THE EXCEPTIONS IN INTERNATIONAL LABOUR CONVENTIONS AND ON THE EXISTING POSITION OF PROTECTIVE LEGISLATION IN COUNTRIES WHICH HAVE RATIFIED NONE OR VERY FEW OF THE CONVENTIONS (EFFECT GIVEN TO THE GOVERNING BODY'S DECISION RELATIVE TO MR. DE MICHELIS' PROPOSAL CONCERNING THE EXTENSION OF LABOUR LEGISLATION).

At its Seventieth Session (April 1935), the Governing Body considered a note which had been submitted to it by the Office at its Sixty-eighth Session (September 1934) on Mr. de Michelis' proposals relative to the possible extension of the scope of international labour Conventions. Mr. de Michelis had explained his proposals in a letter dated 29 April 1934, a copy of which was attached to the note submitted to the Governing Body at its Sixty-eighth Session.\(^1\) The Office note gave a detailed analysis of Mr. de Michelis' proposals and suggested practical steps for giving effect to them.

At the Seventieth Session an exchange of views\(^2\) took place on this question, during which Mr. de Michelis explained the reasons underlying his proposals. This exchange of views led to a certain number of conclusions which will be referred to below.

Mr. de Michelis' proposals, it will be remembered, were prompted by the fact that there are still large classes of workers who are wholly or partly excluded from the protection of international labour legislation, either because they are not included in the scope of existing Conventions, or because they come within the exceptions provided for by the Conventions, or because they belong to countries in which social legislation is very undeveloped and which consequently have ratified none or very few of the Conventions. A first study had shown that there were three different aspects to the problem.

In the first place it seemed necessary to consider whether the exceptions in existing Conventions were still justified under present conditions and whether it would not be desirable to cancel, or, at least, to restrict them.

In the second place it seemed desirable to consider whether certain classes of workers, and in particular agricultural workers and seamen, should not be brought under the protection of international labour Conventions in so far as they were not already covered by such Conventions.

Finally there was a third aspect to the problem, namely the position of workers who did not enjoy any protection or very little protection because they lived in countries where social legislation was very undeveloped.

After examining these different aspects of the problem, the Governing Body, at its Seventieth Session, took the following decisions:

1. It instructed the Office to draw up first a report of the existing position in regard to the exceptions provided for in the various international labour Conventions, and secondly, in accordance with Mr. Mannio's proposal, a report on the application of Recommendations in the different countries. These reports are given in an appendix to this note.\(^3\)

2. As regards the inclusion of certain classes of workers in the scope of international labour Conventions, the Governing Body requested the Committee on Agricultural Work which, by a previous decision of the Governing Body, was to consider a report on the position of agricultural workers in regard to international labour Conventions, to make recommendations as to the steps which might be taken to afford a greater measure of international protection to agricultural workers. In the case of seamen, the Governing Body decided to request the Joint Maritime Commission to make a similar examination of the position of those workers in regard to international labour legislation.

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\(^1\) See minutes of the Sixty-eighth Session of the Governing Body (September 1934), pp. 384-389.

\(^2\) See minutes of the Fifth Sitting of the Seventieth Session of the Governing Body (April 1935).

\(^3\) It has not been considered necessary to print here these reports, which have been submitted to the Committee set up to consider the periodic reports on the application of Conventions.
3. Finally, as regards workers in countries where social legislation is very undeveloped, the Governing Body instructed the Office to draw up a report on the present position of protective labour legislation in countries which have ratified none or very few of the Conventions. The Office has begun that report but, as will be readily understood, it is a task which will take some considerable time to accomplish. When the work is sufficiently advanced, the Office will submit a report to the Governing Body, which can then consider what steps should be taken.

In addition to the decisions on the three aspects of the problem referred to, the Governing Body approved certain practical suggestions proposed by the Office in order to give effect to Mr. de Michelis’ proposals. In the report submitted to the Governing Body at its Seventieth Session, the Office pointed out that one of the functions of the Governing Body was to submit to the Conference ten-yearly and five-yearly reports on the application of Conventions and that when sending forward those reports, it was called upon to decide whether or not it would make proposals for the revision of those Conventions. The Office consequently suggested that the Governing Body might set up a permanent Committee to examine the ten-yearly and five-yearly reports, in the light of the considerations contained in Mr. de Michelis’ letter, and to make recommendations for the revision of the Conventions in every case in which it was of opinion that such Conventions provided for exceptions which were no longer justified. The Governing Body approved that proposal and decided to set up a special Committee for that purpose. In the Director’s Report, the Governing Body is requested to constitute that Committee at this session. When the Committee has been appointed, the attached reports on the exceptions provided for in existing Conventions and on the application of the Recommendations could be submitted to it in order to assist it in its work.
APPENDIX XVI.

SIXTEENTH ITEM ON THE AGENDA.

REPORT OF THE FINANCE COMMITTEE.

The documents relating to this item on the agenda, which was considered by the Governing Body in private, are printed separately.
APPENDIX XVII.

SEVENTEENTH ITEM ON THE AGENDA.

REPORT OF THE COMMITTEE ON WORKERS’ SPARE TIME.

The Committee of three members appointed by the Governing Body at its Seventieth Session, April 1935, to study the desirability of constituting a Committee of Experts on Workers’ Spare Time, met on 18 October 1935 at 3 p.m., with Mr. Rice in the Chair.

The Committee took note of the report of the Office (C.L.T./I. 1.1935). After an exchange of views, the Committee considered that it was not in possession of all the information which it would require in order to submit a final report to the Governing Body at the present stage.

The Committee accordingly decided:

1. To request the Governing Body to prolong its term of office in order to enable it to submit to the Governing Body, at its session of February 1936, proposals on the desirability of constituting a Committee of Experts on Workers’ Spare Time, and on the nature and composition of such a Committee;

2. To request the Governing Body to instruct the Office to prepare, in order to assist the Committee to draw up definite proposals, a report on the measures taken in the various countries for the utilisation of workers’ spare time and on the organisations working in this field.
APPENDIX XVIII.

EIGHTEENTH ITEM ON THE AGENDA.

REPORT OF THE COMMITTEE ON SOCIAL CHARGES.

The Committee on Social Charges held its fifth session at the Office on 18 October 1935, Mr. Yoshisaka being in the Chair.

The following were present at the session:

**Government member:**
Mr. Yoshisaka.

**Employers’ members:**
Mr. Kirkaldy, substitute for Mr. Forbes Watson.
Mr. Vaněk.

**Workers’ members:**
Mr. Jouhaux, substitute for Mr. Caballero.
Mr. Johanson.

Also present at the session: Mr. Lecocq.

The following item was on the agenda of the session:

Examination of national studies on social services in 1933 drafted by the Office.

1. **Report by the Office.**

At its Sixty-fourth Session (October 1933), on the motion of the Committee on Social Charges, the Governing Body of the Office decided that the Office should undertake the preparation of a second edition of a volume on “Social Services” and that this second edition should describe the working of social services in 1933.

Before proceeding with the preparation of this second edition, the Office, in a letter dated 17 February 1934, requested the members of the Committee on Social Charges to be good enough to suggest any changes in the plan followed for the first edition which they might think necessary. No change having been suggested, the second edition was prepared in accordance with the same plan as the first.

Between April 1934 and June 1935 the Office drafted national monographs on the social services of the following 38 countries.

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In accordance with the procedure adopted for the first edition, these monographs were transmitted to the competent national departments, which were requested to check and complete them, especially in the matter of statistics for 1933.
By 15 September 1935 the Office had received from the national departments the additional information required and statistics from the following 27 countries:  

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<td>France</td>
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The Office has been able to complete the editing, translation and printing in the two official languages of the monographs relating to the following countries:

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<td>United States of America</td>
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After being examined by the Committee on Social Charges the monographs relating to these 19 countries will be collected and issued as Volume I of the second edition of the “International Survey of Social Services”.

The monographs relating to the other countries will form Volume II of the Survey.

II. Examination of national monographs.

The examination of the national monographs gave rise, on the part of several members of the Committee, on the one hand to observations on certain details of the social services of some of the countries, and on the other hand to general observations concerning the manner in which the monographs were drafted or the way in which the plan of the Survey had been applied.

Observations on details of certain monographs.

These observations referred to the absence of certain data, to apparent contradictions in the statistics and to passages the drafting of which was perhaps not sufficiently clear.

On several points the representatives of the Office were able to give the necessary explanation. On other points additional information will be requested from the national departments.

General observations on the manner of drafting monographs.

1. — Running heads.

In reply to a question by a member of the Committee, it was confirmed that, as in the first edition, "running heads", showing at the top of each page the name of the country concerned, would be inserted in the published text, in order to facilitate consultation of the volume.

2. — Mention of texts published in the Legislative Series.

The Committee was of the opinion that it would be desirable to insert at the beginning of each study on a social service, in the paragraph on its legal basis, a reference to the texts published in the Legislative Series of the Office.

This rule will be observed in the preparation of a later edition of the Survey of Social Services.

3. — Scope of services.

A member of the Committee pointed out that it was not always possible to ascertain from some of the monographs whether certain classes of workers (in particular, agricultural workers and seamen) were or were not covered by the social service in question.

In correcting the proofs the Office will add the necessary details.

4. — Number of beneficiaries.

A member of the Committee pointed out that the number of beneficiaries was not indicated in some of the monographs, although this information was very important.

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1 The Office has since received the monographs on the social services of New Zealand.
The representatives of the Office replied that these figures had been requested from the national departments but that in some cases they had not been received.

The Committee asked the Office when preparing a later edition of the Survey to draw the attention of the national departments particularly to the desirability of stating the number of beneficiaries.

5. — Wage classes.

A member of the Committee asked that the wage classes prescribed by numerous insurance laws for the calculation of contributions and benefits should be reproduced in full and that for each class the amount of the contribution and of the benefit should be shown.

A representative of the Office explained that to include wage classes in the monographs already drafted would mean considerable and expensive changes, and that, further, in the case of numerous schemes of invalidity, old-age and widows' and orphans' insurance it is impossible to state the amount of the pension, which does not represent a certain percentage of wages but is calculated in accordance with somewhat complicated rules.

The Committee nevertheless requested the Office to give as complete information as possible on wage classes in a later edition of the Survey.

6. — Financial resources.

A member of the Committee remarked that in the case of insurance laws the rate of contributions was not always stated and that in some cases the statistics did not show separately workers' contributions and employers' contributions.

A representative of the Office explained that this information had been requested from the national departments but that some of them had not been able to supply it.

In connection with a later edition of the Survey, the Government departments will be asked to make the necessary distinction.

Observations on the application of the plan of the survey.

A member of the Committee was able to show that some of the social services included in certain national monographs seemed to go beyond the scope of the Survey as defined in the plan which had been adopted by the Governing Body on the motion of the Committee. His observations referred particularly to a monograph which appeared to relate chiefly to the war-disabled, to several monographs concerning voluntary social insurance institutions which are not subsidised by the State or by employers, and to several monographs which include expenditure for public works undertaken in order to provide work for the unemployed.

After a short discussion the Committee agreed that the monographs could be published as they stood, but that at a later session the general plan of the Survey might be reconsidered. The Office should submit to the Committee a report indicating any difficulties of interpretation to which the application of the plan had given rise and any changes or closer definitions which it would be desirable to introduce, regard being had to views expressed by national departments or any published reviews of the first and second editions.

In this connection the Office will include in the introduction to the second edition a statement to the effect that, as the result of divergent interpretations of some of the rules laid down in the plan, a few of the monographs would appear in certain respects to exceed the scope of the plan.

Publication of Volume I of the Survey of Social Services 1933.

