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of
The Ministry of Labour

NO. 3

Report

of
The Indian Government Delegation
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To

The First Session
of

The Asian Regional Labour Conference
of
The International Labour Organisation
Nuwara Eliya, Ceylon, January-1950

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PREFACE

The first regular session of the Asian Regional Conference of the International Labour Organisation was held at Nuwara Eliya, Ceylon, in January, 1950. The present Report gives a brief account of the very useful discussions that took place at the Conference on various subjects of immediate interest to countries in this region. The discussions resulted in the adoption of a number of Resolutions, which are printed as appendices to the Report. Any comments on the contents and get up of the Report will be gratefully accepted.

SADASHIVA PRASAD,

Deputy Secretary to the Government of India.



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CONTENTS

	Page
Introduction	1
Representation	1
Composition of Indian Delegation	1-2
Agenda	2
Opening of Conference	2
Election of President and Vice-Presidents	3
Initial Speeches	3
Committees	3-4
Report of the Director-General	4-6
Item I—Labour Inspection	6-7
Item II—Provision of Facilities for Promotion of Workers' Welfare	7-8
Item III—Development of the Co-operative Movement in Asia	9
Item IV—Agricultural Wages and Incomes of Primary Producers	10-11
Item V—Organisation of Manpower	11-12
resolutions	12-14
Resolution on the Inauguration of the Indian Republic	14
Conclusion	14
	1 M of Lab.

APPENDICES

Appendix I—Text of the message from the Prime Minister of India.	PAGES 15
Appendix II (a)—Text of the speech delivered by the Hon'ble Shri H. Sitarama Reddy on the Director-General's Report	15—18
Appendix II (b)—Text of the speech delivered by Shri M. A. Master on the Director-General's Report.	18—22
Appendix II (c)—Text of the speech delivered by Shri Hariharnath Shastri on the Director-General's Report	22—25
Appendix II (d)—Text of the speech delivered by Shri S. Lall on the Director-General's Report	25—27
Appendix III—Text of the Director-General's reply	27—33
Appendix IV—Text of the Resolutions concerning Labour Inspection.	33—35
Appendix V—Text of the Resolution concerning the Promotion of Facilities for Workers' Welfare in Asian countries.	35—37
Appendix VI (a)—Text of the Resolution on International Action regarding the Co-operative Movement in Asian countries.	37—38
Appendix VI (b)—Text of the Resolution on National Action regarding the Co-operative Movement in Asian countries.	38—39
Appendix VII (a)—Text of the speech delivered by Shri Sadashiva Prasad on the Report of the Committee on Agricultural Wages.	39—41
Appendix VII (b)—Text of the speech delivered by Shri Hariharnath Shastri on the Report of the Committee on Agricultural Wages	41—42
Appendix VIII—Text of the Resolution concerning Agricultural Wages and Incomes of Primary Producers	42—46
Appendix IX—Text of the Resolution on Employment Service Organisation, submitted by Shri S. Lall	47—49
Appendix X—Text of the Resolution concerning Employment Service Organisation as adopted by the Conference	49—61
Appendix XI—Text of the Resolution on Vocational and Technical Training	61—69
Appendix XII (a)—Text of the speech delivered by Shri Sadashiva Prasad on the Resolution concerning Asian representation in the Governing Body and its Committees.	69
Appendix XII (b)—Text of the speech delivered by Shri M. A. Master on the Resolution concerning Asian representation in the Governing Body and its Committees.	69—70
Appendix XII (c)—Text of the speech delivered by Shri Hariharnath Shastri on the Resolution concerning Asian representation in the Governing Body and its Committees.	70—71
Appendix XII (d)—Text of the speech delivered by Shri S. P. Saksena, on the Resolution concerning field offices in Asia	71
Appendix XII (e)—Text of the speech delivered by Shri Hariharnath Shastri, Workers' delegate, on the Resolution concerning field offices in Asia.	72
Appendix XII (f)—Text of the speech delivered by Shri M. A. Master, Employers' delegate, on the Resolution concerning Asian Seafarers.	72—73
Appendix XII (g)—Text of the speech delivered by Shri Deven Sen, Workers' adviser, on the Resolution concerning Asian Seafarers	73—74
Appendix XII (h)—Text of the speech delivered by Shri Sadashiva Prasad on the Resolution concerning the intensification of the Asian Work of the I.L.O. and the Resolution concerning the technical assistance programme	74—76
Appendix XII (i)—Text of the speech delivered by Shri Hariharnath Shastri on the Resolution concerning the intensification of the Asian Work of the I.L.O. and the Resolution concerning the technical assistance programme	76
Appendix XIII—1. Text of Resolution concerning Asian representation in the Governing Body and its Committees, submitted by Mr. ALLANA, Employers' delegate, Pakistan	76—77
2. Text of Resolution concerning field office in Asia, submitted by Mr. ALLANA, Employers' delegate, Pakistan	77
3. Text of Resolution concerning Asian Seafarers, submitted by Mr. ALLANA, Employers' delegate, Pakistan.	77
4. Text of Resolution concerning the intensification of the Asian Work of the I.L.O., submitted by the Government delegation of India	77
5. Text of Resolution concerning the technical assistance programme, submitted by the Government delegation of India.	77

