CONCLUSIONS of a Meeting of the Cabinet, held in Mr. Chamberlain's Room, House of Commons, S.W., on Friday, 28th October, 1922, at 12 Noon.

PRESENT:

THE PRIME MINISTER (IN THE CHAIR).


The Rt.Hon. S. Baldwin, M.P., President of the Board of Trade.

The Rt.Hon. Sir A. Griffith-Beaconsfield, M.P., Minister of Agriculture and Fisheries.


The Rt.Hon. Sir L. Worthington-Evans, Bart., M.P., Secretary of State for War.


The Right Hon. T. J. Macnamara, M.P., Minister of Labour.


THE FOLLOWING WERE ALSO PRESENT:

Sir C.A. Montague Barlow, K.B.E., M.P., Parliamentary Secretary, Ministry of Labour. (For Conclusion 3).

Mr. E.A. Gowers, C.B., Permanent Under-Secretary, Mines Department. (For Conclusion 4).

Sir M.P.A. Hankey, G.C.B. .................. Secretary.

Mr. Thomas Jones .................. Principal Assistant Secretary.
(1) The attention of the Cabinet was drawn to a question in the House of Commons, asking for publication of the names of the members of the Sub-Committee on Indian Military Requirements.

Although no special objection was seen to announcing the names in this particular case, the Cabinet agreed —

That the previous practice of not publishing the names of members of Sub-Committees (much of whose work is necessarily of a highly secret character) of the Committee of Imperial Defence, to which exception has rarely been made, was a sound one and should as a general rule be adhered to.

(2) With reference to Cabinet 8 (21), Appendix II, Conclusion (4), the Cabinet had before them the following documents:

A memorandum by the Secretary of State for War (Paper C.P.-3231).

A Note by the Secretary of State for the Colonies (Paper C.P.-3259).

The immediate question at issue was as to the carrying out of a decision taken by the Army Council in 1921, to disband the 21 battalions of the Territorial Force with the fewest recruits on July 1st, 1921. The Cabinet were informed that 18 of these had been satisfactorily absorbed by a process of amalgamation, one battalion (Inns of Court) had agreed to become an Officers Training Corps, and the question before the Cabinet arose mainly out of the proposed amalgamation of the 4th and 5th Battalions of Black Watch, raised respectively by the City of Dundee and Forfarshire. Attention was also called to the proposed suppression of the Oxfordshire Yeomanry, the first Auxiliary Troops to proceed to France in 1914.

Arising out of this question and out of the Memorandum by the Secretary of State for the Colonies, the Cabinet entered upon a discussion of a preliminary character on British/
British Military Policy. The suggestion was made that our military system is governed by the conditions which pertained at the time of the Armistice rather than by a study of the future military requirements of the Empire. In particular, it was suggested that the rapidity with which technical troops, including artillery and mechanical transport, can be improvised in a country with our great industrial resources, had not been taken sufficiently into account.

After some discussion the Cabinet agreed —

(a) That the Standing Defence Sub-Committee should immediately report to the Cabinet as to the military commitments of the British Empire, as a preliminary to an examination of the suitability of our military organisation for carrying out these commitments.

(A memorandum prepared by the Secretary, in communication with the Government Departments concerned, is already available as a subject for discussion. (C.T.D. Paper No.257-B).)

(b) That the examination of the military organisation should be taken up in connection with the forthcoming discussion by the Cabinet on the subject of Government Expenditure.

(c) That the Secretary of State for War should continue to give effect to the general policy in regard to the reduction of the Territorial Force set forth in his Memorandum (Paper C.P.3283).

(d) That the Secretary of State for War should not, during the next six months, press forward the conversion into technical troops of eleven Yeomanry Regiments now temporarily continuing as Cavalry which did not desire such conversion.

(3) The Cabinet had before them the following Papers on the subject of the position of the coal-mining industry:

A Memorandum,
A Memorandum by the President of the Board of Trade (Paper C.P.3422).

An Extract from the Conclusions of the Cabinet Committee on Unemployment (40th Conclusions, Minute 3).

It was explained by the President of the Board of Trade that an appeal had been made by the Executive Committee of the Miners' Federation that the sum of £5,000,000, by which the expenditure on the subvention of wages under the Agreement of July 1st, 1921, had fallen short of the maximum of £10,000,000, should be devoted to the assistance of the coal-mining industry.

In the course of the discussion reference was made to the recent Award of Sir William Plender and to the widespread dissatisfaction in certain quarters with his interpretation of "actual realised profits".

The Cabinet agreed with the recommendation of the Unemployment Committee, viz.-

"That the Miners' Federation should be informed that it was impossible to make any further grant for the special assistance of the coal-mining industry".

The Board of Trade to take the necessary action.

(4) With reference to Cabinet 79 (21), Conclusion 8, the Cabinet had before them a Memorandum by the Minister of Labour dealing with the Draft Conventions and Recommendations of the Genoa International Labour Conference, 1920 (Paper C.P.-3373).

Attention was drawn particularly to the Draft Convention dealing with facilities for finding employment for seamen (Appendix 1, (3)).

The Cabinet agreed--

To concur generally with the proposals of the Minister of Labour, subject to the settlement of any outstanding points with the President of the Board of Trade.

(5) The
(5) The Cabinet took note of the following:


(ii) Conclusion of a Conference of Ministers held on October 21st, 1921, at 11 a.m.:

1. Indian Situation.
2. Egypt.

(iii) Conclusions of Committee of Home Affairs 97, held on August 17th, 1921, at 4.15 p.m.:

1. Default of the Poplar Borough Council.
2. Prohibition of the use of White Lead in Painting.
4. Juries Bill.

(iv) Conclusions of Committee of Home Affairs 98, held on October 17th, 1921, at 12 Noon:

1. Local Authorities (Financial Provisions) Bill.
2. Temporary Power of precept-issuing authorities to levy rates when Borough Council in default.
3. Temporary borrowing by Local Authorities.

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2, Whitehall Gardens, S.W.,
28th October, 1921.
On August 19th I was authorised to issue instructions, in accordance with my Memorandum C.P.3215, to the Government Delegates attending the Conference of the International Labour Organisation to be held at Geneva this month.

Quite recently we have received from the International Labour Office the texts of the proposed draft conventions and recommendations prepared by them as a basis of discussion at the Conference. These texts have been examined by the International Labour Committee, of which Sir Montague Barlow, who will be the senior British Government Delegate at Geneva, is the Chairman. I attach a memorandum which Sir Montague Barlow has prepared as a result of this examination. It will be seen that except with regard to the proposed draft conventions for a Weekly Rest Day, no serious modification of the original instructions is required.

Unless my colleagues desire to make any comment, I shall, therefore, assume that the instructions in C.P.3215, subject to the modification suggested in Sir Montague Barlow's Memorandum attached, stand approved by the Cabinet.

(Ind.) T.J.M.

17th October, 1921.
Supplementary Instructions to the Government Delegates for the Conference at Geneva commencing 25th October, 1921.

MEMORANDUM BY THE PARLIAMENTARY SECRETARY
TO THE MINISTRY OF LABOUR.

1. The texts of the proposed draft conventions and recommendations drafted by the International Labour Office as a basis of discussion at the Conference have now been received and are circulated as an Appendix to this paper (Enclosures A - R.). These texts have been examined by the International Labour Committee, and, as a result of consultation with the Departments concerned, certain modifications of the original instructions are desirable; but save in regard to the Weekly Rest Day, these modifications are not of great importance.