The Committee recommends the Governing Body to authorise the Office to publish Volume I of the International Survey of Social Services 1933. Volume I will comprise those monographs, relating to 19 countries, which have been examined by the Committee at this session.

III. Preparation of Volume II.

The Committee has decided that the Office should proceed with the drafting of the national monographs which will constitute Volume II of the Survey. In accordance with the usual procedure these monographs will be submitted in proof to the Committee which will meet in connection with a subsequent session of the Governing Body.

The question has arisen whether it would be desirable to include in Volume II the monographs for those countries which have not supplied the Office with the additional information which has been asked of them, especially statistical information.

It has been decided that the Office should address to the departments of the countries concerned a letter informing them that the Committee is in favour of publishing all the monographs, whether complete or not.

At its next session, however, the Committee will decide for each national study whether it should be included or not, having regard to the completeness of the information available.

It requests the Governing Body to authorise the Director of the Office to hold a session of the Committee on Social Charges, in connection with a later session of the Governing Body; as soon as the monographs which will constitute Volume II of the International Survey of Social Services 1933 are ready to be examined.
APPENDIX XIX.

NINETEENTH ITEM ON THE AGENDA.

REPORT OF THE COMMITTEE ON AGRICULTURAL WORK.

As the Committee on Agricultural Work was unable to meet before the Seventy-third Session of the Governing Body, the consideration of its report was adjourned until the Seventy-fourth Session.
APPENDIX XX.

TWENTIETH ITEM ON THE AGENDA.

RECORD OF THE MEETING OF THE CORRESPONDENCE COMMITTEE ON ACCIDENT PREVENTION.

The Correspondence Committee on Accident Prevention held its eighth session at the Swiss National Accident Insurance Institute, in Lucerne, from 10-12 October 1935.

The agenda of the session was as follows:

1. Discussion of a draft model code of safety regulations respecting scaffolding and hoisting machinery used in building construction.
2. Discussion of a draft monograph on safety in the use of abrasive wheels.
3. Discussion of a draft monograph on safety in the use of ladders.
4. Discussion of the questions to be studied in 1936.
5. Miscellaneous.

The following members were present:

Mr. Ruiz Manent, Spain
Mr. Ch. Tzaut, Switzerland
Mr. Z. Zulawski, Poland
Mr. Caen, France
Mr. Canon, Belgium (substitute for Mr. Deladrière)
Mr. Colombo, Italy
Mr. Delauney, France
Mr. Gabrielson, Sweden
Mr. Hendrych, Austria
Mr. Kjaer, United States
Mr. Morley, Canada
Mr. Pfisterer, Hungary
Mr. Scholte, Netherlands
Mr. Stevenson Taylor, Great Britain
Mr. A. Tzaut, Switzerland
Mr. Van de Weyer, Belgium.

Mr. Deladrière (Belgium) and Mr. Massarelli (Italy) were unable, for reasons of health, to attend the meeting.

The following were also present:

Mr. Dorido, representative of the Syndicat Général de Garantie du Bâtiment, Paris (accompanying Mr. Caen).
Mr. Helfenstein, Chief of the Safety Service of the Swiss National Accident Insurance Institute, Lucerne (accompanying Mr. A. Tzaut).
Mr. Winkel, Factory Inspector, The Hague, Reporter on the first item on the agenda.

The Committee met under the chairmanship of Mr. A. Tzaut and devoted seven sittings to the discussion of the various items on its agenda.

1. Draft model code of safety regulations respecting scaffolding and hoisting machinery in building construction.

As will be remembered, the Correspondence Committee, at its seventh session, appointed a Sub-Committee consisting of Mr. Deladrière, Mr. Stevenson Taylor, and Mr. Winkel to draw up, in collaboration with the Office, draft general regulations for building construction work.
However, in consequence of the decision taken by the Governing Body at its Sixty-ninth Session to limit this item on the agenda of the 1936 Session of the International Labour Conference to "Safety provisions for workers in building construction with reference to scaffolding and hoisting machinery", the work of the Sub-Committee was limited to the drafting of a model safety code for the erection and use of scaffolding and hoisting gear.

This draft model code prepared by Mr. Winkel on the bases laid down by the Sub-Committee was discussed in great detail by the Correspondence Committee, and a considerable number of amendments to the proposed draft were adopted. A summary of the more important of these amendments is given below.

a) **Scaffolding.** — The Committee considered that while all material used for the erection of scaffolding should be of good and suitable quality, it was not desirable to fix any safety factors for material used for the construction of ordinary timber scaffolding. It was agreed, however, that such factors should be fixed for parts such as wire ropes or cables, used for supporting suspended scaffolds.

With regard to working platforms the Committee found that while the thickness of the board or planks forming part of such platforms should be in proportion to the distance between the putlogs, boards less than 25 mm. thick should not be recommended for such purposes. For all working platforms more than 2.0 m. above the ground or floor handrails and toe-boards were considered necessary.

On the other hand the Committee felt that the requirements in force in some countries, viz. that an additional safety platform must be provided at a distance of not more than 1.5 m. below every working platform, was too far-reaching and should not be included in the model code.

As regards the suspended ladder scaffolds used in some countries the majority of the Committee was of opinion that these were unsafe and should not be dealt with in the code, since the mere fact that they were mentioned there might lead to their introduction in other countries.

Several members of the Committee held the view that exemption from the regulations on suspended scaffolds should be provided for small scaffolds, such as the so-called "boatswain's chairs" etc., used by only one person.

In considering the question of fencing of floor and wall openings in buildings under construction the Committee recommended that such openings should be fenced in all cases, provided that such fencing might be removed for the time and to the extent necessary to allow the access of workmen or the movement of material.

As regards protection of workers employed on roofs the requirements proposed by the Sub-Committee were extended to include safety belts and life lines.

Finally, it was decided to include in the chapter on scaffolding a special paragraph dealing with safety measures against accidental contact with electric wiring and apparatus, such measures to be prescribed even in the case of low-tension equipment.

b) **Hoisting Machinery.** — In connection with the marking of the maximum permissible load on cranes and other hoisting machinery used in building construction, for loads of 1000 kg. or more, the Committee adopted an amendment to the effect that on cranes with a movable counterpoise the actual weight and position of the counterpoise should be indicated in each particular case by a diagram affixed in the driver's cab.

The Committee was agreed that when work is interrupted on a building site no load should be left suspended from a crane, crab or winch. It was further agreed that, in addition to efficient brakes, all cranes etc. should be equipped with such other safety devices as might be necessary to prevent loads from falling.

With regard to the attachment of loads the Committee recommended the insertion in the draft code of a section requiring due regard to be paid to the angle between the legs of slings as a factor affecting the carrying capacity of the slings.

Dealing with the testing of cranes and the indication of the safe working load the Committee considered it necessary to insert a regulation to the effect that the safe working load should in no case exceed the load indicated by the maker of the crane.

In connection with the requirement that jib cranes should be provided with automatic safe load indicators combined with warning signals some members of the Committee stated that such apparatus was unknown in their countries and expressed doubts whether really reliable types of such indicators were available. To this, other members replied that in their countries automatic safe load indicators had been used with great success for several years and that a number of types satisfying the requirements proposed in the draft code were on market. The Committee adopted the proposed regulation but considered that cranes for loads up to 1000 kg., guy derrick cranes and hand cranes used for erecting or dismantling building cranes should be exempted from this requirement.

As regards the simultaneous use of two cranes for the lifting of heavy objects the Committee was unanimous in considering that such operations should always be carried out under the direction of a responsible person.
The proposed requirements for the walling in of shafts for, and the enclosure of approaches to, building hoists being considered by the Committee as far too strict, it was left to the Office to redraft these sections. A proposal that platforms of building hoists should be provided with safety catches was rejected by the Committee.

On the other hand, it was agreed to insert a new sub-section requiring chains, wire ropes, and slings to be periodically tested by an independent and particularly competent person and the results of these tests to be noted in a special register.

Finally, the Committee decided to insert in this part of the draft code a regulation requiring reliable earthing to be provided for electric motor frames and other parts of lifting appliances liable to become electrically charged.

2. **Monograph on Safety in the Use of Abrasive Wheels.**

This monograph, which was prepared by Mr. Stevenson Taylor and modified by him on the basis of the decisions taken at the seventh session of the Committee, was considered in second discussion.

As regards the maximum permissible speeds for abrasive wheels, some members pointed out that in the United States of America higher speeds were used than those laid down in the draft monograph. The Committee decided, however, to maintain the limits indicated in the monograph, which are in accordance with the British code.

It was further decided that in the monograph all speeds should be given in metres per second and in feet per minute and that all tables showing the dimensions of borings, flanges, etc., should be in millimetres and in inches as well.

The Committee also asked the reporter to insert in the monograph two new paragraphs, one dealing with the position of grinding machines in the workshops and the other with speed-limiting devices on such machines, especially on those driven by certain types of electric motors or by compressed-air motors.

Concerning the precautions against accidents other than those caused by bursting of wheels it was agreed to mention the leather flaps used in Great Britain and to insert a new illustration showing a type of protective screen used in the Netherlands.

As regards dust exhaust systems the Committee considered that the figure (30°) given in the monograph for the angle between main and branch ducts was too high. It was agreed that for such joints an angle of 5 to 8° should be recommended.

It was understood that in the second part of the monograph dealing with national legislation the American Safety Code for Abrasive Wheels should be reproduced.

3. **Draft Monograph on Safety in the Use of Ladders.**

In view of the considerable length of time spent on the discussion of the foregoing items on the agenda this draft monograph, prepared by Mr. Deladrière, could not be discussed in detail by the Committee. After considering a few general points, the Committee therefore agreed that the draft should be referred back to the reporter, together with the observations submitted by the various members. The reporter was asked to consider to what extent these observations could be taken into account and to submit his draft to the next session of the Committee.

4. **Questions to be studied in 1936.**

The discussion of this item on the agenda was preceded by an exchange of views on the methods of work of the Committee, with particular regard to the preparation of monographs.

Up to now the procedure has been as follows:

The reporter's draft has been translated by the Office and submitted by it to all members of the Committee, who have then sent in their observations; these have been translated and distributed in their turn to the reporter and the other members and submitted together with the draft for a first discussion by the Committee. In the light of the first discussion the reporter has next been requested to complete (or partially redraft) his monograph, which has subsequently been discussed a second time at the following session of the Committee.

It cannot be denied that in some cases the observations submitted by the members on proposed draft monographs have either been received so late or required so much time for translation that they could not be distributed to the other members long enough before the sessions; and it must be admitted that this has contributed to some extent to prolonging the first discussion of the monographs.

For these reasons the Committee considered that the procedure might be simplified if a greater number of draft monographs, say, four or five, were prepared simultaneously and more time were allowed both for the actual drafting work and for the submission of observations by the different members. It was also felt that the reporters should play a more prominent part.
in the discussion; with that end in view the Committee expressed the wish that in future the Office should immediately transmit the observations by the various members to the reporter, who should then co-ordinate them and, at the beginning of the discussion on each particular point, survey the observations submitted and state whether, in his opinion, they should be accepted or not. The Committee held the view that while this method would facilitate the first discussion it would still be necessary to maintain the double discussion procedure.

Another point brought up by the Committee in this connection was the length of the session (which, in the past, has generally been fixed at three days); it was found that for an ordinary session three days was sometimes too short and that in future four days should be provided. To meet the objection that such a prolongation of its sessions would mean an increase in cost for the Office, the Committee unanimously declared its willingness to sit four days and receive subsistence allowance for only three.

After this exchange of views the Committee selected the following subjects for new monographs to be prepared in 1936-1937:

1. Safe handling of corrosive liquids. (Reporters: Mr. Morley and Mr. Kjaer).

2. Protection of hands and feet of workers employed in metal working shops and iron foundries. (Reporter: Mr. Van de Weyer).