REPORT OF THE INDIAN GOVERNMENT DELEGATION TO THE FIRST SESSION OF THE ASIAN REGIONAL LABOUR CONFERENCE OF THE INTERNATIONAL LABOUR ORGANISATION HELD AT NUWARA ELIYA, CEYLON, DURING THE PERIOD FROM THE 16TH TO THE 27TH JANUARY, 1950.

Introduction.—(i) The proposal to hold an Asian Regional Conference of the International Labour Organisation was made by the Indian delegation many years ago.

(ii) A preparatory Asian Regional Conference was held at New Delhi during October-November, 1947. This was followed by two Asian Regional technical meetings, one on Labour Inspection in Kandy, Ceylon, in November, 1948, and the other on Technical Training in Singapore in September, 1949. Besides, a mission consisting of officials of the International Labour Office visited the Asian countries during 1946 with a view to collect, on the spot, up-to-date information, by means of consultative meetings or otherwise, on co-operative development, provision of welfare facilities for workers and wage regulation in agriculture and methods of increasing the earnings of primary producers. The conclusions reached at these technical meetings and the materials gathered by the I.L.O. mission provided the basis for discussions at the present session.

Representation.—2 (i) The Conference was attended by 121 Government, employers' and workers' representatives from 18 countries, namely, Afghanistan, Australia, Burma, Cambodia, Ceylon, France, Hongkong, India, Laos, Malayan Federation, Netherlands, New Zealand, Pakistan, Philippines, Singapore, United Kingdom, United States of Indonesia, Thailand, though a number of countries did not send complete tripartite delegations required by the I.L.O. Constitution. Observer Delegations were sent by Japan, the United States of America, the United Nations Organisation, the Food and Agricultural Organisation, the United Nations Educational, Scientific and Cultural Organisation, the World Health Organisation and the World Federation of Trade Unions. The Governing Body of the International Labour Office was represented by a tripartite delegation as noted below:

M. L. E. Troclet, Senator, former Minister of Labour and Social Welfare of Belgium, Chairman of the Governing Body.

Shri S. Lall, I.C.S., Secretary, Ministry of Labour, New Delhi.

Mr. Fadil H. Sur, Professor of Economics, University of Ankara, Turkey.

Mr. A. G. Fennema, Delegate of the Employers' Federation for International Labour Affairs, Netherlands.

Mr. Charles E. Shaw, Standard Oil Co., New Jersey, United States.

Mr. Alfred Roberts, C.B.E., Member of the General Council, Trades Union Congress, United Kingdom.

Mr. A. E. Monk, President, Australian Council of Trade Unions.

Prominent among those who attended the Conference were Mr. U. Tint Swe, Burmese Minister in Colombo, H. E. Neal Phlong, Minister of Health and Social Welfare, Cambodia and M. Paul Ramadier, former Prime Minister, France.

(ii) The Indian Government Delegation consisted of the following:

GOVERNMENT DELEGATES:

(a) The Hon'ble Shri H. Sitarama Reddy, Labour Minister, Madras.
Substitute: Shri V. V. Giri, High Commissioner for India in Ceylon.

(b) Shri S. Lall, I.C.S., Secretary to the Government of India, Ministry of Labour, New Delhi.

ADVISERS:

(a) Shri Sadashiva Prasad, Deputy Secretary to the Government of India, Ministry of Labour, New Delhi.

(b) Shri S. P. Saksena, Director, Labour Conferences, Ministry of Labour, New Delhi.

(c) Shri I. P. Menon, Agent of the Government of India at Kandy, Ceylon.

(d) Shri Krishna Rao, Private Secretary to the High Commissioner for India in Ceylon.