2. As regards the Weekly Rest Day, two Conventions on parallel lines (Enclosures M and N) are proposed, one for industrial enterprises and the other for commercial establishments. From the replies of other Governments to the Questionnaires issued by the I.L.O., it appears not improbable that the necessary two-thirds majority of votes may be secured in favour of both Conventions.

It seems clear -

(I) That no Convention is possible in the case of shops and commercial establishments in Great Britain, and the British Delegates must oppose altogether the second Convention relating to commercial establishments.

(ii) As to industrial undertakings, if the British Delegates confine themselves to supporting the Recommendation as originally contemplated (see Home Affairs Committee decision of 17th August, 1921), it is unlikely...
that they will secure any fair measure of support. It would be regrettable, however, supposing a Convention on industrial undertakings is proposed, if Great Britain, which is the pioneer of the Weekly Rest Day - la semaine anglaise - should be put in the position of voting against the measure at a Labour Conference. It is, therefore, for consideration whether, if only as a matter of tactics, the British Delegates should not at the outset propose a Convention of less ambitious scope, confined to industrial undertakings and embodying the English practice. This, if adopted, would involve little, if any, administrative supervision.

In a separate note (Enclosure A) I give the headings of such a Convention as the Home Office and the Ministry of Labour think presents no great difficulties from the British point of view and is such as if pressed the British Delegates might agree to. If it were substantially modified the British Government Delegates would have an opportunity, in the course of debate, of making their position clear and could vote against any measure which failed to secure that the conditions imposed upon the State were sufficiently elastic.

3. Personally, on the whole, I should prefer that the British Delegates be instructed to press for a Recommendation, if possible, and to oppose a Convention. I see many possible difficulties if attempts were made to embody for this country existing customs, which do in fact secure a weekly rest day, in an Act of Parliament. And there is the danger that if Great Britain proposes a convention on lines which we could accept and then this is so modified by the conference that we have to vote against it and refuse to ratify it, yet pressure may be brought upon
upon the Government to introduce legislation at Westminster embodying the Convention as proposed by the British Government at Geneva on the ground that the British Government Delegates agreed that legislation up to that point was possible.

4. I, therefore, propose that the British Delegates be instructed:

(a) To press for a Recommendation as originally proposed and confined to industrial undertakings.

(b) That if this be rejected, the British Government Delegates should use discretion as to whether they should propose the outlines of a Convention such as indicated in Enclosure R.

5. Except in regard to the proposed draft conventions for the Weekly Rest Day (Enclosures M & N), no serious modification of the original instructions is required, as will be seen from the attached Appendix and enclosures.

C. A. M. BARROW.
The International Labour Office submits for the consideration of the Conference the following draft Recommendation concerning hours of work in agriculture.

The General Conference recommends that each Member of the International Labour Organisation take measures to encourage agricultural organisations to determine by collective agreement between employers and employees in agriculture the maximum number of hours to be worked per annum, and the limits within which the daily average of hours may vary during the year, regard being had to the peculiar circumstances and conditions obtaining in its country.
Enclosure B.

AGRICULTURE - UNEMPLOYMENT.

TEXT OF DRAFT RECOMMENDATION.

The International Labour Office submits to the Conference the following text of a draft Recommendation for the prevention of and provision against unemployment in agriculture:

The International Labour Conference, taking into account the special character of unemployment in agriculture, recommends that each Member of the International Labour Organisation should take into consideration the steps which may be adopted to alleviate unemployment among agricultural workers, and should in particular consider the advisability of applying such of the following measures as may be best suited to its particular conditions. It therefore recommends:

I.

That the Members of the International Labour Organisation take steps with a view to the increase of areas under cultivation, either by rendering land susceptible of cultivation which is not so at the present time, or by exploiting land at present uncultivated or insufficiently cultivated.

II.

That the Members of the International Labour Organisation take steps with a view to the transformation of extensive cultivation into intensive cultivation.

III.

That the Members of the International Labour Organisation take steps with a view to the creation of small landed properties or landed farms by the development of agricultural credits.
IV.

That the Members of the International Labour Organisation take steps with a view to the development of facilities for settlement on the land.

V.

That the Members of the International Labour Organisation take steps, by means of the provision of transport facilities, with a view to rendering work of a temporary nature accessible to unemployed agricultural workers.

VI.

That the Members of the International Labour Organisation take steps to develop home work in the country during the winter provided that such work be carried out in equitable and humane conditions.

VII.

That the Members of the International Labour Organisation take steps with a view to the encouragement of the creation of agricultural workers' co-operative societies for the working and purchase or renting of land.

VIII.

That the Members of the International Labour Organisation furnish the International Labour Office with a periodical report dealing with the steps taken to give effect to the present Recommendation.
The International Labour Office submits the following draft Recommendation for consideration by the Conference:

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

The General Conference recommends that the Members of the International Labour Organization take steps to regulate the employment of women wage-earners in agricultural undertakings during the night in such a way as to ensure to them a period of rest compatible with their physical necessities and consisting of not less than nine consecutive hours.
AGRICULTURE - EMPLOYMENT OF CHILDREN.

TEXT OF A DRAFT FOR A CONVENTION CONCERNING THE EMPLOYMENT OF CHILDREN IN AGRICULTURE DURING COMPULSORY SCHOOL HOURS.

The International Labour Office submits the following draft for a Convention for the consideration of the Conference:

Article 1.

Children under the age of fourteen years shall not be employed or work in any public or private agricultural undertaking, or in any branch thereof, during the hours of compulsory school attendance.

Article 2.

It shall be possible for purposes of technical instruction or vocational training to employ children in agriculture on exceptional work or in connection with the harvest, provided that such work is without prejudice to attendance during compulsory school hours.

The period and hours of attendance may be arranged in such a way as to admit of such employment always provided that the annual period of school attendance be not reduced to less than eight months.

Article 3.

The provisions of Article 1. shall not apply to work done by children in technical schools, provided that such work is approved and supervised by public authority.
AGRICULTURE - NIGHT WORK FOR CHILDREN.

TEXT OF DRAFT RECOMMENDATION CONCERNING THE EMPLOYMENT OF CHILDREN AND YOUNG PERSONS IN AGRICULTURE DURING THE NIGHT.

The International Labour Office submits the following draft Recommendations for consideration by the Conference:

The General Conference recommends that the Members of the International Labour Organisation take steps to regulate the employment of children and young persons under the age of eighteen years in agricultural undertakings during the night in such a way as to ensure to them a period of rest compatible with their physical necessities and consisting of not less than nine consecutive hours.
The International Labour Conference recommends:

1. That each Member of the International Labour Organisation endeavour to develop vocational education for agricultural workers employed within its territory and make such education available to agricultural wage-earners on the same conditions as to other agricultural workers.

2. That a report be sent to the International Labour Office at regular intervals containing full information as to the application of the laws, the money expended, and the measures taken to develop vocational agricultural education.
The International Labour Office submits the following draft Recommendation for the consideration of the Conference:

The International Labour Conference recommends:

I. That each Member of the International Labour Organisation which has not already done so take legislative or other measures to regulate the living-in conditions of agricultural workers employed within its territory, that such regulations lay down any special provisions which may be necessary in view of the particular climatic or other conditions affecting agricultural labour in each country, and that they be drawn up after consultation with the employers’ and workers’ organisations concerned, if such organisations exist.