It was further decided to redraft entirely the monograph on "Protective Screens" and to appoint as new reporters on this question Mr. Van de Weyer and Mr. Deladrière.

With regard to the monograph on "Masks for protecting the respiratory organs against injurious substances", the reporter, Mr. A. Tzaut, informed the Committee that the draft would probably not be ready before 1937.

The Swiss National Accident Insurance Institute, at whose invitation this session was held in Lucerne, arranged for demonstrations to be given of the Institute's guards for spindle moulding machines and circular saws, and the use of its welding masks and protective goggles.

The Committee also had an opportunity of seeing a film produced by the Institute showing the use of its guards for spindle moulding machines, and five films produced by the Association of Belgian Manufacturers showing the course of typical industrial accidents. Both the demonstrations and the cinematograph performance were followed with great interest by all members of the Committee.

In concluding this record the Office wishes to express its most cordial thanks to the Swiss National Accident Insurance Institute for its kind invitation to hold the session of the Correspondence Committee at Lucerne and for everything that it has done to facilitate the Committee's work.
APPENDIX XXI.

TWENTY-FIRST ITEM ON THE AGENDA.

THE DIRECTOR'S REPORT.

Since the last session of the Governing Body, the Office has been engaged in carrying out the work resulting from the decisions of the Conference and in preparing for the 1936 Session as well as the various other meetings which are to take place. An account of the stage reached in the work of the Office on various questions, as well as of the various matters which require a decision from the Governing Body, will be found in the present report.

Obituaries.

In the last few months the International Labour Organisation has suffered a number of losses which will be deeply felt.

Members of the Governing have already been informed of the death of Mr. Leo Winter, Czechoslovak Government representative on the Governing Body and senior delegate of the Czechoslovak Government to the Nineteenth Session of the Conference, at which he was Chairman of the Committee on the Maintenance of Pension Rights. Mr. Winter was also a valued member of the Correspondence Committee on Social Insurance. He had devoted his whole life to questions of social policy, particularly in connection with social insurance and hours of work. He was the first Minister of Social Welfare of the Czechoslovak Republic, and it was he who organised his Department and laid the foundations of the social legislation of his country. His early death has deprived the Organisation of a valued friend and warm supporter.

The Office was represented at the funeral of Mr. Winter by the Director, who expressed the deep regret felt at the death of Mr. Winter on behalf of the Governing Body of the Office.

The Governing Body will also be sorry to hear of the death of Mr. Hueber, who was for many years Austrian workers' deputy member of the Governing Body, and was Austrian workers' delegate at the 1925 Session of the Conference. The active and useful part which he played in the work of the Governing Body will certainly be remembered.

The Organisation has lost another collaborator of many years' standing by the death, in an aeroplane accident, of Mr. Razza, Italian Minister of Public Works. For a number of years preceding his appointment as Minister, he attended the Conference as Italian workers' delegate, where he enjoyed general esteem even among those whose opinions differed from his.

It is also unfortunately necessary to record the death of Mr. Moser, Professor of the Science of Insurance at the University of Berne, who was a member of the Special Commissions set up under Article 312 of the Treaty of Versailles to regulate the transfer of social insurance funds between Germany and France and between Germany and Poland. The valuable work which he did on these Commissions was greatly appreciated.

The Director also regrets to inform the Governing Body of the death of Miss Pelevilain, member of the Correspondence Committee on Women's Work. Miss Pelevilain had taken an active part in the organisation of women's unions and kindred institutions in connection with the French Confederation of Christian Trade Unions. Her loss will be deeply regretted by all those who worked with her.

The Office itself has recently lost two valued members of its staff, Mr. Asari, Director of the Tokyo Branch Office, and Father Achille Danset. Both of these members of the staff had done admirable work for the Office and will be deeply regretted by all their colleagues.

The Director has already sent condolences to the families of the persons mentioned above or to the Governments and organisations which they represented. The Governing Body will no doubt also wish to send an expression of sympathy.

International Labour Legislation.

The following official information concerning the ratification of Conventions has reached the Office since the Seventy-first and Seventy-second Sessions of the Governing Body.
Ratifications registered.

<table>
<thead>
<tr>
<th>Country</th>
<th>Convention</th>
<th>Date of adoption of Convention</th>
<th>Date of registration by the Secretariat of the League of Nations</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Africa:</td>
<td>No. 41: Night Work (Women) (Revised).</td>
<td>1934</td>
<td>28/5/35</td>
</tr>
<tr>
<td>Australia:</td>
<td>No. 7: Minimum Age (Sea)</td>
<td>1920</td>
<td>28/6/35</td>
</tr>
<tr>
<td></td>
<td>No. 8: Unemployment Indemnity (Shipwreck)</td>
<td>1920</td>
<td>&quot;</td>
</tr>
<tr>
<td></td>
<td>No. 15: Minimum Age (Trimmers and Stokers)</td>
<td>1921</td>
<td>&quot;</td>
</tr>
<tr>
<td></td>
<td>No. 16: Medical Examination, Young Persons (Sea)</td>
<td>1921</td>
<td>&quot;</td>
</tr>
<tr>
<td>Austria:</td>
<td>No. 27: Weight of Packages transported by Vessels</td>
<td>1929</td>
<td>16/8/35</td>
</tr>
<tr>
<td>Bulgaria:</td>
<td>No. 26: Minimum Wage-fixing Machinery</td>
<td>1928</td>
<td>4/6/35</td>
</tr>
<tr>
<td></td>
<td>No. 27: Weight of Packages transported by Vessels</td>
<td>1929</td>
<td>4/6/35</td>
</tr>
<tr>
<td>Cuba:</td>
<td>No. 10: Minimum Age (Agriculture)</td>
<td>1921</td>
<td>22/8/35</td>
</tr>
<tr>
<td></td>
<td>No. 11: Rights of Association (Agriculture)</td>
<td>&quot;</td>
<td>&quot;</td>
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<td></td>
<td>No. 12: Workmen's Compensation (Agriculture)</td>
<td>&quot;</td>
<td>&quot;</td>
</tr>
<tr>
<td>Denmark:</td>
<td>No. 14: Weekly Rest (Industry)</td>
<td>1921</td>
<td>30/8/35</td>
</tr>
<tr>
<td>France:</td>
<td>No. 27: Weight of Packages transported by Vessels</td>
<td>1929</td>
<td>29/7/35</td>
</tr>
<tr>
<td>Hungary:</td>
<td>No. 42: Workmen’s Compensation (Diseases) (Revised)</td>
<td>1934</td>
<td>17/6/35</td>
</tr>
<tr>
<td>Netherlands:</td>
<td>No. 33: Minimum Age (Non-Industrial Employment)</td>
<td>1932</td>
<td>12/7/35</td>
</tr>
</tbody>
</table>

The number of ratifications registered is now 661.

Ratifications authorised.

In China, the Legislative Yuan on 29 March 1935 authorised ratification of Convention No. 32, Protection against Accidents (Dockers) (Revised), 1932.

In Italy, a Royal Decree of 6 May 1935 approving Conventions No. 35, Old-Age Insurance (Industry, etc.), 1933; No. 36: Old-Age Insurance (Agriculture), 1933; No. 37: Invalidity Insurance (Industry, etc.), 1933; and No. 38: Invalidity Insurance (Agriculture), 1933 was published in the Official Gazette of 30 July 1935.

In the Netherlands, Acts approving Conventions No. 41: Night Work, Women (Revised), 1934 and No. 43: Sheet Glass Works, 1934, and reserving to the Crown the right to ratify Convention No. 42, Workmen’s Compensation (Diseases) (Revised), 1934 were promulgated on 22 July 1935.

Ratifications recommended.

The Home Secretary of Great Britain informed the House of Commons on 30 May 1935 that the Government proposed to ratify Conventions No. 41: Night Work (Women) (Revised), 1934; No. 43: Sheet Glass Works, 1934; No. 42: Workmen’s Compensation (Occupational Diseases) (Revised), 1934, subject, as regards the first two Conventions, to the necessary legislation being passed by Parliament. The Hours of Employment (Conventions) Bill, which is intended to carry out the provisions of Conventions No. 41 and 43, was adopted on a second reading by the House of Lords on 17 July 1935.


Other Measures.

In China, the Legislative Yuan, on 28 June 1935, decided provisionally to postpone ratification of Conventions Nos. 41-44 adopted by the Conference at its Eighteenth Session (1934).

In Japan, the Privy Council decided on 12 June 1935 not for the present to adopt Conventions Nos. 34-40 adopted by the Conference at its Seventeenth Session (1933).
Preparation of the Twentieth Session.

The agenda of the Twentieth (1936) Session of the Conference at present includes the following questions:

I. The regulation of certain special systems of recruiting workers.
II. Holidays with pay.
III. Reduction of hours of work on public works undertaken or subsidised by Governments.
IV. Reduction of hours of work in the building and civil engineering industry.
V. Reduction of hours of work in iron and steel works.
VI. Reduction of hours of work in coal mines.
VII. Safety provisions for workers in building construction with reference to scaffolding and hoisting machinery.

The first six of these questions will come before the Conference for second discussion. The questionnaires relating to them were despatched to Governments on 23 July 1935, and they were requested to send the Office their replies by 1 December, so that the blue reports prepared on the basis of the replies for the second discussion could be sent to the States Members not less than three months before the opening of the Twentieth Session, as required by the Standing Orders.

Item VII will come before the Conference for first discussion. The Office is preparing a draft grey report; it will be remembered that the conclusions of that report are to be considered by the Correspondence Committee on Accident Prevention at its meeting in October, and subsequently submitted to the Governing Body.

In accordance with the desire expressed by the Conference at its Nineteenth Session, the Office, on 3 July 1935, circulated to the Governments of the States Members the text of the Draft Convention concerning the reduction of hours of work to forty in the week and the resolution concerning the maintenance of the standard of living of the workers, which were adopted at that session in June 1935.

Date of the Twentieth (1936) Session.

The Governing Body decided on a previous occasion that the sessions of the International Labour Conference should in principle open on the second Thursday in May. In 1936, however, it will once again be difficult to follow this rule. The programme of meetings to be held in 1936 will inevitably be somewhat retarded owing to the fact that the Santiago Conference is to meet at the beginning of that year. In addition, several Governments have expressed a desire that the Conference should not take place until June. It is accordingly suggested that the date of opening of the Twentieth Session should be Thursday, 11 June 1936.

Standing Orders of the Conference.

The Office has received the following letter from Mr. Mertens, Vice-Chairman of the Governing Body, in which he submits to the Governing Body the question of the interpretation of Article 7 F of the Standing Orders of the Conference:

[Translation.]

Brussels, 29 June 1935.

Sir,

In giving a favourable reply to the request put forward by Mr. Staud, appointed by the Austrian Government as workers' delegate to the Nineteenth Session of the International Labour Conference, the Selection Committee, and subsequently the Conference itself, gave interpretations which were certainly contrary to the spirit, if not to the letter, of paragraph F. of Article 7 of the Standing Orders of the International Labour Conference. Those who drafted this article certainly never intended that the persons to whom it applies could wait indefinitely, before putting forward their request.

As I pointed out at the Conference itself, the interpretation which was given this year gives rise to numerous difficulties and injustices, for a member would simply have to refrain from putting forward any request before the Committees were set up in order subsequently to obtain a place on the most important Committees.

In order to prevent such a state of affairs, I venture to lay this question before the Governing Body of the International Labour Office with the object of having the paragraph in question amended in such a way as to prevent erroneous or unjustified interpretations.
If the Governing Body has other Standing Orders questions to consider, it could add my proposal to them and refer it to the Standing Orders Committee of the Governing Body. The latter Committee could then submit a report in due course, and in any case before the next session of the Conference, with a view to the adoption of more definite rules.