EMPLOYERS' DELEGATE:

Shri M. A. Master.

ADVISERS:

(a) Shri Mulchand C. Parekh.

(b) Shri Madanlal Basawatia.

(c) Shri T. S. Swaminathan.

WORKERS' DELEGATE:

Shri Hariharnath Shastri.

ADVISERS:

(a) Shri Deven Sen.

(b) Shri Abidali Jaffarbhaj.

SECRETARY TO THE DELEGATION:

Shri S. P. Saksena.

3. *Agenda*.—The agenda was as shown below—

- (i) Labour inspection.
- (ii) Provision of facilities for the promotion of workers' welfare.
- (iii) Development of the co-operative movement.
- (iv) Agricultural wages and incomes of primary producers.
- (v) Organisation of manpower, with special reference to the development of employment services and training.
- (vi) Report of the Director-General.

4. *Opening of the Conference*.—(i) M. L. E. Troclet, Chairman of the Governing Body, delivering the opening address, thanked the Government of Ceylon for the excellent arrangements made for the Conference. He observed that the work of the I.L.O. had all along been inspired by the principle of universality. The resolutions adopted by the Asian Conference would be examined by the Governing Body for such action as might be considered necessary in the light of the overall programmes of the I.L.O. In conclusion, he assured that the industrially advanced countries were determined to render all possible help to the Asian peoples to help themselves in the future.

(ii) The formal opening of the Conference was followed by addresses of welcome by Lord Soulbury, the Governor-General of Ceylon, and Mr. Kapagaratnam, Mayor of Nuwara Eliya. Lord Soulbury referred to the poverty of the Asian countries and emphasised that the I.L.O. should devote its attention to the removal of 'economic slavery', raising of the standard of living of the agricultural population, betterment of the conditions of life in the villages and the improvement of the standard of technical education.

5. *Election of President and Vice-Presidents*.—The Conference then proceeded to the election of its President and Vice-Presidents. On the proposal of Shri Reddy, the leader of the Indian Government delegation, the Hon'ble Mr. T. B. Jayah, Minister for Labour and Social Services in the Government of Ceylon, was unanimously elected President. Messrs. A. Roldan (Government delegate, Philippines), M. A. Master (Employers' delegate, India) and V. N. M. Manon (Workers' delegate, Malayan Federation) were unanimously elected Vice-Presidents.

6. *Initial speeches*.—The President of the Conference referred to the agenda before the Conference, the importance of the work of the I.L.O. and the efforts of the Government of Ceylon to work up to international standards. His speech was followed by the reading of messages from the Prime Minister of India (reproduced in Appendix I) and the Minister of Finance and Economic Affairs in Pakistan. Mr. Philip Noel-Baker, Secretary of State for Commonwealth Relations of the United Kingdom, then addressed the Conference. Mr. Duncan, Minister for External Affairs, New Zealand, speaking next, gave the assurance that his Government would give the most sympathetic consideration to any request made by the Asian countries, through the I.L.O., for technical assistance, which would enable the countries concerned to raise the economic standards of their people. He paid glowing tributes to the Prime Minister of India.

7. *Committees*.—In addition to the Selection and Drafting Committees, the Conference appointed five technical Committees to deal with the items on the agenda, excluding the Report of the Director-General. We were represented on these Committees as shown below:—

(i) Committee on Labour Inspection—

(a) Government—Shri Sadashiva Prasad.

Substitute—Shri I. P. Menon.

(b) Employers—Shri T. S. Swaminathan.

Substitute—Shri M. C. Parekh.

(c) Workers—Shri Deven Sen.

(ii) Committee on Workers' Welfare—

(a) Government—Shri S. P. Saksena.

Substitute—Shri Krishna Rao.

(b) Employers—Shri M. A. Master.

Substitute—Shri M. L. Basawatia.

(c) Workers—Shri Deven Sen.

Substitute Member—Shri Abidali Jaffarbhaj.

(iii) Committee on Co-operation—

(a) Government—Shri S. P. Saksena.

Substitute—Shri I. P. Menon.

(b) Employers—Shri M. A. Master.

Substitute—Shri M. L. Basawatia.

(c) Workers—Shri Abidali Jaffarbhaj.

(iv) Committee on Agricultural Wages—

(a) Government—Shri H. Sitarama Reddy.

Substitute—Shri Sadashiva Prasad.

(b) Employers—Shri M. A. Master.

Substitute—Shri T. S. Swaminathan.