II. That such regulations be applicable to agricultural workers provided with accommodation by their employers, whether individually or by groups, and whether in the house or adjoining buildings of their employers.

III. That such regulations, while being sufficiently elastic to allow of their adaptation to the climatic or other conditions of agricultural labour in a given country, nevertheless contain definite provisions, as follows:

(a) that agricultural workers must not sleep in stables or outhouses;

(b) that each worker must have his own bed;
(c) that places used for the accommodation of workers must be such as can be easily ventilated;
(d) that if climatic conditions so require, these places must be such as can be heated;
(e) that these places must be furnished or situated in such a way as to give their occupants facilities for attending to personal cleanliness;
(f) that separate quarters should be provided for both sexes.

IV.
That each Member of the International Labour Organisation take measures to secure control of the application of the provisions of such regulations.
TEXT OF DRAFT FOR A CONVENTION.

The International Labour Office submits the following draft of a Convention for the consideration of the Conference:

Each Member of the International Labour Organisation which ratifies this Convention engages to secure to all agricultural workers employed within its territory the same rights of association and combination as to industrial workers, and to repeal any legislative or other provision which places any restrictions on these rights with reference to agricultural workers.
The International Labour Office submits the following draft for a Convention and draft Recommendation for the consideration of the Conference.

Draft for a Convention concerning the extension to agricultural wage-earners of the provisions of laws and regulations concerning workmen's compensations.

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

Draft Recommendation concerning the extension to agricultural wage-earners of the benefits of social insurance laws.

The General Conference recommends that each Member of the International Labour Organisation extend to agricultural wage-earners the benefit of its laws and regulations instituting systems of social insurance on conditions at least equivalent to those prevailing in the case of workers in industry and commerce.
The International Labour Office submits for the consideration of the Conference the following draft for a Convention concerning the disinfection of wool infected with anthrax spores:

**Article 1.**

For the purpose of this Convention the term "wool" includes sheeps' wool, camel hair and goat hair.

For the purpose of this Convention the term "exporting country" shall be deemed to mean the country from the ports of which wool is despatched.

**Article 2.**

An International Anthrax Commission shall be appointed for the following purposes:

(a) To draw up a schedule of wools suspected of infection with anthrax spores, hereinafter referred to as the "Schedule of Suspected Wools", which shall be revised as often as the Commission may deem advisable and in any case at least once in every three years. The Governments of States exporting any class of wool which it is proposed to include in the "Schedule of Suspected Wools" shall be notified of such proposal, and shall be given such opportunity as the Commission may deem advisable to make a statement by representatives or otherwise before the Commission.
(b) To investigate and report upon efficient methods of disinfection and arrangements for the transport of wool.

c) At the request of any State Member concerned to report upon any new method of disinfection which the State concerned may desire to adopt.

d) To enquire into and consider, with the consent of the State concerned, any complaint that the system of disinfection in such State is not efficient.

e) To report from time to time on the prevalence of anthrax in the countries of origin and the measures taken for prevention of the disease.

Article 3.

This Commission shall be composed of technical experts nominated by the exporting and importing countries specified by the Governing Body in accordance with the provisions of this Article in the proportion of one to each country.

Should a Member desire to be represented on the Commission it shall forward a reasoned application for such representation.

Any State which has ratified the Convention and which is not satisfied with the decision of the Governing Body in its regard may bring the matter before the General Conference.

Article 4.

The expense of the Commission shall be borne in equal proportions by the Members represented on the Commission.
Article 5.
All wools classified as wools suspected of infection with anthrax spores and included in the "Schedule of Suspected Wools" provided for in Article 2 of this Convention shall be disinfected wherever possible at the ports of the exporting countries. Where disinfection is organised at points in the exporting countries or countries of origin other than the exporting ports, regulations to prevent re-infection shall be made under the terms of Article 6 of this Convention. Where it is not possible to organise disinfection in the exporting country, disinfection may be organised in the importing ports of States desirous of importing such wools.

Article 6.
The regulations concerning the organisation, supervision and control of such disinfection, and the choice of methods thereof, shall be made by the Governments of the States desirous of exporting or importing such suspected wools.

Article 7.
Each Member which ratifies this Convention engages to prohibit the importation of wools included in the "Schedule of Suspected Wools", unless it is satisfied that such wool has been efficiently disinfected at the exporting port, or unless it has made arrangements to secure its efficient disinfection at the importing port.
Article 8.

No method of disinfection shall be considered to be efficient unless in a standard test the anthrax spores are completely destroyed.

The methods which may be employed in making such a standard test and the conditions necessary to ensure complete chemical and bacteriological control shall be studied by the International Anthrax Commission and communicated to the Members concerned.

Article 9.

The International Anthrax Commission set up by Article 2 of this Convention shall meet in first session not later than six months after the date upon which this Convention comes into force. This Convention shall come into force at the date on which the ratification of three Members shall have been registered with the Secretariat of the League of Nations.

No Member shall, however, as a result of the Convention, be obliged to apply the provisions of Articles 5, 6 and 7 before the expiration of a period of one year from the date of the first session of the International Anthrax Commission or such other period as may be fixed by the Governing Body of the International Labour Office on the advise of the International Anthrax Commission.
The International Labour Office submits for the consideration of the Conference the following draft for a Convention concerning the prohibition of the use of white lead in painting.

**Article 1.**

The employment of white lead and of all specialised products containing white lead shall be prohibited in all painting work, subject to the conditions and exceptions hereinafter provided.

**Article 2.**

This prohibition shall come into force five years from the date of the closure of the Third Session of the International Labour Conference.

**Article 3.**

The provisions of Article 1 shall not apply to artistic or fine painting. The Government shall define the limits of such forms of painting, and shall prohibit the use for the purpose of white lead or specialised products containing white lead except in the form of paste or ready made. The competent authority shall be charged with the duty of controlling the execution of the provisions of this Article, full account being taken of the provisions of Article 6.
**Article 4.**

In the case of painting work which is to be permanently or continually exposed to the open air, - with the exception of the painting of buildings, for both the external and internal painting of which the employment of white lead is prohibited, - the Government, after consultation with the employers' and workers' organisations concerned, may accord exceptions to the provisions of Article 1.

The form of the annual report on this Convention provided for in Article 403 of the Treaty of Versailles, Article 353 of the Treaty of St. Germain, and Article 270 of the Treaty of Nieuilly shall make provision for the full statement by each Government of the particulars as to any such exceptions granted in accordance with the first paragraph of this Article.

**Article 5.**

Any exceptions granted in virtue of Article 4 shall not cover women and young persons under 18 years of age.

**Article 6.**

In the case of any exceptions granted in virtue of Article 4, the competent authority shall be charged with the duty of enforcing regulations necessary for the hygienic protection of the workers against the dangers of plumbism. These measures shall include more particularly:

1. Prohibition of the transport, sale or use of white lead for painting purposes except in the form of paste or ready made, and the labelling of all vessels containing it.

2. Provision of adequate arrangements for the personal cleanliness of the workers; overalls to be cleaned once a week; changing rooms; washing apparatus.
(3) Prohibition of dry rubbing down and dry scraping.

(4) Medical examination of each workman on taking up his employment and subsequent medical examination at frequent intervals.

(5) Compulsory notification of cases of lead poisoning.