(Signed) C. MERTENS,
General Secretary, on behalf of the Trade Union Commission of Belgium.

Before the Governing Body expresses its views on the substance of the question raised in the above letter, it will no doubt wish to refer it to the Standing Orders Committee.

Question concerning Standing Orders referred by the Conference to the Governing Body.

It will be remembered that at its Sixty-ninth Session the Governing Body decided to recommend the Conference, at its Nineteenth Session (1935), to make certain changes in Article 16 of its Standing Orders in regard to the quorum. One of these changes concerned paragraph 2 of that article, which provides for the case in which a quorum has not been obtained in a vote by a show of hands. The Governing Body suggested that the Conference should redraft this provision of its Standing Orders in the following form:

"2. Where a quorum has not been obtained in a vote by a show of hands, the President may, either immediately or at a subsequent sitting, take a record vote. He shall be obliged to do so if a record vote is called for by ten members of one group, present at the time when the vote is demanded."

The Committee on Standing Orders of the Conference, to which the point had been referred, considered, however, that it gave rise to certain objections both as regards its substance and as regards its drafting, which was somewhat ambiguous. Consequently, on the advice of its Committee on Standing Orders, the Conference referred the question back to the Governing Body for reconsideration, particularly in the light of the observations made in the Committee.

The Governing Body will doubtless wish to refer the question in the first instance to its Standing Orders Committee.

Representation of the Governing Body at the Santiago Conference.

At the Seventy-second Session of the Governing Body (June 1935) it was decided that the Governing Body should be represented at the Conference to be held at Santiago by the Chairman and two members from each group. The Government group nominated Mr. Leggett and Mr. Ruiz Manent as its representatives, but it was understood that these appointments were personal in character, and that the Government group might, at the Seventy-third Session, consider the advisability of appointing substitutes to attend the Santiago Conference in case Mr. Leggett or Mr. Ruiz Manent were unable to be present.

The Government group may therefore wish to nominate substitutes for its representatives at the Santiago Conference during the present session.

Preparatory Technical Tripartite Meeting.

The maritime service of the Office is engaged in preparing the reports which are to be submitted to the Preparatory Technical Tripartite Meeting which will be held in November to discuss the maritime questions on the agenda of the next maritime session of the Conference. It is expected that the reports will be circulated to Governments in the near future.

Committees.

Committee meetings already authorised.

Several Committees are meeting either in the interval between the Seventy-second and Seventy-third Sessions of the Governing Body or in connection with the latter session: the Correspondence Committee on Accident Prevention on 10 October, and the Committee on Social Charges and the Committee on Workers' Spare Time on 18 October. The reports of these Committees appear as separate items on the agenda of the present session.

The Advisory Committee on Professional Workers is to meet on 28 and 29 October, immediately after the Seventy-third Session of the Governing Body.

Correspondence Committee on Accident Prevention. — In connection with the meeting of the Correspondence Committee on Accident Prevention, members of the Governing Body will have seen from the record of that meeting (twentieth item on the agenda) that the agenda of the meeting
was in one respect different from that which was approved by the Governing Body, the monograph on ladders having been substituted for the monograph on protective screens, with a view to a first discussion.

The decision to alter the agenda was taken in agreement with the Officers of the Governing Body after the Drafting Committee responsible for drawing up a scheme for the study on protective screens had expressed the view that the preliminary draft submitted to it could not be used as a basis for the preparation of the monograph and had suggested that another reporter should be chosen. In these circumstances it was thought that the Committee might usefully be asked at its October meeting to examine the monograph on safety in the construction and use of ladders. The Committee had previously decided, with the approval of the Governing Body, to study that question in 1935.

Correspondence Committee on Industrial Hygiene. — A meeting of this Committee is to take place on 28, 29 and 30 October. In this connection a point arises on which the Governing Body is asked for a decision.

It will be remembered that when the Governing Body, at its Seventieth Session (April 1935), authorised the Office to call a meeting of the Correspondence Committee on Industrial Hygiene, it fixed the agenda for that meeting. In addition to the questions which were placed on the agenda of the Committee, however, there is one—extension of the schedule of occupational diseases appended to the Convention concerning workmen’s compensation for occupational diseases—which was dealt with in a resolution adopted by the 1934 Session of the Conference. The resolution refers in particular to ankylostomiasis, poisoning by carbon-disulphide or its sequelae, and such other occupational diseases as may be considered advisable. The work of the competent service of the Office has now reached a stage which makes it possible to submit the question to the Correspondence Committee at its next meeting. In order to avoid postponing the consideration of this question for another year, the Director hopes that the Governing Body will agree to add the following question to the agenda of the forthcoming meeting of the Committee:

Extension of the schedule of occupational diseases (effect to be given to the resolution adopted by the Conference at its 1934 Session).

Committee on Agricultural Work. — The Governing Body, at its Seventy-first Session, authorised the Office to call a meeting of the Committee on Agricultural Work in connection with the Seventy-third Session. In view, however, of the heavy programme of work of that session and in order to facilitate its organisation, it has been decided, in agreement with the Officers of the Governing Body, to postpone the meeting of the Committee and hold it in connection with the February Session.

The note on the seventh item on the agenda of the present session deals with the proposal to set up a Permanent Agricultural Committee. In the conclusions of the note it is suggested that the Committee on Agricultural Work should be consulted on this proposal. Accordingly, it is suggested that the Governing Body should add that point to the agenda of the meeting of the Committee which is to take place in February 1936. If that suggestion is adopted, the agenda of the meeting will be as follows:

(1) Discussion of the reports on the questions which have been dealt with by way of Recommendations in the case of agriculture and by way of Conventions in the case of industry.
(2) Report on unemployment in agriculture and resolution on that subject adopted by the Eighteenth Session of the Conference.
(3) Effect to be given to the resolutions adopted by the Mixed Advisory Agricultural Committee.
(4) Proposal to set up a Permanent Agricultural Committee.

Committee of Statistical Experts. — The Governing Body, at its Seventieth Session, authorised the Office to call a meeting of this Committee to consider the results of the special enquiry undertaken by the Office into rents of working-class dwellings, and also the scope and method of presentation of the statistics of wages published by the Office.

In the note on the preliminary discussion of the agenda of the 1937 Session of the Conference (sixth item on the agenda) it is suggested that the Governing Body should provisionally select a question relating to labour statistics for the 1937 agenda, and that it should await the opinion of the Committee of Statistical Experts before deciding exactly what the scope of the question should be.

It will also be remembered that it was agreed that the meeting of the Committee of Statistical Experts should not be held until the Governing Body had decided whether or not it would be represented on the Committee. This point comes up for decision in connection with the thirteenth item on the agenda of the present session (Report of the Office on the representation of the Governing Body on Committees of Experts). Provided that this matter is settled at the present session, the Committee of Statistical Experts might meet in the latter part of 1935 and might be asked to consider, in addition to the other items on its agenda, the nature of the question relating to labour statistics which might be proposed for the agenda of the 1937 Session of the Conference.

Proposed meetings of Committees.

Committee on Automatic Coupling. — It will be remembered that the Committee on Automatic Coupling, which held its last meeting in February 1931, set up a Sub-Committee of two members
from each group to follow the question. In view of the necessity of carrying out practical tests with coupling systems proposed for general introduction, the Sub-Committee drew up a draft administrative agreement concerning the creation and use of an international fund for financing such tests. Its report came before the Governing Body at its Sixtieth Session (October 1932), and the administrative agreement was approved.

So far only one Government, the Italian Government, has agreed unconditionally to contribute to the fund; other Governments have declared their willingness to do so provided that certain other countries do the same; and some Governments have informed the Office that owing to the economic depression they are unable to contribute at present. It thus proved impossible to create the proposed fund, and the practical tests have therefore not been carried out.

In the meantime, however, both the technical and the financial aspects of the problem seem to have changed considerably. Further research and experimental work has been carried out, both by certain railway administrations and by the patentees of some of the best automatic coupling systems; in addition, some of the latter have combined their systems, so that to-day the number of types of couplings to be tested would probably be only about half of what it was in 1932.

This would mean that the international fund, the amount of which was originally fixed at 6,000,000 Swiss francs, could now be reduced to about 3,000,000 francs, and the contributions for which the various countries are asked could be reduced correspondingly.

It should also be noted that during the last few years automatic couplings have been introduced on secondary railway lines in several countries. The Office has received a certain number of reports showing the results obtained, and these could usefully be submitted to the Committee for discussion.

In view of these considerations, it would seem that the time has come to convene the Sub-Committee on Automatic Coupling. It is suggested that the meeting should be held in the early months of 1936—in any case not earlier than February. The agenda of the meeting would be as follows:

Examination of the present situation of the problem of automatic coupling, with a view to proposing means of enabling preliminary practical tests of suitable coupling systems to be carried out at the earliest possible date.

Convocation of a meeting of the Unemployment Committee with a view to examining the question of Public Works. — Although the Office is not now suggesting that the Governing Body should place the question of public works on the agenda of the 1937 Session of the Conference, this does not mean that the work on this subject which has been carried out for some years past in accordance with the instructions given by the Conference or the Governing Body is to be given up. It has not been forgotten that, when the Governing Body at its Seventieth Session decided not to deal with the resolution of the Unemployment Committee recommending that the question of public works should be placed on the agenda of the 1937 Session of the Conference until it came to discuss the agenda of that session, it also approved the resolution of the Committee recommending that the Office should continue to publish in the most suitable form the information on the subject supplied to it by Governments, as far as possible on a uniform basis.

It is therefore suggested that a meeting of the Unemployment Committee should be called, in order to lay down the "uniform basis" contemplated in the resolution of the Unemployment Committee on which Governments would subsequently be requested to forward the Office the information enabling it to give positive effect to the resolution adopted by the Conference in 1934. The publication of a further report reviewing on uniform lines the progress accomplished in the matter of public works should be a valuable introduction to a further discussion of the question in the Conference, whenever it is decided to place it again on the agenda.

Composition of Committees.

Replacement of Mr. Winter on the Committees of which he was a member. — It will be necessary for the Governing Body to fill the seats left vacant in the Committee on Social Charges and the Committee on cost of living and wages statistics by the death of Mr. Winter. The Government group is requested to submit nominations during the present session.

Appointment of a Committee to study the ten-yearly reports. — At its Seventieth Session (April 1935) the Governing Body, after considering the proposals put forward by Mr. de Michelis concerning the possible extension of the scope of international labour Conventions, decided to set up a special Committee of the Governing Body to examine the periodical reports on the working of Conventions and to supervise the exceptions provided in those Conventions in order to recommend whether their continuance is justified or whether they should be removed or limited by way of revision.

It is suggested that the Governing Body should decide at its present session on the number of members of the new Committee. The three groups could then submit their nominations before the session closes.
Finance Committee. — The Governing Body decided at its Seventieth Session to raise the number of representatives of each group on the Finance Committee from four to six. All the additional representatives have now been appointed except the sixth representative of the employers' group. Mr. Oersted stated at the Seventy-first Session that the group intended to nominate the United States employers' representative, but proposed that the appointment should be deferred until a seat on the Governing Body had been definitely allocated to that member. As a seat has now been allocated to the United States employers' representative, it is suggested that the employers' group should nominate its sixth representative on the Finance Committee at the present session.

Standing Orders Committee. — The Governing Body decided at its Seventieth Session to raise the number of representatives of each group on the Standing Orders Committee from four to five. The Government and workers' representatives have already been appointed. The employers' group is requested to nominate its fifth representative at the present session.