(c) Workers—Shri Hariharnath Shastri.

(v) *Committee on Manpower—*

- (a) Government—Shri S. Lall.
Substitute—Shri Krishna Rao.
- (b) Employers—Shri M. A. Master.
Substitute—Shri M. C. Parekh.
- (c) Workers—Shri Deven Sen.
Substitute Member—Shri Abidali Jaffarbhai.

(vi) *Selection Committee—*

- (a) Government—Shri H. Sitarama Reddy.
Substitute—Shri S. Lall.
- (b) Employers—Shri M. A. Master.
- (c) Workers—Shri Hariharnath Shastri.

8. *Representation of the Indian Delegation on Committees and in groups.—*
The members of the Indian delegation were elected to the following offices on the Committees and the groups:—

Shri H. Sitarama Reddy	Chairman of the Selection Committee.
Shri Sadashiva Prasad	Reporter, Committee on Agricultural Wages.
Shri S. P. Saksena	Secretary, Government Group.
Shri M. A. Master	(i) Vice Chairman of the Conference.
	(ii) do of the Selection Committee.
	(iii) do of the Committee on Co-operation.
Shri Hariharnath Shastri	(i) Leader of Workers' group.
	(ii) Vice-Chairman of the Selection Committee.

As Shri Lall left Nuwara Eliya on the 24th January, 1950, for India, Shri Sadashiva Prasad was appointed as a substitute delegate in his place for the remaining period of the Conference. Shri Reddy also left on the 24th January, 1950. Shri Giri was the substitute delegate for Shri Reddy and during Shri Giri's absence on the 26th January, 1950, Shri Saksena acted as a substitute delegate.

Report of the Director-General

9. (i) Forty-two delegates, including four from India, took part in the discussion on this Report, which, besides presenting a picture of the existing economic and social conditions in the Asian region, drew special attention to the economic policy which could enable Asian Countries to proceed with capital formation without at the same time reducing the workers' standard of living and the desirability of planned and coordinated programmes to deal with the problems of children, young persons and women workers. The Report also dealt with the need for a comprehensive and coordinated housing policy, the types of technical assistance which individual Asian Countries needed most urgently and the extent to and the manner in which the I.L.O. could contribute towards the social evolution of Asian Countries.

(ii) Shri Reddy pointed out that the progressive poverty of the Asian Countries must be a matter of the greatest concern to the I.L.O. and they were heartened to learn that the countries of the West were pledged to assist the people of the Asian Countries in improving their standards of life. The assumption of operational activities by the I.L.O., especially in the field of technical assistance, was a gratifying development. He hoped that the Organisation's programme of economic assistance would pay special attention to the problem of housing and questions relating to agricultural workers. He reiterated the demand of the preparatory Asian Regional Conference for setting up at a very early date an Asian Advisory Committee and a coordinating

Secretariat to help in the intensification of the activities of the I.L.O. in the Asian Region and for the printing of the proceedings of the regional Conferences and translation of important I.L.O. publications in Asian languages. Finally, he urged that all investigations, studies and services undertaken or provided by the I.L.O. in Asia should not be confined only to politically independent countries, but should extend equally to the so called non-autonomous territories as well.

(iii) Shri Master emphasised that the peace of the world and the promotion of social justice would ultimately depend upon the manner in which the I.L.O. was able to help the under-developed countries, through an active type of technical assistance as envisaged in President Truman's Point Four programme, to increase production, to widen the sphere of productivity and to increase the output of the worker.

(iv) Shri Shastri, refuting the allegation of the Pakistan Government delegate that it was difficult and even unsafe for Pakistan seafarers to go to Indian ports, pointed out that 80 per cent of the maritime labour employed in Calcutta came from Pakistan and that the overwhelming majority of those workers were members of the Indian National Trade Union Congress. Shri Shastri also extended his wholehearted support for increased representation of the Asian Countries on the Governing Body of the I.L.O., since increased association of Asia with the work of the I.L.O. would not only promote the well-being of that continent, but would also be to the mutual benefit of all the peoples of the world.