(6) Special register for each workman containing all necessary particulars as to health, etc.

(7) Prohibition of eating and smoking at the place of work.

(8) Posting up of notices and distribution of pamphlets explaining the danger of plumbism and the protective measures necessary to guard against it.

Article 7.

In painting operations which involve the removing of old coats of paint with a lead basis, the competent authority shall be charged with the duty of enforcing the regulations laid down in accordance with Article 6.
DRAFT FOR CONVENTION CONCERNING THE APPLICATION OF THE WEEKLY REST IN INDUSTRIAL ENTERPRISES.

Article 1.

In all industrial enterprises, public or private, and in their branches of whatever nature, apart from those in which only the members of one single family are employed, the whole of the staff, except as otherwise provided for by the following articles, must in every period of seven days enjoy a period of rest comprising at least twenty-four consecutive hours.

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

It will, in principle, be fixed to coincide with the days already established by the traditions or customs of the country or district.

Article 2.

The dispositions of this Convention are not applicable to persons occupying supervisory, managerial or confidential posts.

Article 3.

The rest period of twenty-four consecutive hours provided above in Article 1 may be suspended in the enterprises or the types of work set out hereafter:
(1) Urgent work, the immediate carrying out of which is necessary in the case of accidents and of repair of the material, installation or buildings of the enterprises or where other exceptional circumstances make it necessary.

(2) Industries conducted in the open air and industries in which wind or water is employed principally or entirely as motive power; industries where inclemency of weather causes stoppages of work or which are only operative at certain periods of the year, in so far as exceptions to the normal hours of work, which may be provided to make good the hours lost as a result of dead seasons or stoppages, do not permit the accomplishment of work in hand.

(3) Industries in which perishable materials are employed; industries which at certain times have to satisfy urgent needs, such as the repair of ships or agricultural machinery, in so far as temporary exceptions to the limits normally fixed for the general work of the enterprise do not permit these needs to be met during the working days.

(4) Work required in case of external danger or carried out in the interests of the public.

Article 4.

The rest-period of twenty four consecutive hours provided above in Article 1 may be diminished in the enterprises or in the types of work set out hereafter.

(1) Work which for technical reasons cannot be interrupted and the continuance of which must be guaranteed by successive shifts.
(2) Enterprises and services conducted in the general interest, the transport of persons and merchandise by rail, and the telegraph, telephone and postal services.

(3) Enterprises which provide the public with services or products which must be assured or delivered every day.

Article 5.

The rest-period of twenty-four consecutive hours provided above in Article 1 may be suspended or diminished in the enterprises or in the types of work set out hereafter:

1. Preparatory or complementary work or maintenance, on the performance of which the complete resumption of the regular working of the enterprise is dependent, and in so far as permanent exceptions to the limits normally fixed for the general work of the enterprise do not permit such tasks to be carried out during the working days; stocktaking.

2. Work essentially intermittent in character.

3. Enterprises and services of transport of persons or of goods by road or rail, of telegraph, telephone or posts, the working of which is not continuous or the interest of which is confined to a district of locality; inland water transport.

Article 6.

In order to apply Articles 3, 4 and 5 above, regulations drawn up by the competent authority, after prior consultation of the employers' and workers' organisations concerned, and having regard to the agreements established between them where such exist, will determine:

1. The industries or types of work for which suspension or reduction of the weekly rest may be authorised.

2. The limits within which such suspension or reduction may be authorised.

3. The compensation to be accorded for such suspension or reduction.
Article 7.

If it be an established fact that the granting of a rest period simultaneously to the staff on the days already established by the traditions or customs of the country or the district would prejudice the public interest or injure the normal working of the enterprise, the rest-period of twenty-four hours per week or the periods of rest determined in the conditions provided by Article 6 above, may either after consultation with the employers' and workers' organisations concerned, be fixed for another day, or granted to the whole or part of the staff on one or more occasions in rotation.

Article 8.

In order to facilitate the application of the dispositions of this Convention, every employer, director or manager will be obliged:

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

(2) where the rest period is not granted to the whole of the staff collectively, to make known, by means of a poster drawn up in accordance with the method approved by the legislation of the country or by a regulation of the competent authority, the workers or employees subject to a special system of rest and to indicate that system.
Article 9.

Every Government will communicate to the International Labour Office:

(1) a list of the types of work classified as being necessarily continuous in the sense of Article 4.

(2) full information as to the regulations adopted in virtue of Article 6 and as to their application.

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

DRAFT FOR CONVENTION CONCERNING THE APPLICATION OF THE WEEKLY REST IN COMMERCIAL ESTABLISHMENTS.

Article 1.

In all commercial establishments, public or private, and in their branches of whatever nature, apart from those in which only the members of one single family are employed, the whole of the staff, except as otherwise provided for by the following articles, must in every period of seven days enjoy a period of rest comprising at least twenty-four consecutive hours.

This period of rest will be granted wherever possible simultaneously to the whole of the staff of each enterprise.

It will, in principle, be fixed to coincide with the days already established by the traditions or customs of the country or district.

Article 2.

The dispositions of this Convention are not applicable to persons occupying supervisory, managerial, or confidential posts.

Article 3.

The rest-period of twenty-four consecutive hours provided above in Article 1 may be suspended in the enterprises or types of work set out hereafter;
(1) Urgent work, the immediate performance of which is necessary in the case of accidents or repairs or where other exceptional circumstances make it necessary.

(2) Enterprises which have to meet an increase of work at certain periods of the year and enterprises liable to periods of stoppage; in so far as the exceptions to the normal hours of work which may be provided to meet such increase of work or to make good hours lost owing to stoppage, do not permit the accomplishment of the work in hand.

Article 4.
The rest-period of twenty-four consecutive hours provided above in Article 1 may be diminished in the enterprises set out hereafter.

(1) Enterprises which operate in the interests of public recreation, convenience, information, welfare, travel, hygiene and health.

(2) Enterprises concerned with the preparation, sale or local consumption of foodstuffs of all kinds.

Article 5.
The rest-period of twenty-four consecutive hours provided above in Article 1 may be suspended or diminished in the enterprises or in the types of work set out hereafter;

(1) Enterprises which have to meet necessities or district or local exigencies, when the normal day of rest coincides regularly or occasionally with the day on which those circumstances happen.

(2) Work essentially intermittent in character.
Article 6.

In order to apply Articles 3, 4 and 5 above, regulations drawn up by the competent authority after prior consultation of the employers' and workers' organisations concerned, and having regard to the agreements established between them, where such exist will determine:

(1) The industries or types of work for which suspension or reduction of the weekly rest may be authorised;
(2) The limits within which such suspension or reduction may be authorised;
(3) The compensation to be accorded for such suspension or reduction.

Article 7.

If it be an established fact that the granting of a rest-period simultaneously to the whole staff on the days already established by tradition or custom of the country or the district would be liable to prejudice the public interest or injure the normal working of the enterprise, the rest-period of twenty-four hours per week or the periods of rest determined in the conditions provided by Article 6 above may either, after consultation with the employers' and workers' organisations concerned, be fixed for another day or granted to the whole or part of the staff on one or more occasions in rotation.

Article 8.

In order to facilitate the application of the dispositions of this Convention, every employer, director, or manager will be obliged.
(1) Where the weekly rest is given to the whole of the staff collectively, to make known such days and hours of collective rest by means of notices posted conspicuously in the establishment or any other convenient place, or in any other manner approved by the Government;

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

Article 8.