Technical Committee on Glass Works. — At the Seventy-first Session the Government group of the Governing Body was asked to nominate an additional Government expert on this Committee, and it nominated Mr. Picquenard. In doing so it apparently acted under a misapprehension; Mr. Picquenard had already been appointed as representative of the Government group on the Technical Committee on Glass Works at the Sixty-eighth Session (September 1934). As the vacancy on the Committee was not among the representatives of the Governing Body, but among the experts nominated by the Government group, as a result of the resignation of the German expert, it will be necessary to appoint another Government expert. The following are the present experts of the Government group:

Mr. Desvaux (France),
Mr. Garrett (Great Britain),
Mr. Malusardi (Italy),
Mr. Pokorny (Czechoslovakia),
Mr. Wodon (Belgium).

The Government group is accordingly requested, at the present session, to propose the name of an expert to fill the seat thus left vacant.

The employers' group is also requested to nominate an expert to fill the seat on the Technical Committee on Glass Works left vacant by the resignation of the German employers' expert.

Correspondence Committee on Industrial Hygiene. — The Director suggests, in accordance with the Brazilian Government, that the Governing Body should appoint Dr. João de Barros Barreto, Acting Director of the National Department of Health and Medico-Social Assistance in the Brazilian Ministry of Education and Public Health, as a member of the Correspondence Committee on Industrial Hygiene.

Correspondence Committee on Social Insurance. — It is proposed that the Governing Body should approve the following appointments to this Committee:

Mr. Jozua François Malherbe, Workmen's Compensation Commissioner for the Union of South Africa, as an expert on workmen's compensation questions, in the place of Mr. James Collie, formerly Workmen's Compensation Commissioner, who has retired.

Mr. J. A. McCarron, Controller, National Health Insurance, Department of Local Government and Public Health of the Irish Free State, as an expert on health insurance questions, in the place of Sir Joseph Glynn.

Mr. Robert Campbell Ferguson, Assistant Secretary, Trade and Industries Branch, Department of Industry and Commerce of the Irish Free State, as an expert on workmen's compensation questions, in the place of Mr. William Maguire.

In arrangement with the Chilean Government, the Director also suggests that the following two Chilean experts should be appointed as members of the Correspondence Committee on Social Insurance:

Mr. Perez-Lavin, Director of the industrial accidents section of the National Provident Institute.
Mr. F. Labarca, Director of the Compulsory Insurance Fund.

Committee of Experts on Native Labour. — It is suggested that the Governing Body should appoint Mr. Marchand, former French Colonial Governor, as a regular member of this Committee in place of the late Mr. Merlin (French). Mr. Marchand is already a substitute member of this Committee.

Advisory Committee on Professional Workers. — It will be remembered that this Committee includes two representatives of the International Committee on Intellectual Co-operation. One of the two seats reserved for representatives of that Committee is at present occupied by Mr. Destrée (Belgian) while the other is at present vacant, owing to the resignation of Mr. Krüss (German).
The Governing Body should be informed that the International Committee on Intellectual Co-operation has recently appointed Mr. Ostertag, Director of the International Bureaux of Industrial, Literary and Artistic Property, as a substitute member of the Advisory Committee on Professional Workers, the seat previously occupied by Mr. Krüss being left vacant for the time being.

**Publications.**

It is usual to give the Governing Body at its October Session some information concerning the development and execution of the Office programme of publications.

Even more than in previous years the efforts of the Office, and of the translating and printing services in particular, have been concentrated during the first five months of the year on the publication of the reports for the Conference. In addition to the Director's Report and the Summary of Annual Reports on the application of Conventions, the Office issued seven grey, blue and grey-blue reports representing in all, including the French, English and German editions, over four thousand printed pages. The very short time available for the preparation, translation and printing of some of these reports, especially those on hours of work, sometimes obliged the Office to postpone work on all other publications. This necessarily delayed the issue of publications such as the I.L.O. Year Book and even at one time affected the punctual appearance of some of the periodicals.

The *I.L.O. Year Book* itself represented a particularly large amount of work this year. The number and importance of the developments which took place in the past twelve months in all spheres affecting labour made it necessary to exceed the number of pages for which allowance had been made. At the same time the very favourable reception given to the Office's first attempt at a statistical year book, which appeared in the form of an appendix to the *I.L.O. Year Book 1933*, encouraged it to develop this publication and to publish it as a separate volume in order to increase its circulation and facilitate its consultation. This year the statistical publication consists of some 150 pages of tables and about 100 pages of explanation and notes. It is hoped that it will meet the frequently expressed wish for a real international year book of social statistics. The *I.L.O. Year Book*, with this addition, represents a publication of about 850 pages, and it will readily be imagined how much work is involved in the publication of such a volume in four languages.

In spite of the difficulties which have been mentioned, the English and French editions appeared in June before the close of the Conference, the Spanish edition appeared in August, while the German edition is now nearly ready and will probably be issued before the end of October.

In the series of *Studies and Reports* a number of volumes representing the results of the work carried out in previous months appeared in the last weeks of 1934 and the first weeks of 1935. Mention may be made in particular of the studies on *Social and Economic Reconstruction in the United States, Public Works Policy, Safety in Spray Painting, Hours of Work in Postal Services*, and a new volume of *Studies on Industrial Relations* in various undertakings.

During the following months the very important and urgent work which has already been mentioned necessitated an almost complete suspension of the preparation, translation and printing of further studies. The only publication of this kind which was issued in February was the French edition of a volume on *Problems of Vocational Guidance*. As soon as the Conference was over, however, the Publications Section endeavoured to hasten the publication of the studies which had been left unfinished. During the last two months it has published the French and English editions of a considerable work on *Children and Young Persons under Labour Law*, the French edition of a study by Mr. W. Woytinsky entitled *Three Sources of Unemployment*, and the French edition of a study on the *Rural Exodus in Czechoslovakia*. English and German editions of the two latter studies are being prepared and will appear very shortly. The English edition of the study on vocational guidance which appeared in French in February is also nearly ready for issue.

There are a number of publications which the Office intends to have printed before the end of the year, and part of the manuscript of which is already in some cases in the hands of the Publications Section. These include a statistical study on the *distribution of foreigners* in the various countries of the world, an important work on *industrial labour in India* similar to that on labour in Japan which appeared two years ago, a report on the *recruitment and placing of migrant workers* which the Office was instructed to submit to the next session of the Conference, a small publication entitled *Opium and Labour*, the proofs of which will be submitted to the Governing Body at its October Session, a first volume of monographs on *Social Services in 1933*, the proofs of which will be submitted to the Committee on Social Charges at its October meeting, a study on the *social effects of the depression*, which has just been completed by Mr. W. Woytinsky, and a series of studies on *research methods in industrial hygiene* which are used in factories.

In addition there are the two white reports on *holidays with pay for seamen* and *manning in the mercantile marine*, which the Office is now having printed for the Preparatory Maritime Meeting, as well as the reports which are being prepared for the Santiago Conference.

There is no new development to report as regards periodical publications. The delays which occurred in the publication of some of them, including the International Labour Review, at one period of the year owing to other urgent work have now been made up. The *Legislative Series* has made considerably more progress than in previous years. Whereas Part II of the 1931 volume did not appear in all three editions until December 1934 and January 1935, Part II of the 1932 volume appeared in all three languages before 15 September and it is hoped that Part I of the 1933 volume will be printed before the end of the year.
Relations and Various Activities.

Regional Conference of representatives of labour inspection services.

The Conference of representatives of the labour inspection services of the countries of Western Europe will meet, in accordance with the decision taken by the Governing Body at its Seventy-second Session, on 14 October 1935 at The Hague. An account of the work of the Conference will be given to the Governing Body in a Supplementary Report.

Report on Opium-smoking among Workers.

At its Sixteenth Session the International Labour Conference adopted a resolution moved by Mr. Jouhaux, French workers' delegate, requesting the Governing Body to consider the question of instructing the Office to undertake a documentary investigation into the extent and effects of opium-smoking among workers, with the assistance of the competent bodies of the League of Nations and of the Governments of the Members concerned.

The Office submitted this resolution to the Governing Body at its Sixtieth Session (October 1932), together with a note suggesting that the investigation should be undertaken and that the Office should seek, in the first place, the advice and assistance of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs of the League of Nations and of the Opium Traffic Section of the League Secretariat. The Governing Body approved these suggestions, on the understanding that the Office did not embark on any enquiry that had already been undertaken and that, when the information obtained from the Opium Advisory Committee was available, it should be submitted to the Governing Body, which could then consider what further action was necessary.

The Office accordingly forwarded a memorandum on the objects and suggested scope of the proposed investigation to the Secretariat of the League of Nations, and the question was considered by the Opium Advisory Committee at its session of May 1933. In its reply to the request for advice and assistance, which was received by the Office in October 1933 after the reception of the Advisory Committee's report by the Council of the League of Nations, the Advisory Committee drew attention, in particular, to the information contained in the published report of the Commission of Enquiry into the Control of Opium-smoking in the Far East, the unpublished notes of evidence taken by the Commission of Enquiry, the annual reports of the Governments to the League, the laws and regulations of the different Governments and various special reports; the Advisory Committee's reply ended that the Opium Traffic Section would be glad to place these and reports at the disposal of the Office for its examination.

Arrangements were therefore made, by the courtesy of the Opium Traffic Section, for the examination of the documents mentioned in the reply of the Opium Advisory Committee. The results of this examination have been embodied in the report entitled "Opium and Labour" which is submitted to the Governing Body in proof.

The scope of the documentary investigation as planned by the International Labour Office and the extent to which it has been found possible from the available information to cover the points the Office considered it desirable to include in the enquiry are described in the report itself. It will be observed that on some questions, which were not directly included in the investigations of the Commission of Enquiry into the Control of Opium-smoking in the Far East, little information has been found in the documentary material, while in other cases the information is not as detailed as would be desirable in an exhaustive enquiry. On the other hand, the examination of the documents placed at the disposal of the Office has resulted in bringing together much valuable information—some of it hitherto unpublished and some dispersed in the several volumes of the report of the Commission of Enquiry—regarding the extent, effects and causes of opium-smoking among workers in the Far East.

In view of the value of this information, the Office suggests that the Governing Body should authorise it to proceed with the publication of the report on "Opium and Labour", the publication to be notified to the 1936 Session of the Conference.

Resolution of the International Federation of Christian Factory and Transport Workers.

The attention of the Governing Body is drawn to the following resolution concerning the reduction of hours of work adopted on 27 July 1935 by the Officers of the International Federation of Christian Unions of Factory and Transport Workers.

(Translation.)

"The Officers of the International Federation of Christian Factory and Transport Workers, meeting at Brussels on 27 July 1935,

"After hearing a statement by the Secretary of the International Federation concerning the correspondence exchanged with the International Labour Office on the subject of the reduction of hours of work in the chemical industry, including the artificial silk industry, and in the margarine, oil and soap industry,

"Notes with satisfaction that the Nineteenth Session of the International Labour Conference has adopted a resolution concerning the drafting of a Convention on the reduction
of hours of work in the chemical industry, including the artificial silk industry, and in the margarine, oil and soap industry,

"Expresses the opinion that it should be laid down in the first place that the reduction of hours of work should not lead to Sunday work,

"That when the Convention is drawn up, a distinction should be made between the different industries, and that a maximum working week of 40 hours should be applied only to those workers who are normally employed by day, while in those industries in which, for technical reasons, work is done on Sundays and the average hours worked are 56 in the week, i.e. mainly in the chemical industry not including the artificial silk industry, with a single exception, a 42-hour week should be introduced and in the margarine, oil and soap industry a 36-hour week should be applied,

"That the reduction of hours of work should in no case lead to a fall in the workers' standard of living,

"And decides to publish the present resolution in the world press and to communicate it to the Governing Body of the International Labour Office."