(v) Shri Lall, speaking in his personal capacity, observed that while framing Conventions and Recommendations, the I.L.O. should pay due regard to the special problems and difficulties of the Asian Countries. This was necessary, since the implementation of many of the existing Conventions and Recommendations had proved to be far beyond the present capacity of Asian Countries. Addressing the Asian Members in particular, Shri Lall emphasised that they should be prepared to play their own part in the work of the I.L.O. and should undertake all the responsibilities that go with the membership of the Organisation. Thus, these countries should make a detailed study of labour conditions in the region and formulate programmes for action, in gradually expanding stages, to attain the standards reached in the more advanced countries. The other point which he stressed was the need to ensure that the contributions of Member States were assessed according to fair and equitable principles and the assessed contributions were paid promptly and regularly. Unless this was done, it would not be possible for the Organisation to make its contribution to the promotion of labour standards in under-developed countries.

(vi) Full texts of the speeches delivered by members of the Indian Delegation will be found in Appendix II.

(vii) (a) In his reply, the Director-General assured that every point of view and every proposal put forward by the delegates would be carefully studied and taken into account to the fullest possible extent in the day-to-day activity of the International Labour Office. The achievement of political independence by the peoples of Asia with dignity and understanding was, he continued, a source of encouragement and this would by itself help in the achievement of universal social justice. It was, however, essential that the Asian countries should realise that the I.L.O. was not an abstract institution but an Organisation which belonged to them as much as to anybody else. Regional Conferences had been conceived to enable the Organisation to approach better the particular problems of the various areas of the world, and to determine on a regional programme of activity through which the

Organisation might achieve its overall and universal objective. But no narrow nationalism must enter into its activities. The I.L.O., for its part, was prepared to render all possible assistance in promoting improved standards of living. Even so, parallel action by State Members must keep pace with international action if their efforts were to achieve real success.

- (b) He hoped that during the course of the current year the expanded technical assistance programme of the U.N., in which the I.L.O. would fully participate, would come into effect, so that they might, on the basis of additional funds and coordinated programme, expand Asian technical training operations and field activities and thus play a vital, direct and immediate role in assisting governments with their plans for economic development.
- (c) The Director-General revealed that he was proposing to the Governing Body to convene further regional technical meetings of experts. He also assured that the problems of Asian Countries would be taken into account while framing I.L.O. Conventions and Recommendations, so that those international instruments would be fully realistic in terms of the conditions obtaining in the region. The question of establishing a tripartite Asian Advisory Committee, to assist the I.L.O. in developing and intensifying its work on a realistic basis, was under active consideration of the Governing Body. He also assured that the I.L.O. publications would be printed in important Asian languages.
- (d) While stressing that the Asian countries themselves should provide the driving force in the fight for economic prosperity and social justice, he keenly regretted the attempts which were being made to reduce the size of the already small Labour Departments in many of the Asian Countries. Social policy could not be carried out effectively unless Governments had adequately staffed administrative machinery.
- (e) The Director-General referred to the doubts expressed by some cynics regarding the utility of the I.L.O. and remarked that "the best and the most realistic foreign policy which a nation could have was sound and healthy domestic policy; and that a sound domestic policy must be constantly directed to the improvement of standards of life and work of the people and to measures of social policy which would mean expanding opportunities to all for a full life. That was not unrealistic idealism. It was practical, farsighted commonsense, which recognised that war thrives on an unstable and unhealthy society and thus, in turn, on poverty, disease, famine and ignorance and that to root out and fight those ills was the surest, and really the only road to world peace".
- (f) The full text of the Director-General's reply will be found in Appendix III.

ITEM I—LABOUR INSPECTION

- 10. (i) The Committee on Labour Inspection elected Mr. Shalizi, Afghanistan Government representative as Chairman and Mr. Elias (Netherlands Employers) and Mr. Menon (Malayan Federation Workers) as Vice-Chairmen. Mr. Le Couteur (U.K. Government Member) was the Reporter.
- (ii) The Committee had before it the Report prepared by the Office, including two draft Resolutions, and a draft Resolution proposed by Shri Prasad, the Indian Government Member on the Committee, in accordance with the brief furnished to the Government delegation.

(iii) The first Resolution concerning Labour Inspection detailed the measures to be taken for the establishment of adequate machinery to enforce labour legislation. The Employers' members proposed an amendment to the effect that the inspection services should also advise in regard to provisions of existing labour legislation. Shri Prasad opposed the amendment on the ground that advice was distinct from information and could only be tendered by legal experts. It was further pointed out that while Government were anxious to explain the legislative provisions, they could not agree to the inspectorate interpreting these provisions. The matter was referred to a Sub-Committee, of which Shri Prasad was a member, and paragraph 1 of the Office text was amended so as to provide that appropriate steps should be taken to advise employers and workers in regard to effective means of complying with existing labour legislation. Another amendment accepted by the Committee related to the appointment of adequate number of women inspectors. The suggestion put forward by the Workers' members that the I.L.O. should be equipped to give assistance and advice on an expanded scale in the organisation of labour inspection service to Asian governments, was supported by Shri Prasad and was accepted by the Committee. Finally, the Committee agreed to the insertion, on the proposal of the Workers' members, of a new paragraph laying down that appropriate arrangements should be made to promote direct collaboration between the inspection services and employers and workers or their organisation.