Every Government will communicate to the International Labour Office full information as to the regulations taken in virtue of Article 7, and as to their application.

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

- 4 -
SATURDAY AFTERNOON HOLIDAY.

DRAFT RESOLUTION CONCERNING THE FIXING, BY MEANS OF COLLECTIVE AGREEMENTS, OF A PROLONGATION OF THE WEEKLY REST BEYOND 24 HOURS.

The International Labour Conference invites the competent authorities in each country to encourage the conclusion of agreements between the employers' and workers' organisations concerned, with a view to determining, wherever the conditions of work in the industry, commerce or profession permit, a distribution of the hours of work such as will allow rest to be given on Saturday afternoon as well as Sunday. The Conference likewise invites the competent authorities to confer by means of regulations binding force on the clauses in these agreements which imply such a distribution of the hours of work.
EMPLOYMENT OF YOUNG PERSONS AS TRIMMERS AND STOKERS.

I. DRAFT FOR A CONVENTION.

FIXING THE MINIMUM AGE
FOR ADMISSION OF YOUNG PERSONS TO EMPLOYMENT
AT SEA AS TRIMMERS AND STOKERS.

Article 1.

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

Article 2.

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

Article 3.

The provisions of Article 2 shall not apply to work done by young persons on school-ships or training-ships, provided that such work is approved and supervised by public authority.

Article 4.

In order to facilitate the enforcement of the provisions of this Convention, every shipmaster shall be required to keep a register of all persons under the age of eighteen years employed on board his vessel, or a list of them in the articles of agreement, and of the dates of their births.
MEDICAL EXAMINATION OF YOUNG PERSONS
EMPOYED AT SEA.

DRAFT FOR A CONVENTION.
CONCERNING THE COMPULSORY MEDICAL EXAMINATION OF
CHILDREN AND YOUNG PERSONS EMPLOYED AT SEA.

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

Article 2.
The employment of any child or young person under 18 years of age on any vessel, other than vessels upon which only members of the same family are employed, shall be conditional on the production of a medical certificate attesting fitness for such work, signed by a doctor who shall be approved by the maritime authorities.

Article 3.
The continued employment at sea of any such child or young person shall be subject to the repetition of such medical examination at intervals of not more than one year, and the production, after each such examination, of a further medical certificate attesting fitness for such work.
ENCLOSURE R.

SUGGESTED HEADS OF CONVENTION AS AGREED

BY HOME OFFICE AND MINISTRY OF LABOUR.

1. The Convention must be confined to industrial undertakings.

2. The Convention should proceed on the lines that subject to the exceptions to be specified in the Convention all workers in an industrial undertaking (to be defined in the Convention) shall be allowed a rest period of 24 consecutive hours in every seven days.

(Note: It is distinctly preferable that there should be no reference in the Convention to the weekly rest day being Sunday. It is usually Sunday in this country, but the importance of not mentioning Sunday is that in trades or industries where rest is given in another day the mention of Sunday in the Convention might involve a claim for Sunday work in all cases where necessary, to be paid for at enhanced rates.)

3. This provision will not apply at all to exceptions which must include the following:

(a) Cases of accident or breakdown, and urgent repair.

(b) Occupations where the work is essentially intermittent.

(c) Industries or processes within an industry which, by reason of their nature, require to be carried on continuously by a succession of consecutive shifts, and where the rest period of 24 hours cannot be arranged for all the workers in the industrial undertaking.

(d) Transport of passengers or goods by rail and inland waterways.

(e) Agriculture.

(f) Industrial undertakings or occupations within an industrial undertaking which are dependent upon tidal conditions.

(Note: These exceptions are based on certain broad principles. They must be regarded as the minima. It will be necessary to consider in detail others, such as public utility services, e.g. tramways, transport of passengers by vehicles plying for public hire, gas, electric light, waterworks, docks.)
4. It is also desirable that a clause should be provided dealing with exceptional pressure of work. This could perhaps most conveniently be effected by allowing work to be done on the weekly rest day period for not more than a specified number of days in the course of the year. If the exceptions in the previous clause are adequate there does not appear to be a need for a provision for contracting out in the Convention.

N.B. In order to be acceptable the Convention must not
(1) Impose any liability for enforcement of its provisions by the Executive machinery of the State. The Convention would confer rights on workpeople, and enforcement must be left to the employers and workers concerned in the industry. No question of partial or temporary exemptions all of which would entail Government inspection and interference should be accepted.
(2) Impose any liability on the part of the employer for compensation to his workers in cases where the weekly rest period is not, under the Convention, required to be given.
APPENDIX.

SUPPLEMENTARY INSTRUCTIONS.

(See Enclosure to C.P.3215)

AGRICULTURAL QUESTIONS. Items 2, 3, and 4 of the Agenda.

Item 2. (Enclosure A) Recommendation regarding Hours.

The British Government Delegates may support the Recommendation, subject to modifications allowing of greater elasticity to meet special cases.

Item 3. (Enclosure B) Adaptation to agricultural labour of the WASHINGTON DECISIONS CONCERNING:

(a) MEASURES FOR THE PREVENTION OF OR PROVIDING AGAINST UNEMPLOYMENT.

The British Government Delegates should not adhere to the legal argument that the measures proposed by the International Labour Office are outside the scope of the Washington Decisions. They should, if opportunity arises, take part in the discussion on these recommendations (Encol.B) and object to certain of them both on general grounds and on account of their infringement on national policy.

(b) PROTECTION OF WOMEN AND CHILDREN.

(i) Maternity Recommendation (Enclosure C). The proposed text is based upon the Washington Convention which H.M. Government have refused to ratify. The recommendation accordingly cannot be accepted and no modification of the original instructions is therefore necessary.

(ii) Employment of Women on Night work (Enclosure D).

The principle of this recommendation may be accepted subject to its being made clear that no obligation is thereby imposed upon Governments to enforce it by inspection. With a view to avoiding any such obligation the Government Delegates should propose that the recommendations be redrafted on the /following
"It is suggested that Members of the International Labour Organisation shall take steps to encourage associations of employers and employed to make agreements providing that women wage-earners employed in agricultural undertakings during the night shall enjoy a period of rest compatible with their physical necessities.

(iii) Employment of Children in Agriculture (Encl. B).

Article I of the proposed draft convention is in accordance with British practice and may therefore be accepted in principle, provided that it is not to come into operation until Section 8 of the Education Act 1918, is brought into force.

Articles 2 and 3 will require drafting modifications to secure that the proposed exceptions in favour of technical instruction or vocational training are not abused.

(iv) Employment of children and young persons on night-work (Encl. F).

If the proposed Recommendation were redrafted to follow the principle of the amendment to Encl. D. in (ii) above, it should be supported by the British Government Delegates.

Item 4. SPECIAL MEASURES FOR THE PROTECTION OF AGRICULTURAL WORKERS.

(i) Vocational Education (Encl. G). Subject to verbal amendments, the Government Delegates may accept the proposed recommendation.

(ii) Living-in conditions and accommodation generally (Encl. H).

As drafted, the recommendation might involve a degree of regulation and inspection greatly in excess of that provided by the laws or byelaws of the Public Health Authorities of the United Kingdom. It cannot therefore be accepted by the Government Delegates. The latter may, however, support a recommendation that Members should do all in their power to
deal adequately with the evils envisaged in the recommendations.