FIRST SUPPLEMENTARY REPORT OF THE DIRECTOR.

Obituary.

The Director regrets to inform the Governing Body of the death of Dr. Patrizi, Professor at the University of Bologna and member of the Correspondence Committee on Industrial Hygiene. Dr. Patrizi's work on physiological questions was of great value, and his death will be a serious loss to the Committee.

The Governing Body will also be sorry to hear of the death of Mr. Mahlman, National Secretary of the Belgian Union of Transport Workers, who was a member of the Joint Maritime Commission. He was Belgian workers' delegate or adviser at several sessions of the Conference at which maritime or transport questions were discussed, and was Workers' Vice-President of the Conference at the Ninth Session in 1926. The work which he did in these capacities was much appreciated.

The Office has already sent its condolences to the organisation which Mr. Mahlman represented.

Composition of the Governing Body.

As members of the Governing Body are aware, the employers' group, in accordance with the indications given by Mr. Oersted when the results of the election of the Governing Body were announced at the 1934 Session of the Conference, has adopted a system of rotation for the two regular members' seats and one deputy member's seat reserved in the employers' group for oversea representatives.

The Secretary of the employers' group has informed the Office that in application of this system these seats will be occupied as follows from the opening of the Seventy-third Session of the Governing Body until the opening of the session held in the autumn of 1936.

Regular members: Mr. Asano
Mr. Erulkar

Deputy member: Mr. Gemmill.

Committees.

Joint Maritime Commission. The Office has been informed that Mr. A. J. M. Goudriaan has resigned his seat on the Joint Maritime Commission and that the shipowners' group has appointed Mr. S. M. D. Valstar, Director of the Royal Dutch Steamship Company and Chairman of the Federation of Regular Mercantile Shipping Line Employers, to fill the seat thus left vacant. Members of the Governing Body will remember that Mr. Valstar was Netherlands employers' delegate at the 1929 Session of the Conference, and Netherlands employers' adviser at the 1932 Session.

Correspondence Committee on Industrial Hygiene. It is suggested that the Governing Body should appoint Professor Gortvay, Director of the Social Museum and Assistant Director of the Social Insurance Institute at Budapest (Hungary) as a member of the Correspondence Committee on Industrial Hygiene.

Committee of Experts on Native Labour. It is suggested that the Governing Body should appoint Professor J. J. Schrieke, Doctor of Law, Netherlands, as a member of the Committee of Experts on Native Labour to fill the seat left vacant by the death of Mr. van Rees. Professor Schrieke was at the head of the Department of Justice of the Netherlands Indies, to which the
Labour Department is attached, from 1929 to 1934, and is therefore an expert on questions of native labour.

Renewal of the appointment of members of Committees.

It is suggested that the Governing Body should reappoint the following members of Committees whose term of office has come to an end.

**Correspondence Committee on Social Insurance:**

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<tr>
<td>Mr. Barla Szabo (Hungarian)</td>
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<td>Mr. Clow (India)</td>
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<td>Mr. Hahn (Yugoslav)</td>
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<td>Mr. Kahlmeter (Swedish)</td>
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<td>Mr. d'Oliveira (Brazilian)</td>
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<td>Mr. Penris (Netherlands)</td>
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**Committee on Automatic Coupling:**

**Government experts:**

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<td>Mr. Colens (Belgian)</td>
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<td>Mr. Czapski (Polish)</td>
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<td>Mr. Hunziker (Swiss)</td>
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<td>Mr. Simpson (Canadian)</td>
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<td>Mr. Yamashita (Japanese)</td>
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**Employers' experts:**

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<td>Mr. Ekman (Swedish)</td>
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<td>Mr. Gomez Rojas (Spanish)</td>
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<td>Mr. Gutierrez (substitute) (Spanish)</td>
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<td>Mr. Jenkin Jones (British)</td>
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<td>Mr. Luzzatti (Italian)</td>
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<td>Mr. Anghileri (substitute) (Italian)</td>
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<td>Mr. de Tolnay (Hungarian)</td>
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<td>Mr. Zehnder (Swiss)</td>
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**Workers' experts:**

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<td>Mr. Grenczer (Hungarian)</td>
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<td>Mr. Held (Swiss)</td>
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<td>Mr. Jarrigion (French)</td>
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<td>Mr. Nathans (Netherlands)</td>
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<td>Mr. Tallon (Canadian)</td>
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**Substitutes:**

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<tr>
<td>Mr. Brodecky (Czechoslovak)</td>
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<td>Mr. Issaieff (Bulgarian)</td>
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<td>Mr. Gomez (Spanish)</td>
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<td>Mr. Maxamin (Polish)</td>
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**Committee of Experts on Native Labour:**

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<tr>
<td>Lord Lugard (British)</td>
<td>4.6.26</td>
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<tr>
<td>Major Herbert Sutton Cooke (South African)</td>
<td>2.7.32</td>
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<td>Dr. José d'Almada (Portuguese)</td>
<td>22.9.32</td>
<td>22.9.35</td>
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<td>Mr. Camille Lejeune (French)</td>
<td>16.10.26</td>
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**Committee of Statistical Experts:**

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<td>Mr. Huber (French)</td>
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<td>Mr. Ramsbottom (British)</td>
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<td>Professor Savorgnan (Italian)</td>
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<td>Mr. Szturn de Sztem (Polish)</td>
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<td>Mr. Coats (Canadian)</td>
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Committee on Automatic Coupling. — The term of office of Mr. Livio Ciardi (Italian) also comes to an end on 7 October 1935. As Mr. Ciardi has ceased to be President of the National Confederation of Fascist Unions of Land Transport and Inland Navigation, it is suggested that his term of office should not be renewed. The Italian Government suggests that Mr. de Michelis should be appointed as Italian Government expert on this Committee in place of Mr. Ciardi. The Office feels convinced that the Governing Body will warmly welcome this proposal.

Information and Research.

In accordance with the usual practice, a brief note on the information and research work carried out by the Office is submitted to the Governing Body at the present session.

In connection with economic questions the Office is now studying the various aspects of organised economy, especially in the social sphere, and intends to publish studies on this subject. The first will be a monograph on the plans prepared by various trade union organisations. A similar study is being carried out in the agricultural sphere. In accordance with a suggestion made by the Conference the Office proposes to undertake a study of the social aspects of the nutrition problem in the coming months, while the Economic and Health Sections of the League of Nations will study the biological and economic aspects of the problem in close collaboration with the Office. The Governing Body will remember that the Conference asked that a report on this subject should be submitted to it at its next session.

With regard to statistical questions a number of studies are being prepared.

1. A study on family budgets in various countries of Latin America. This will appear in the form of one or two articles in the International Labour Review in November and perhaps also December.

2. A study on family budgets in the Far East. The study dealing with Japan has been completed and will appear in the International Labour Review in September or October. A similar article on family budgets in China, or more precisely in Shanghai, appears in the August issue.

3. A study of the consumption of foodstuffs in relation to different levels of income. This study is connected with the general study of the social aspects of nutrition which was mentioned above.

4. A study on the international comparison of rents of workers' houses. This is to be submitted to the Committee of Statistical Experts at its next meeting. It was at the request of that Committee that the study was undertaken.

5. Analyses of the "occupied population" in various countries. These are published from time to time in the International Labour Review.

A number of studies on unemployment, employment and migration are also being carried out.

1. A study on unemployment in the years 1920-1935. This will represent a continuation of the studies already published on previous periods. It will be ready for publication in the course of 1936.

2. With regard to migration, a statistical study of the foreign population and foreign workers in each country is nearly completed and will be printed shortly.

3. A report on the recruiting and placing of migrant workers is being prepared on the instructions of the Governing Body for submission to the next session of the Conference. It will be ready shortly.

4. In response to a request from the Migration Committee, the Office has prepared studies of colonisation by immigrants in the Argentine Republic, Brazil, Palestine and Syria. A similar study dealing with the British Dominions is also to be prepared. The studies dealing with Argentina and Palestine appeared in the International Labour Review in October, November and December 1934, and those on Brazil and Syria will appear shortly. It is intended to complete these special studies by a general report and to submit the whole to the Migration Committee at its next meeting.

5. The Office is preparing a report with tables showing the principal legislative measures dealing with the recruiting, admission, placing and conditions of employment of migrant workers. Work on this report has, however, had to be suspended for the moment on account of other still more urgent work.

As regards conditions of work, five studies on hours of work are being prepared. Three of them deal with the industries mentioned in the resolutions adopted by the Conference at its last session; the textile industry, the chemical industry and the printing and bookbinding trades. The fourth deals with those branches of the glass industry which are not covered by the Draft Conventions adopted by the Conference in 1934 and 1935. The fifth deals with the conditions of work of motor vehicle drivers, and will be published in the International Labour Review.

A study on the regulation of the work of children and young persons has recently been published. A report on the conditions of employment of children and young persons intended for
the Santiago Conference has just been completed. A similar report on the work of women has also been prepared for the Santiago Conference, and a study of the conditions of work of women in public administrations is also being undertaken.

On the subject of vocational training the Office has published a study on problems of vocational guidance, and is preparing a similar one on technical education and apprenticeship.

With regard to special classes of workers, three reports intended for the Advisory Committee on Professional Workers have just been completed. They deal with equality of treatment for nationals and foreigners in the sphere of professional work, unemployment and placing of professional workers and protection of titles and professional organisation of architects.

With regard to labour law, the Office is working on the 1934 edition of the Survey of legal decisions on labour law. A report on collective agreements is being prepared for the 1936 Session of the Conference. An article on inter-State labour compacts in the United States and a study on labour courts are also in hand.

On the subject of scientific management and industrial relations, the series of studies on scientific management of undertakings, regarded from the point of view of industrial relations, is being continued.

On the subject of social insurance, work is continuing on the second edition of the study of social services dealing with the working of such services in 1933. While the first edition dealt with twenty-four countries, the second will cover thirty-eight; it will therefore be published in two volumes. The first, dealing with the social services of nineteen countries, will be submitted in proof form to the Committee on Social Charges, which is meeting on 18 October. It will be possible to publish it at the end of 1935. The second, dealing with the other nineteen countries, is not yet finished, but the Office hopes to be able to publish it about the middle of 1936. A report for the Santiago Conference on the International Labour Organisation and social insurance is nearly finished. A study on the economical organisation of medical and pharmaceutical benefit in sickness insurance is also nearly ready and will be published before the end of the year.

The Office intended to prepare a report and preliminary draft rules concerning the estimation of permanent incapacity for work in social insurance, taking into account national legislation and the opinions expressed by the experts consulted by correspondence. It was hoped to submit the preliminary draft to the meeting of experts which the Governing Body had authorised. The drafting of the report and preliminary draft rules has, however, been interrupted, and the meeting of experts has had to be postponed owing to the urgent work which had to be done in connection with the Santiago Conference. It will, however, be resumed before long, and it will probably be possible to call the meeting of experts during the second quarter of 1936. In that case the report can be published in the course of that year.

The Office actuary is continuing his researches into the statistical bases, actuarial estimates and financial organisation of invalidity, old-age and widows’ and orphans’ insurance. The first volume of actuarial studies will probably be ready for publication about the end of 1936, in spite of the difficulties which are being experienced in procuring extremely important actuarial documents in certain countries. Some of these documents have become very scarce; they are not in the possession of the Office, and the national administrations or institutions which possess them are unwilling to part with them.

The Office has frequently received enquiries on the question of the regulation and policy of investment of the reserve funds of invalidity, old-age and widows’ and orphans’ insurance. Up to the present it has not published anything on this subject. It is intended shortly to prepare a series of national studies, and the Governing Body will be asked to authorise a consultation of experts to be carried out by correspondence in the first place. It is hoped in 1936 to prepare a preliminary international report and a questionnaire for use in the consultation of experts by correspondence.