(iv) The Office text of the second Resolution, concerning conferences of representatives of Asian Inspection Services, recommended the convening of such technical conferences at sufficiently frequent intervals. The Employers' members, while agreeing with the principle underlying the text, felt that such technical meetings should be held only as and when necessary, in the light of reports furnished by Governments in connection with the Labour Inspection Convention, 1947. This suggestion, which was supported by Shri Prasad, who incidentally pointed out that the Government of India were finding it extremely difficult to cope with all the work connected with international conferences on account of financial difficulties, was accepted by the Committee.

(v) The third Resolution, proposed by Shri Prasad, recommended that the International Labour Office should be instructed to undertake a detailed study of the undesirable effects, such as a reduction in employment opportunities, arising from the strict enforcement of legislation for the protection of women and young persons and the manner in which the problem had been solved in the industrially advanced countries. He explained that the intention was not to lower labour standards but to have the necessary information collected by the Office for the guidance of Governments for whom the problem was of real importance. The Resolution was adopted by the Committee.

(vi) The Report of the Committee and the three Resolutions were unanimously adopted by the Conference. The texts of the Resolutions are reproduced in Appendix IV.

ITEM II—PROVISION OF FACILITIES FOR PROMOTION OF WORKERS WELFARE.

11. (i) The Committee on Workers Welfare elected Dr. Phlong, Government Member, Cambodia, as Chairman and Mr. Chanvin, Government Member, Hongkong, as Reporter. Mr. Terry, Employers' Member, Hongkong, and Mr. Wijemamme, Workers' member, Ceylon, were elected Vice-Chairmen.

(ii) The Report on the Provision of Facilities for the Promotion of Workers Welfare together with a new proposed Resolution submitted by the Office, formed the basis for discussion. Shri Saksena supported the proposal of the Workers' member, Viet Nam, that the proposed Resolution contained in the

Report should be taken as the basis for discussion and that modifications contained in the new text could be introduced as amendments if and where necessary. The proposal was accepted.

(iii) In course of general discussions, the Employers' members expressed the view that close collaboration between employers and workers would yield better results than Government intervention while the Workers' members were of the opinion that action by the State was essential. The Workers' representatives argued in favour of statutory provision for workers' welfare including even such items as housing, education, etc. Shri Saksena endeavoured to reconcile the two points of view. The experience of the Government of India, he said, was that the Government must intervene to ensure that workers got all that they needed but the Government should not attempt to cover every activity.

(iv) The Employers' member, Hong Kong, introduced an amendment seeking to make the State primarily responsible for the provision of workers' welfare facilities. The amendment was opposed by Shri Saksena who said that the legislation in force in India made the employers responsible for the basic requirements of workers' welfare. The amendment was rejected. The Committee adopted, with some modification, an amendment submitted by Shri Saksena for the deletion of the original text and substitution of a new one, to the effect that the basic requirements in respect of workers' welfare facilities such as occupational health, reasonable medical and maternity facilities, canteens and other feeding arrangements and child care services should be prescribed by legislation and the scope of application, which should include the largest possible number of undertakings, whether public or private, and workers, should be widened progressively.

(v) The Committee also adopted the amendment proposed by Shri Saksena for substituting the paragraph concerning welfare funds by a new one to the effect that welfare facilities provided by undertakings, in so far as these were not required to be provided by the employers under any other Act or Regulation in force, should be financed by welfare funds, if possible, on a collective basis in the same region or in the same industry. This would enable workers in small undertakings to benefit from the facilities provided. The Committee also adopted another amendment submitted by the Workers' members to the effect that such funds should be constituted in such a manner as to avoid possibilities of discrimination in respect of the employment opportunities open to particular categories of workers.

(vi) Another amendment submitted by Shri Saksena proposed to add a new paragraph to the effect that it was desirable to offer every encouragement to philanthropic persons or institutions to provide workers' welfare facilities and that workers' organisations should be encouraged to provide such facilities through their own co-operative efforts or through collective agreements with the employers. It was, however, withdrawn in favour of a similar amendment submitted by the Government member of Ceylon which was unanimously adopted.