(iii) Rights of Association (Encl. I). The draft convention prepared by the I.L.O. is in accordance with British law and may therefore be accepted by the Government Delegates.

(iv) Protection against accident, sickness, invalidity and old age (Encl. J).

Draft convention concerning workmen's compensation -
The Government Delegates may support the text prepared by the I.L.O. provided that the benefits to be conferred are restricted in their application to the same classes of workers as are comprised in the Workmen's Compensation Acts (viz., all manual workers and other employed persons whose total remuneration does not exceed £250 p.a.). It might be desirable that the benefits should be available for foreign workers only on a basis of reciprocity and it may be anticipated that this qualification will be introduced by representatives of other Governments.

Recommendation concerning social insurance laws -
This recommendation may only be accepted by the Government Delegates if it is established that it does not apply to unemployment insurance for agricultural workers.


This draft convention is generally in accordance with British requirements and, subject to some small amendments, may be accepted. It is felt that the expenses involved by any meetings of the Commission created by Article 2 that may be necessary are an incidental charge to which no objection can be taken.

The proposed text provides for disinfection being carried out in the exporting country, or where this is not possible, in the importing country. From the British point of view, however, it might have been preferable to require that disinfection should take place always in the exporting country but the
latitude now proposed to be allowed should make the
collection more acceptable to the importing countries. The
Delegates may therefore accept the proposal.

It would be desirable to secure agreement with the
Indian and Dominion Delegates; and the British Delegates should
take any possible steps for this purpose.

Item 6. Prohibition of the Use of White Lead in Painting. (Enclosure).

The convention drafted by the I.L.O. apart from merits,
requires amendment, as the precise scope of the convention is
not altogether clear. Assuming that a convention is adopted
on the basis of prohibition in some cases and regulation in
others, the attitude of the Government (as laid down in the
replies to the I.L.O. Questionnaire) precludes the British
Delegates from voting either for or against such a Convention,
or, in fact, any convention which accepts prohibition or
regulation or both.

The instructions already issued require the delegates to
adopt a non-committal attitude on the question of prohibition
and regulation. It follows therefore that they will not be
entitled to vote for a convention which is based either on
prohibition or on regulation or on a combination of both.

Item 7. Weekly rest day in industrial and commercial establishments.
(Enclosure M.N. & C.). The conventions as drafted by the I.L.O.
cannot be accepted, nor can the resolution regarding a
Saturday half-holiday, which is ultra vires. In no case should
any convention with respect to commercial undertakings be
accepted. Subject to further directions by the Cabinet the
British Delegates may in certain circumstances agree to a
convention applying exclusively to industrial undertakings, and
involving no administrative responsibility for enforcement.
The headings of such a convention are given in Enclosure R.
Item 8. (a) Age of admission of Young Persons to Employment at sea as trimmers and stokers (Encl. P.). The Government Delegates should support this draft convention.

(b) Compulsory medical examination of children and young persons employed at sea (Encl. Q.). The Government Delegates should not support the convention as drafted. As stated in the original instructions, provided the first convention (Encl. P) is carried, a convention may be supported restricting medical examination to children under 16 (if pressed, up to 18 years of age) on first entry into the service. The examination should be confined to entry and should not impose re-examination at periodic intervals; it should not, moreover, involve a charge upon public funds, and this should be made clear.
CONCLUSIONS of a Conference of Ministers held at 10, Downing Street, S.W., on Friday, 21st October, 1921, at 11 a.m.

PRESENT:

THE PRIME MINISTER. (In the Chair).


The Right Hon. Sir Hamar Greenwood, Bart., K.C., M.P., Chief Secretary for Ireland.


THE FOLLOWING WERE ALSO PRESENT:

Sir Edward Grigg, K.C.V.O., C.M.G., Mr. Lionel Curtis.

Mr. Thomas Jones, Principal Assistant Secretary, Cabinet.
(1) With reference to Cabinet 81 (21) Conclusion 3(c), the Prime Minister read the personal telegram which he had sent to the Viceroy, and great satisfaction was expressed with its terms by all the Ministers present.

(2) With reference to Cabinet 81(21) Conclusion 5, the attention of the Conference was drawn to a telegram which had been received from Mr. Scott describing the disturbances which had occurred in connection with the visit of Zaghlul's tour in Upper Egypt. (Foreign Office Telegram No. 587 (K) 20th October, 1921).

The Conference agreed:—

That the Secretary of State for Foreign Affairs should be invited, in the light of the above telegram, to consider the advisability of issuing instructions that Zaghlul should not be allowed to make any further demonstrations; that he should, if necessary, be arrested, and, if deemed advisable, deported.

Whitehall Gardens, S.W.1,

22nd October, 1921.
CABINET.

COMMITTEE ON HOME AFFAIRS, 97.

Conclusions of a Meeting of the above Committee held in the Home Secretary's Room, House of Commons, S.W., on Wednesday, August 17, 1921, at 4.15 p.m.

Present:


The Right Hon. R. Munro, K.C., M.P., Secretary for Scotland.

The following were also present:

Sir C. A. Montague Barlow, K.B.E., M.P., Parliamentary Secretary, Ministry of Labour.

Mr. W. M. Graham Harrison, C.B., Parliamentary Counsel (for Conclusions 3 and 4).

Sir Aubrey Symonds, K.C.B., Second Secretary, Ministry of Health (for Conclusion 1).

Mr. R. Thomas Jones, Principal Assistant Secretary, Cabinet.

Mr. P. Wicks, Secretary to the Committee.

With reference to H.A.C. 97, Conclusion 4, the Committee had under consideration a Memorandum by the Minister of Health (C.P. 3203) on the default of the Poplar Council to levy rates pre­cepted to them by the London County Council and other authorities, to which was appended the opinion of the Law Officers to the effect that except in the case of the sum required for police purposes no remedies were available except the remedy of mandamus and attachment.

Sir Aubrey Symonds, on behalf of the Ministry of Health, made a statement to the Committee on the present position. Writs of
attachment had been issued in respect of thirty-one members of the Council out of a total of forty-nine members.

From information received from the Town Clerk it appeared that one-third of the total members constituted a quorum. In any event, the Council had made the necessary arrangements for the carrying on of their business until Christmas, including the directions for the levying of the next rate. There was a special meeting of the members on the following afternoon for the purpose of initiating a propaganda campaign. Those members, in respect of whom writs of attachment had been issued, were quite determined to be martyrs, and only a complete concession of all their claims would change this decision. Some of their demands had already been met. As the result of a conference between representatives of the London Boards of Guardians and the Ministry of Health the arrangements made during the war relating to the Metropolitan Common Poor Fund had been abandoned, and the reversion to the practice formerly prevailing would result in a relief to Poplar of some 30,000L per year.

On the other hand, the Council also complained that they had not received any grant from the Lord St. David’s Unemployment Grants Committee. It was impossible to meet them on this. The Lord St. David’s Committee had rejected their application owing to their refusal to give preference to ex-service men. Their main claim, however, was in respect of the equalisation of rates. The Standing Joint Committee of the Metropolitan Borough Councils had recently been considering a proposal to increase the Equalisation Rate in the London area from 6d. to 1s. The Borough Councils might be prepared to agree to this, but it was doubtful whether the London County Council would agree. Legislation would be required. If it were passed, it would relieve Poplar to the extent of 19,000L per year, and reduce their rates by 5½d. It should also be observed that the Terms of Reference to the Royal Commission on Greater London included consideration of the equalisation of rates which had been expressly inserted on account of such places as Poplar and West Ham.