The Office has also frequently been asked to publish a study on the medical services of sickness insurance. In 1934 and 1935 it prepared national studies which can be used for the preparation of an international study. This will be begun before very long, but it is not thought that the volume can be published before 1937.

In addition to the collection and publication of current information on Native labour, and the preparation of the discussion of recruiting by the Conference and of the work of the Committee on application of Conventions (application of Conventions to colonies and Forced Labour Conventions), the compilation of information regarding labour contracts, with a view to the drafting of a grey report on this subject, has been continued.

A report on opium-smoking among workers has been completed and submitted in proof to the Governing Body.

A pamphlet in French on the Organisation and countries in North Africa and the Near East has been published.

The studies of handicrafts are being continued with special reference to North African territories.

As regards Asiatic labour, a report on industrial labour in India is being prepared for publication and a report on labour in Indo-China is being written.

An article on agricultural reconstruction in Iran is being prepared.

In the field of co-operation, documentary notes have been prepared for the International
Committee on Inter-Co-operative Relations regarding the part played by agricultural and consumers' co-operative societies in the national and international butter market, and the place of co-operative organisations in public schemes for marketing various agricultural products, especially dairy products and cereals.

A report on the work of the International Committee on Inter-Co-operative Relations during the years 1931-1934 was prepared for publication by the Committee.

Further notes on fishermen's co-operative societies in various countries were prepared, and documentary notes on aspects of the co-operative movement in some twenty countries (European and extra-European) were published in the roneoed Co-operative Information.

Articles on handicrafts in Turkey and rural hygiene and health co-operative societies in Yugoslavia were published in the Review (February and July 1935).

A new edition of the directory of co-operative organisations is in preparation.

With regard to accident prevention, the competent service of the Office has been engaged on research work in order to reply to numerous requests for information on various safety problems. In addition it has been engaged on the following work:

1. Preparation of draft safety regulations for the building industry.
2. Draft monograph on ladders.
   (These three reports will be submitted to the Eighth Session of the Correspondence Committee on Accident Prevention which is taking place at Lucerne from 10 to 12 October 1935).
4. Preparation of the grey report on safety in the building industry for submission to the next session of the International Labour Conference, in accordance with the decision taken by the Governing Body at its Sixty-ninth Session.
5. Final drafting of the study on lifts, which will be ready for printing about the end of the year.
6. Preparation of a study on the organisation of safety services in industrial undertakings in various countries. This study will be ready for printing shortly.

On the subject of industrial hygiene, the Office has been engaged in preparing draft standard measures of hygiene in mines. It has also collected information on the technique of occupational sickness insurance in countries where industry is highly developed, and on the technique of insurance against silicosis. Information has been collected on the rules for the establishment of new factories from the point of view of hygiene and public health. The competent service is continuing the necessary studies for the preparation of a complete study on this question. It has also studied the problems of compensation for occupational dermatosis, ankylostomiasis, work in caissons, asbestosis, and other occupational diseases which might be included in the schedule attached to the international Convention on compensation for occupational diseases.

The service was asked by the Correspondence Committee on Industrial Hygiene to study the question of the labelling of toxic products in industry. A second note containing information on this subject has been prepared for the Committee.

A publication on "Research Methods" is being prepared and will appear in both official languages before the end of the year.

The service is continuing to publish the Bibliography of Industrial Hygiene.

SECOND SUPPLEMENTARY REPORT OF THE DIRECTOR.

Composition of the Governing Body.

The Honorable William Gorham Rice, Jr., United States Labor Commissioner, has been appointed as the representative of the Government of the United States of America until further notice.

Departure of Mr. Winant.

The Governing Body will regret to learn that Mr. John G. Winant resigned his post of Assistant Director as from 7 October. The President of the United States invited him to accept the chairmanship of the Board set up to bring into operation and to administer the Social Security
Act, which provides among other things for systems of unemployment compensation and old age pensions applying to more than twenty million people in the United States.

At the request of the President the United States Secretary of Labor asked the Director to release Mr. Winant, and added:

"It is our hope that through Mr. Winant's experience we in the United States, will be able even more effectively to cooperate with the International Labor Organization in the important objectives in which we have a common and deep interest."

In these circumstances Mr. Winant felt that he could not refuse to undertake the important and responsible duties to which he was called, and the Director agreed with great regret to accept his resignation.

Mr. Winant's departure will be a great loss to the Office, where his personality and his abilities had already given him a position of distinction. The fact that he assumes his new post after a personal experience of the working of the International Labour Organisation will contribute to ensure still closer collaboration to the ends which the social programme of the United States Government and the Organisation have in common.

**International Labour Legislation.**

The following should be added to the information given in the Director's Report:

**Ratifications authorised.**

By an Order dated 24 September 1935, the Swiss Federal Assembly has approved the conclusions of the report submitted to it by the Federal Council concerning the decisions of the Eighteenth Session of the Conference, and has authorised the Federal Council to ratify Conventions No. 41: *Night Work (Women) (revised)* 1934 and No. 44: *Unemployment, 1934.*

**Committees.**

**Composition of Committees.**

**Finance Committee.** It was pointed out in the Director's Report to the present session of the Governing Body that the sixth representative of the employers' group on the Finance Committee had not yet been appointed. The Office has now received a letter stating that the employers' group nominates Mr. Dennison (United States of America) as the sixth representative of the employers' group on the Finance Committee. This nomination is submitted to the Governing Body for approval.

**Committee on Automatic Coupling.** It was pointed out in the First Supplementary Report of the Director that the term of office of Mr. Yamashita, Japanese Government expert on the Committee on Automatic Coupling, expired on 7 October 1935.

The Japanese Government proposes that Mr. Shinsaku Tokunaga, engineer in the Department of Railways and Chief of the Section of Wagons, should be appointed to fill the seat which thus becomes vacant.

The French Government proposes that Mr. Boutet, Director-General of Railways and Roads in the Ministry of Public Works, should be appointed as French Government expert on the Committee on Automatic Coupling in place of Mr. Grimpret, whose term of office expired on 7 October 1935.

These nominations are submitted to the Governing Body for approval.

**Correspondence Committee on Industrial Hygiene.** It is suggested, in agreement with the Bulgarian Government, that Dr. Georges Charoff, Chief Medical Inspector of the Department of Labour and Social Insurance in the Ministry of National Economy of Bulgaria, should be appointed as a member of the Correspondence Committee on Industrial Hygiene.

It is suggested, in agreement with the United States Government, that the Governing Body should appoint Dr. L. R. Thompson and Dr. A. E. Russell, both of whom are officers of the United States Public Health Service, as members of the Correspondence Committee on Industrial Hygiene.

The Governing Body will no doubt feel that it is advantageous to appoint several experts from the United States to the Committee; it may sometimes be difficult, in view of the distance of that country from Geneva, for a particular expert to attend a meeting, and in such cases it is desirable that there should be other experts from the same country who could be invited.

**Committee of Statistical Experts.** — It will be remembered that this Committee is no longer at full strength owing to the resignation of the German expert. As the Committee now includes only a few European experts, it is suggested that the Governing Body should appoint Dr. Gunnar Jahn, Director of the Central Statistical Office, Norway, as a member of the Committee.
Relations and various activities.

Regional Conference of Representatives of Labour Inspection Services.

In pursuance of the decision taken by the Governing Body at its last session, the first Regional Conference of Representatives of Labour Inspection Services was held at The Hague from 14 to 17 October. The Conference was attended by representatives of the following twelve countries: Belgium, Finland, France, Great Britain, Italy, Luxemburg, the Netherlands, Norway, Portugal, Spain, Sweden and Switzerland. The Director was also present. The subject on the agenda was: Organisation of factory inspection in industrial undertakings, including the question of collaboration with employers and workers.

The Conference concluded its discussions by adopting a report embodying its conclusions with regard to certain points connected with the organisation of inspection, as well as several suggestions addressed to the Governing Body. The report will be circulated to members of the Governing Body with a view to its being dealt with as an item on the agenda of the next session.

Communications intended for the Governing Body.

The Office has received a letter dated 12 October 1935 from the International Federation of Christian Miners, requesting that the following resolution, adopted by the Committee of the Federation on 27 and 28 September 1935, should be brought to the notice of the Governing Body.

[Translation.]

"The Committee of the International Federation of Christian Miners, meeting at Vienna on 27 and 28 September 1935, once more draws the attention of public opinion to the position of the miners, which is becoming increasingly serious in all mining countries owing to the economic depression.

"In all countries the employers have passed on to the miners the unfortunate consequences of this depression, which affects the coal mining industry particularly severely.

"In all countries the number of workers employed has been greatly reduced and wages have decreased, while individual output has greatly increased. Progressive rationalisation and mechanisation, which have been pursued systematically and ruthlessly in the mining industry, have led to unemployment and short time. The social insurance institutions are faced with increasing difficulties owing to a constant falling off in contributions and an increase in their expenditure. Distress among the families of miners has reached an unprecedented degree.

"The International Federation of Christian Miners earnestly appeals to the miners of all countries in this tragic period of economic distress to make every effort to increase the vitality and influence of their organisations, as otherwise resistance to the tendency towards social reaction, which aims at reducing wages and social insurance benefits, would be absolutely impossible.

"The Committee of the International Federation of Christian Miners once more declares itself in favour of the international regulation of production and markets.

"In view of the discussions on hours of work which have taken place in the International Labour Organisation, the International Federation of Christian Miners draws attention to its long-standing claim that, as a matter of principle, miners, who work under particularly arduous conditions, should enjoy a privileged position as regards hours of work. It repeats its demand that the 40-hour week should be put into effect as rapidly as possible.

"The affiliated organisations will regard it as a duty to make every effort in their respective countries to secure the early ratification of the Convention concerning hours of work in coal mines.

"The Committee notes with satisfaction that the International Labour Conference this year adopted a Convention guaranteeing that miners who emigrate from one country to another shall retain their right to social insurance benefits. By this means the International Labour Conference has carried out the wish expressed by all the congresses of the International Federation of Christian Miners. The trade unions of Christian miners will regard it as a duty to work for the early ratification of this Convention by their respective Governments."

Third Supplementary Report of the Director.

International Labour Legislation.

The following official information concerning the ratification of Conventions has reached the Office since the Director's Report was circulated to the Governing Body.

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The number of ratifications registered is now 675.

Composition of Committees.

Standing Orders Committee. — The employers' group has nominated Mr. Eruulkar as its fifth member on this Committee. The Governing Body is requested to approve this nomination.

Conference of Representatives of Labour Inspection Services.

It was stated in the Second Supplementary Report of the Director that the report of the first Regional Conference of Representatives of Labour Inspection Services, held at The Hague from 14 to 17 October 1935, would be circulated to members of the Governing Body with a view to its being dealt with as an item on the agenda of the next session. Members of the Governing Body attending the present session may be interested to receive a copy of the report without further delay, and it is accordingly given in an appendix. A brief note by the Office will be distributed for the next session on the suggestions which it contains.

ANNEX A.

REPORT OF THE REGIONAL CONFERENCE OF REPRESENTATIVES OF LABOUR INSPECTION SERVICES
THE HAGUE, 14 OCTOBER 1935.

The Conference met at The Hague on 14-17 October 1935, and held five sittings. The countries which took part in the Conference, and their representatives, were as follows:

Belgium: M. Vervaeck, Chief Inspector of Labour in the Central Labour Department.
Finland: Mrs. Levanto, Assistant to the General Inspector of Labour.
France: Mr. E. Auribault, Divisional Inspector of Labour.
Great Britain: Mr. D. R. Wilson, Chief Inspector of Factories and Workshops.
Italy: Mr. G. Cau, Corporative Delegate.
Luxemburg: Mr. A. V. Hintgen, Chief Inspector of Labour.
Netherlands: Mr. A. H. W. Hacke, General Director of Labour.
Mr. Scholte, Chief Inspector of Labour.
Norway: Mr. F. Rømcke, Secretary of the Central Labour Inspection Service.
Portugal: Mr. P. Botelho Neves, Secretary-General of the National Institute of Labour and Welfare.