(vii) An amendment submitted by the Workers' member, Ceylon, that Governments should co-ordinate medical services by providing for the recruitment, training and availability of health personnel, and the establishment, staffing and maintenance of health centres and ensuring close co-operation between hospitals, dispensaries, clinics, welfare centres and the homes of the workers as also between industry, agriculture, health, education and other social services, was also adopted.

(viii) The Resolution as recommended by the Committee was adopted unanimously by the Conference. The text of the Resolution appears as Appendix VI.

ITEM III.—DEVELOPMENT OF THE CO-OPERATIVE MOVEMENT IN ASIA.

12(i) The Committee on Co-operation elected Mr. Anwar (Government delegate, Pakistan) Chairman and Mr. Yap (Employers' Member, Singapore) and Mr. Abidali Jaffarbhai (Workers' Member, India) Vice-Chairmen respectively. Mr. De Castro (Government member, Philippines) was elected Reporter of the Committee.

(ii) The Committee considered the I.L.O. Report on the Development of the Co-operative Movement in Asia. The report also contained the texts of the two proposed Resolutions on international and national action regarding the Co-operative movement in Asian countries. Shri Saksena stated that co-operative farming was being attempted in India on a wider scale than would appear from the Report. The Indian Constitution provided for the nomination, to membership of the Legislative Council of a State, of persons having special knowledge or experience of Co-operation. He pointed out that provision had been made in certain provinces (now States) for an alteration in the basis of liability of societies and for appeals against refusal to register societies or to amend the bye-laws. He further stated that the Government of India were of the view that the progress of the movement would be considerably retarded in backward areas, if the establishment of co-operative institutions were to wait until all the members became fully versed in the technique of running the specified co-operative institutions. He suggested that the I.L.O. shall pay more attention to the co-operative development of cottage industries which occupied an important place in the economy of the Asian countries.

(iii) The Workers' members proposed the insertion of a new paragraph inviting the Conference to recommend to the Governing Body to take steps for framing a Convention to the effect that Governments of the Asian countries should place adequate funds at the disposal of the Co-operative Societies in the shape of loans on nominal interest. Shri Saksena stated that he had no objection to the proposal if the intention was merely to establish the desirability of financial assistance by the State. He, however, described the proposed amendment as too vague and general and, therefore, opposed it as this would make it obligatory on the Governments to provide financial assistance to co-operative institutions even though they may be running on unsound lines and may create an undesirable attitude in the co-operative institutions of depending upon and demanding financial assistance from the State instead of developing thrift and mutual aid which were the real basis for the movement. The amendment was withdrawn.

(iv) The Committee adopted an amendment proposed by the Employers' members emphasising the importance of increasing production, raising productivity and improving distribution.

(v) The Committee thought that it might not be feasible or necessary to set up co-operative research institutes in every country.

(vi) The Committee recommended, on an amendment proposed by the Government members, that in addition to Co-operative schools and colleges, other training media should be adopted for the training of officials of Government Co-operative departments and employees of Co-operative organisations.

(vii) The Committee recommended that while State guidance and assistance would be necessary in the development of the Co-operative movement there should be no undue interference with the liberty of the Co-operative organisations.

(viii) The Report of the Committee and the Resolutions were unanimously adopted by the Conference. The texts of these Resolutions will be found in Appendix VI.

ITEM IV.—AGRICULTURAL WAGES AND INCOMES OF PRIMARY PRODUCERS

13. (i) The Committee elected Dr. Soemarno, Government delegate, Indonesia, as the Chairman and Mr. Ferguson (Employers delegate, Malayan Federation) and Mr. Faiz Ahmed (Workers' Delegate, Pakistan) as the Vice-Chairmen. Shri Prasad was elected Reporter.

(ii) The Committee considered the I. L. O. Report on Agricultural wages and incomes of primary producers and the Resolution proposed by the Office appended thereto. During the course of general discussion Shri Prasad pointed out that the problem of agricultural workers in Asia was vast and baffling. He stated that although rural problems had not received adequate consideration so far, the Government of India had initiated a programme for the amelioration of conditions of agricultural workers. Under this programme minimum wages were required to be fixed by the 15th March, 1951, under the Minimum Wages Act, 1948. Preparatory arrangements in this connection were already under consideration. The beginning had been made by undertaking an intensive survey of agricultural conditions. He suggested that schemes should be evolved for the training of agricultural workers in order to raise their productivity and pleaded that the I.L.O. should enter into the operational field by assisting agricultural workers all over Asia. He particularly asked for assistance of the I. L. O. in conducting the proposed survey in India and in promoting the establishment of cottage industries to supplement part time agricultural employment.