Judging, however, by what the Town Clerk said, it was doubtful whether anything short of a complete concession of the full demands would prevent the members of the Council from going to prison. It had been suggested that the Precepting Authorities might accept payment of the sums due by instalments. But the Ministry of Health were advised, and the London County Council agreed, that this was impossible on legal grounds, as infringing the general rule on retrospective rating. Even if the legal difficulty could be got over, the Ministry of Health were advised that such a concession would immediately be followed by other poor Boroughs asking for similar terms.

An analysis of the rates in Poplar was instructive. The average general rate for 1920-21 in London was 14s. 11d.—in Poplar 22s. 10d. In respect of services rendered by a Central Authority and of local expenditure borne centrally the average rate in London boroughs was 9s. 3d. In Poplar 9s. 8d. The average rate in the London boroughs in respect of expenditure borne locally, i.e., Guardians’ and Borough Councils’ expenditure, was 5s. 8d.—in Poplar 13s. 11d. These figures show that the heavy rates in Poplar were due to the policy of the Poplar Borough Council, which included, amongst other extravagances, the payment of 5,000L a week on out-relief. The number of out-door paupers per thousand was 92.5 in Poplar, while in Whitechapel it was 0.2.

The Chairman observed that a knowledge of these facts was vital to a correct appreciation of the situation, and suggested that publicity should be given to them by a question in Parliament.

Sir Aubrey Symonds, continuing, said that dating from a time before the Poplar enquiry in 1906 up to the present time, it was known to be the policy of Mr. Lansbury to make the administration of the borough impossible in order to secure complete equalisation
of London rates. The Ministry of Health were not asking the
Home Affairs Committee to take any action, the only question was
whether any effort should be made to prevent the members of the
Council from going to prison, and, on the whole, it seemed
desirable to let matters take their course.

The Committee were generally agreed that steps should be
taken to give full publicity to the facts, either by questions in
Parliament, by giving information to the press, or by the
distribution of leaflets.

The Home Secretary requested the guidance of the Committee
on the point whether he should endeavour to secure payment of the
Metropolitan police rate by his power of appointing occasional
overseers under an Act of 1829. On the whole, he doubted the
advisability of having recourse to an obsolete statute.

Sir Aubrey Symonds stated, in reply to a question, that the
inhabitants of Poplar, even the more prosperous classes, were
inclined to sympathise with the Borough Council, and resistance was
therefore not unlikely.

The Solicitor-General concurred in the view that it would be
unwise to proceed under the Act, particularly having regard to the
fact that the police rate formed a very small part of the total charge.

The Home Affairs Committee agreed—

(i.) To request the Ministry of Health to take suitable steps to
give full publicity to the true facts of the case in regard
to the high rates in Poplar.
(ii.) That the Home Secretary should not endeavour to collect
the Metropolitan police rate by the appointment of
occasional overseers.
(iii.) That no steps should be taken to prevent the members of
the Borough Council from undergoing imprisonment in
consequence of the proceedings before the Lord Chief
Justice.

2. With reference to H.A.C. 89, Conclusion 1 (a), the
Committee had under consideration a Memorandum by the Home
Secretary (C.P. 3221), giving the proposed terms of reference and
members of a new committee to re-examine the question of the
danger from the use of lead paints, and the proposals to substitute
leadless for lead paints, in view of the further information
forthcoming from the Office of Works and elsewhere since the
enquiries of the previous Committees. It was suggested that the
terms of reference would unduly narrow the scope of the Com­
mmittee's investigations, and that words should be chosen which
would make it clear that it was the intention to throw the whole
question open.

The Home Secretary read a letter received from the First
Commissioner of Works, in which certain suggestions were made,
on the one hand, to add pathological experts to the Committee and,
on the other hand, to give the Admiralty, Office of Works,
Government of India, commercial users and manufacturers an
opportunity to be heard otherwise than by merely giving evidence.

The Home Affairs Committee agreed—

(1.) To approve the membership of the Committee as proposed
by the Home Secretary and to refer the redrafting of
the terms of reference to the Chairman, Home Secretary
and Solicitor-General for final decision.
(2.) That Government Departments, commercial users and
manufacturers of white lead should give evidence before
the Committee, but should not otherwise be entitled to
be heard.
Weekly Rest Day.

3. With reference to H.A.C. 89, Conclusion 1 (6), the Committee had under consideration a Memorandum by the Home Secretary (C.P. 3224) on the proposal that the British Government should be prepared to accept at the meeting of the International Labour Conference an international convention establishing the principle of the Weekly Rest Day in industrial undertakings.

The Home Affairs Committee at their previous meeting had requested the Home Office and Ministry of Labour in consultation to prepare a draft Bill in order to inform the Cabinet of the kind of measure to which they would be committed if they agreed to accept a Convention. A draft of a Bill was accordingly submitted, but concurrently the Home Secretary stated in his Memorandum that as the Minister of Labour still had considerable hesitation about agreeing to the introduction of legislation, and did not see his way to support the proposal for an International Convention, it was not proposed to press the matter beyond the previous decision of the Home Affairs Committee to support a recommendation only at the meeting of the International Labour Conference.

The Home Secretary further suggested that if the British Delegates at the Conference found that the Conference was practically or nearly unanimous in favour of a Convention, the British Government should have a further opportunity of considering the matter, and the British Delegates should be instructed to report home fully on the situation and ask for further instructions as to whether, in the circumstances, it might be desirable for them to vote for the Convention.

The Home Affairs Committee agreed:

(1.) To adhere to their previous decision to support a recommendation at the meeting of the International Labour Conference in favour of establishing the principle of the Weekly Rest Day in industrial undertakings;

(2.) That if the British delegates at the Conference find that the Conference is practically or nearly unanimous in favour of a Convention, the Government should have a further opportunity of considering the matter, and that the Delegates should be instructed to report home fully on the situation, and ask for further instructions as to whether, in the circumstances, it might not be desirable for them to vote for the Convention.

Juries Bill.

4. The Committee had under consideration a Memorandum by the Home Secretary (C.P. 3222) covering the draft of a Bill to amend the law relating to the preparation of Jury Lists. The purpose of the Bill, in the interests of economy, is to abolish the existing system in which separate Jury Lists are prepared and printed, and to enable the register of electors to be used as a basis for the formation of the "Juries' Book." It was not possible to state the total saving which would be effected, but as an illustration, the case was quoted of the Metropolitan Borough of Wandsworth, where the present cost of printing is 500L per annum. The initial cost under the new system will not exceed 250L in the year in which the change is made, and in subsequent years 15L.

The object of introducing the Bill was to elicit criticisms and suggestions. The Bill would then be reintroduced and passed in the following session.

The Home Affairs Committee agreed—

To authorise the Home Secretary to introduce the Juries Bill in the House of Commons forthwith, with a view to its passage into law in the following session.

2, Whitehall Gardens, S.W. 1,
August 17, 1921.
SECRET.

(H.A.C. 98th Conclusions.)

CABINET.

COMMITTEE OF HOME AFFAIRS. 98.

Conclusions of a Meeting held in Conference Room “A,” 2, Whitehall Gardens, S.W., on Monday, October 17, 1921, at 12 noon.