Spain: Mr. M. Gonzalez Rothvoss, Deputy-Chief of the Labour Inspection Service.

Sweden: Mr. E. Gabrielson, Chief of Division in the Labour Department.

Switzerland: Mr. H. Rauschenbach, Chief of the Labour Protection Section in the Department of National Economy.

There were also present:

Mr. Harold Butler, Director of the International Labour Office;
Mr. Clottu and Mr. Blelloch, of the International Labour Office.

The Conference elected as its Chairman Mr. Hacke al-id as its Reporter Mr. Wilson.

The Conference was convened by the Governing Body of the International Labour Office, in pursuance of a proposal made by the Committee of Experts appointed to examine the annual reports submitted by Governments on the application of the international labour Conventions ratified by the respective countries. In the course of its discussions, the Conference kept constantly in view the importance of adequately organised systems of factory inspection as an essential guarantee of the proper application of ratified Conventions.

The subject on the Conference's agenda was:

**Organisation of factory inspection in industrial undertakings, including the question of collaboration with employers and workers.**

The documents at the disposal of the Conference consisted of a series of statements drawn up on uniform lines by the twelve Governments represented, with regard to the organisation of factory inspection in the different countries concerned.

The Conference found it convenient, in discussing the general question with which it had to deal, to bear in mind the principles laid down in the Recommendation adopted by the International Labour Conference in 1923 concerning the general principles for the organisation of systems of inspection to secure the enforcement of the laws and regulations for the protection of the workers.

Of the countries represented, the following have signified their complete or general acceptance of the Recommendation: Belgium, Finland, France, Great Britain, Italy, Luxemburg, the Netherlands, Norway, Spain, Sweden and Switzerland. The statements submitted by the various Governments showed that their approval of the Recommendation is in fact generally reflected in the organisation of their inspection systems, which appear to conform closely to the Recommendation's principles.

On various points, however, evidence of divergent methods and practices provided an opportunity for a fruitful exchange of views and experience. The conclusions to which the Conference's discussions on these points led may be summarised as follows:

I. **Administrative Organisation.**

The 1923 Recommendation lays down the following principles:

1. That, so far as possible, inspectors should be localised in the industrial districts and that the whole system of inspection should be centralised under the control of a properly qualified authority. (§§ 8, 9.)

2. That the inspectorate should be placed under the direct and exclusive control of a state authority and should not be under the control of or in any way responsible to any local authority in connection with the execution of any of their duties. (§ 10.)

3. That competent experts should be employed to deal with special medical, engineering, electrical and other problems arising out of inspection. (§ 11.)

The statements supplied by the Governments appear to show general conformity with these principles. As regards the third principle—employment of experts—the members of the Conference compared experience with regard to the employment of such experts in a consultative capacity on the one hand and as permanent officials on the other. This exchange of views convinced them that the practice of the majority of the countries represented, of employing experts as permanent full-time officials, is to be preferred, provided that the persons selected possess the requisite qualifications and that they are granted proper powers of inspection.

II. **Personnel.**

The Recommendation lays down the following principles:

"That inspectors should be properly trained and qualified; that they should enjoy permanent status; that they should receive adequate remuneration; and that their freedom from external influences should be secured. (§§ 13-16.)"
That the inspectorate should include women as well as men inspectors and that the women inspectors should, subject to their having had the necessary training and experience, be placed on a footing of equality with their male colleagues. (§ 12.)

As regards the selection of inspectors, the discussion which took place led the Conference to the conclusion that, whatever the methods that may be found most suitable to the circumstances of each particular country, the point of paramount importance is to select persons possessing the right personal qualities of character and adaptability. A university degree, or equivalent educational qualification, may be taken into account but is not to be regarded as constituting a guarantee of suitability. Further, in order to attract properly qualified candidates, the conditions of service should not be in any way inferior to those offered to persons employed in equivalent grades of the public service.

As regards the training of persons newly appointed to the inspection service, the Conference reached the conclusion (a) that new appointees should at first perform inspection work only in the company of a senior official, and (b) that a probationer in the service can suitably be simultaneously trained and tested by being called upon from time to time to submit full descriptive reports on the conditions, both satisfactory and unsatisfactory, noted in particular undertakings.

As regards the employment of women inspectors, it would appear that the employment of women on general or specialised inspection duties has proved most satisfactory in all the countries where it has been put into practice. The Conference further feels justified in recording its conviction that, where there is equality of qualifications and duties as between inspectors of the two sexes, there should also be equality of conditions of service.

III. (a) Duties of inspectors.

The Recommendation lays down the following principles:

"That the principal function of any system of labour inspection should be to secure the enforcement of the laws and regulations relating to the conditions of work and the protection of the workers while engaged in their work; and that any additional duties assigned to inspectors (a) should not in any way interfere with the inspectors' principal duties; (b) should in themselves be closely related to the primary object of ensuring the protection of the health and safety of the workers, and (c) should not prejudice in any way the authority and impartiality of the inspectors. (§§ 1, 2.)"

The statements supplied by the Governments indicate general conformity with these principles, and the Conference found it unnecessary to discuss them.

III. (b) Powers of inspectors.

(1) General.

The Recommendation lays down the following principles:

"1. That inspectors should be empowered freely to visit industrial establishments and to obtain information from workers or other persons without witnesses. (§ 3.)

2. That inspectors should be empowered to take legal proceedings in respect of breaches of the laws. (§ 5.)

3. That inspectors should have the right to make orders or have orders issued by a competent authority requiring any necessary alterations of plant or installation to be carried out. (§ 6.)"

The statements supplied by the Governments indicate general conformity with these principles, and the Conference found it unnecessary to discuss them.

(2) Safety.

The Recommendation lays down the following principles:

"1. That all accidents should be notified to the competent authorities, and that one of the essential duties of the inspectors should be to investigate accidents, and more especially those of a serious or recurring character, with a view to ascertaining by what measures they can be prevented.

2. That inspectors should inform and advise employers respecting the best standards of health and safety."
3. That inspectors should encourage the collaboration of employers, managing staff and workers for the promotion of personal caution, safety methods, and the perfecting of safety equipment.

4. That inspectors should endeavour to promote the improvement and perfecting of measures of health and safety, by the systematic study of technical methods for the internal equipment of undertakings, by special investigations into problems of health and safety, and by any other means.

5. That in countries where it is considered preferable to have a special organisation for accident insurance and prevention completely independent of the inspectorate, the special officers of such organisations should be guided by the foregoing principles. (§ 7.)

As regards the preparation and presentation of accident statistics, the attention of the Conference was drawn to the difficulties experienced in arriving at trustworthy comparisons between the accident-risks in different countries owing to the fact that neither the field covered by the national statistics nor the standard of degree of severity adopted in the different countries is uniform. It ventures to draw the attention of the International Labour Office to this problem (see the suggestion formulated below, on page 11).

As regards advising the workers on safety methods and appliances, an exchange of experience convinced the Conference that situations may arise in which such advice is more likely to be followed if it is given by a properly qualified fellow-worker.

III. (c) Inspectors' Reports.

The Recommendation lays down the following principles:

1. That inspectors should regularly submit to their central authority reports framed on uniform lines dealing with their work and its results. (§ 21.)

2. That the central authority should publish annual reports containing a general survey of the information furnished by the inspectors and adequate statistical information concerning such points as:

- (a) The strength and organisation of the staff of the inspectorate;
- (b) The number of establishments covered by the laws and regulations, classified by industries and indicating the number of workers employed (men, women, young persons, children);
- (c) The number of visits of inspection made for each class of establishment, and the number of establishments inspected more than once during the year;
- (d) The number and nature of contraventions noted and convictions secured;
- (e) The number, nature and cause of accidents and occupational diseases notified. (§§ 21, 23.)

The discussion showed that, in all the countries represented, periodical reports on the activities of the inspection service are either already published or will be published as soon as material circumstances permit. The Conference ventures to lay stress on the publication of such reports, and to record its conviction that, in order that the information embodied in the reports may reach all the circles that might derive benefit from studying them, they should be published separately (that is to say, apart from other departmental information) and in an easily accessible form.

It also appears desirable that, wherever possible, summaries of the information contained in the reports of the inspection service should be reproduced in the general periodical publications (Labour Gazettes, etc.) of the responsible Department.

IV. Collaboration with Employers and Workers.

The Recommendation lays down the following principles:

1. That the workers and their representatives should be free to communicate with the inspectors and that any complaints made by them should be treated confidentially by the inspectors. (§ 19).

2. That the inspectors should maintain permanent contact with the employers' and workers' organisations. (§ 20.)

The exchange of experience under this heading convinced the Conference that, among the various methods of collaboration with employers and workers that may be adopted, the colla-
boration of joint committees with the regular inspection staff in securing the observance of certain of the laws and regulations is likely to yield useful results, provided that the committees do not in any way infringe on the inspectors' supervisory authority.

* * *

The above is a summary of the detailed conclusions to which the discussions of the Conference led. The Conference understands that its report will be communicated to the Governments of the various States Members of the International Labour Organisation for information. It trusts that it may thus be brought to the attention of the various national departments responsible for factory inspection, and that it may be of interest to them.

The representatives of the various Governments participating in the Conference wish to place on record their gratitude to the Governing Body for convening such a Conference, and to the Netherlands Government for its hospitality, and for the opportunities liberally afforded to them of becoming acquainted with the practical work of the highly competent inspection service of the country. Their own experience convinces them of the value of such meetings. They realise the importance of factory inspection as a guarantee of uniform application of the international labour Conventions ratified by the different countries; and they are convinced that, in order to obtain satisfactory standards of enforcement, the Governing Body is well advised in making special efforts to enable the representatives of the different national inspection services to meet and discuss their technical problems. They consider that no effort should be spared to secure the universal adoption of uniform standards and efficient methods of inspection.

As a contribution to the attainment of these objects, they venture to address the following specific requests to the Governing Body:

(i) That the valuable information contained in the statements supplied by the Governments for the Regional Conference should be collated and published for the information of the circles concerned.

(2) That in view of the difficulties at present experienced in arriving at trustworthy comparisons between the accident-risks in different industries and in different countries, the International Labour Office will make every effort to bring about greater international uniformity in the compilation of the statistics of industrial accidents.

(3) That the Governing Body will convene annual meetings of representatives of the inspection services of the States Members, and particularly of the European countries.

(4) That future meetings should be called upon to study the technical questions arising out of the supervision of the application of the laws and regulations for the enforcement of certain specific international labour Conventions, as well as any additional problems to which attention may be called by Governments or by the Governing Body.

(5) That the Governing Body should consider, in the light of the results of the present Conference and of similar meetings to be held in the future, the desirability of placing on the agenda of a session of the International Labour Conference the question of the duties, the powers, and the organisation of factory inspection services, with a view to the adoption of a Draft Convention on the subject.

(Signed) D. R. WILSON.

Reporter.

The Hague, October 16th, 1935.
TWENTY-SECOND ITEM ON THE AGENDA.

DATE AND PLACE OF THE NEXT SESSION.

It will not be possible, as usual, to fix a session of the Governing Body for the middle of January, as the representatives of the Governing Body at the Conference to be held at Santiago, Chile, will not have returned to Europe until the beginning of February. It is therefore suggested that the Seventy-fourth Session of the Governing Body should be held at Geneva in the third week of February 1936.
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