Present:

The Right Hon. H. A. L. Fisher, M.P., President of the Board of Education (in the Chair).


The Right Hon. S. Baldwin, M.P., President of the Board of Trade.

The Right Hon. Sir A. Mond, Bart., M.P., Minister of Health.

The Right Hon. Sir A. Mond, Bart., M.P., Secretary for Scotland.

The Right Hon. Sir A. Mond, Bart., M.P., First Commissioner of Works.

The following were also present:

Sir Frederick Liddell, K.C.B., First Parliamentary Counsel.

Mr. O. E. Niemeyer, C.B., Deputy Controller of Finance, Treasury.

Mr. R. B. Howorth, Assistant Secretary, Cabinet.

Mr. Pembroke Wicks, Secretary to the Committee.

Mr. W. W. Phillips, C.B.E., Ministry of Labour.
1. The Committee had under consideration a Memorandum by the Minister of Health (C.P. 3401) covering a draft of a Bill, entitled "Local Authorities (Financial Provisions) Bill."

(I.) The Minister of Health informed the Committee that the proposals in clause 1 of the Bill were of a somewhat contentious character. As the Committee were aware, the financial position of certain of the East London local authorities was one of serious embarrassment, and among other remedies it had been suggested that relief could satisfactorily be afforded by some modification of "The London (Equalisation of Rates) Act 1894," in the direction of increasing the burden on the richer boroughs for the purpose of helping the poorer boroughs in the East End. As a result of interviews with London Mayors and others, it had transpired that, with the exception of the City of London, which had so far refused to do anything, the richer boroughs would probably assent to an increase of the rate under the Act of 1894 from 6d. to 9d. The Poplar Borough Council had put forward proposals for the creation of a Central Board of Guardians for London, which would deal with outdoor relief over the whole of the London area. These proposals were of a very elaborate nature, and he (Sir A. Mond) did not think it necessary to investigate them further at the moment. The same Council had also suggested that the rate under the Act of 1894 should be raised to 2s. This, in his view, would be too great an increase.

If the contribution was increased to 1s., the result on the larger aiding authorities would be to increase their contributions to the following sums:

<table>
<thead>
<tr>
<th>Borough</th>
<th>Contribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of London</td>
<td>300,000 per annum</td>
</tr>
<tr>
<td>Westminster</td>
<td>320,000</td>
</tr>
<tr>
<td>Holborn</td>
<td>42,000</td>
</tr>
<tr>
<td>Marylebone</td>
<td>64,000</td>
</tr>
</tbody>
</table>

with, of course, smaller contributions from other aiding authorities. The total benefit to the poorer boroughs from an Equalisation Rate of 1s. would be as follows:

<table>
<thead>
<tr>
<th>Borough</th>
<th>Benefit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deptford</td>
<td>28,000 per annum</td>
</tr>
<tr>
<td>Hackney</td>
<td>56,000</td>
</tr>
<tr>
<td>Poplar</td>
<td>41,000</td>
</tr>
<tr>
<td>Islington</td>
<td>89,000</td>
</tr>
<tr>
<td>Camberwell</td>
<td>76,000</td>
</tr>
<tr>
<td>Bethnal Green</td>
<td>35,000</td>
</tr>
</tbody>
</table>

A large number of other boroughs would receive smaller sums. It should be noted that certain boroughs, such as East and West Ham, whose finances are in a desperate condition, would not derive any benefit from the proposals, for the reason that they are outside the London area.

The First Commissioner of Works pointed out that the increase proposed would, in the case of Westminster, mean a very heavy additional charge on the Exchequer in respect of the sum payable in lieu of rates on Government buildings.

In the course of the subsequent discussion, it was pointed out that the relief to be given to Poplar under the proposals would not get that borough out of its financial difficulties, which were mainly due to the high scale of outdoor relief actually given, and also to the fact that the relief itself was granted in many cases without proper consideration. The fact that 125 per thousand of the population of Poplar was in receipt of outdoor relief as against much lower percentage figures in the neighbouring boroughs, indicated the reckless way in which the Poplar Guardians were discharging their responsibilities.
The Committee were informed, on the other hand, that a readjustment recently made of the Metropolitan Common Poor Fund payments would give Poplar an extra 55,000L per annum apart from what she would receive under the present scheme. Even if the Bill did not wholly meet the Poplar situation, it would have a very beneficial effect in restraining other boroughs which were at present thinking of imitating the defaulting procedure of the Poplar Borough Council.

The Minister of Health informed the Committee that he was in no way pledged as regards the raising of the 6d. to 9d. He proposed to summon a meeting of local authorities, and if, as seemed probable, agreement among the authorities was found impossible, he wished to be in a position to inform the meeting that the Government had decided to increase the rate under the Act of 1894 from 6d. to 1s.

The Committee decided—

To approve clause 1 of the Draft Bill, subject to the insertion in line 5 of sub-clause (i) of the words “one shilling.”

(2.) The Minister of Health informed the Committee that clause 3 of the Bill as drafted gave each authority in respect of whose rates default is made, power to appoint a person approved by the Minister of Health to levy the rates. The alternative procedure under which the London County Council, as the authority most concerned, might on default step in and levy rates was objected to by the Council on the ground that, while willing in such an event to collect the amount of its own rate, it would not take responsibility for collecting the rates of other precepting authorities. He (Sir A. Mond) had come to the conclusion that power should be reserved in the Bill for the Minister of Health to appoint a person to levy the rates in the event of a precepting authority declining to make such an appointment.

The Committee agreed—

To approve the terms of clause 3 of the Bill as drafted, subject to the addition of a provision reserving power to the Minister of Health in the last resort to appoint a person to levy the rates, if other means fail.

(3.) The Minister of Health informed the Committee that the provisions of clause 4 of the Bill were designed to legalise the temporary borrowing by local authorities, subject to the consent of the Minister of Health and to repayment within the same financial year, for the purposes of meeting current expenses incurred by them in the execution or performance of any of their powers or duties. A similar provision, which, however, omitted the requirement of the consent of the Minister, had been inserted in recent years in many local Bills.

Objection was taken to the absence of any time limit (say, three years) for the exercise of the borrowing powers, but it was pointed out that the authorities did, in fact, now borrow from their bankers without statutory authority, and that the insertion of a time limit would merely have the effect of stopping such borrowing at the close of the period.

The Committee agreed—

(1.) To approve clauses 4 and 5 of the Bill as drafted.
(2.) That, provided the Cabinet accepted the principle of the proposed legislation, the Minister of Health should, after consultation with the Government Whips, be authorised to introduce the Bill in the form approved by the Committee in the House of Commons.
2. With reference to Cabinet 75 (21), conclusion 1, the Committee had under consideration the draft of a Bill (Paper No. C.P. 3414) to authorise during a limited period the provision of poor relief to destitute able-bodied persons out of employment in Scotland—to extend the borrowing powers of Scottish Parish Councils and for other purposes connected therewith.

The Secretary for Scotland explained that the provision in the Bill by which the able-bodied poor in Scotland were temporarily put on the same footing as those in England was put forward in pursuance of the directions of the Cabinet at the meeting above referred to. In his opinion the Bill was substantially non-controversial.

The Committee agreed—

To approve the Bill and, subject to the concurrence of the Chief Whip, to authorise the Secretary for Scotland to introduce it in the House of Commons.

2, Whitehall Gardens, S.W. 1,
October 17, 1921.