(iii) In the discussion on the proposed Resolution, the Employers' Group suggested an amendment to the Preamble drawing attention to food shortage and emphasising the importance of an immediate increase in the production of rice and wheat. The Drafting Sub-Committee, however, entirely changed the construction of the Preamble and added an operative part in the Resolution appreciating the action being taken by the Food and Agricultural Organisation for increasing productivity and requesting the International Labour Office to invite the attention of Asian Governments to the need for full co-operation with the Food and Agricultural Organisation in their efforts to increase productivity. This co-operation could be extended by (a) expanding the area, (b) improving the methods of farming and equipment, (c) better farm organisation, (d) retaining a fair proportion of agricultural earnings by producers through adjustments in tenure relations, control of rents and debts and (e) improvements in the methods of marketing agricultural produce.

(iv) The Committee also decided to incorporate two new points in the paragraph relating to the establishment of wage fixing machinery in the Resolution. These points were (a) that the wage fixing machinery should be set up where in the opinion of the competent authority agricultural wages were insufficient to assure to the agricultural workers a reasonable standard of living and (b) the regulation of wages by the machinery should be restricted to undertakings of such size as renders enforcement practicable. It was also decided to provide that the manner and the extent to which Employers and Workers were to be associated with the operation of the wage fixing machinery should be determined by national laws and regulations. It was further decided that the wage fixing authorities should be empowered to prescribe the minimum percentage of wages which must be paid in cash.

(v) On an amendment proposed by the Ceylon Government member it was decided that the hours of work, periods of rest and holidays should be fixed by the Wage Fixing authorities. Reference to written contracts was excluded and a new paragraph dealing with the enforceability of contracts at law was added.

(vi) On an amendment moved by Shri Prasad the Committee recommended to the Governing Body to request the International Labour Office to plan and assist in the detailed study of conditions of agricultural workers within as short a period as possible.

(vii) The Committee accepted with slight modification the proposal of Shri Prasad inviting the Governing Body of the International Labour Office to place on the agenda of the Permanent Agricultural Committee, or such other Committee or Sub-Committee as the Governing Body may deem appropriate, items dealing with:

(a) the problem of unemployment and under-employment in agriculture in Asia with a view to devising methods of providing agricultural workers with subsidiary sources of income; and

(b) the problem of loss of income due to flood, fire or other natural causes.

(viii) Finally, the Committee adopted a new Resolution requesting the Governing Body of the International Labour Office to instruct the Office to prepare a thorough study of conditions of employment of share-croppers who were bound to land-owners by relationship based on tradition rather than law, particularly the (a) conditions under which contracts were to be concluded, (b) conditions under which dues were to be paid (c) conditions regulating loans (d) conditions for the settlement of disputes between landowners and cultivators and (e) the question of supervision, by the labour inspectorate, of the application of contracts. The Resolution also requested the Governing Body to convene a meeting of Experts to review the aforesaid study and make recommendations for consideration by the next Asian Regional Conference.

(ix) Shri Prasad moved for the adoption of the report of the Committee and of the Resolutions at the plenary session on the 27th January, 1950. Shri Shastri supported the adoption of the report. In doing so he stated that the preponderance of feudalism had stood in the way of improvement in agricultural production in Asia. He emphasised that the I. L. O. should pursue the implementation of these Resolutions. He strongly urged that the I. L. O. should give adequate help in the study and survey of labour conditions in Asian Countries. Illustrating from India, he remarked that lack of funds was impeding the progress of enquiries into conditions of agricultural workers. Copies of the speeches delivered by Shri Prasad and Shri Shastri will be found in Appendix VII.

(x) The Conference unanimously adopted the report and the three Resolutions recommended by the Committee. The texts of these Resolutions will be found in Appendix VIII.

ITEM V.—ORGANISATION OF MANPOWER

14. (i) The Committee elected Mr. Banda, Government member, Ceylon, and Messrs. Benitez and Cristobal, Employers and Workers representatives from Philippines, Chairman and Vice-Chairmen respectively. Mr. Rajanayagam, Government member, Ceylon was elected Reporter.

(ii) The Committee discussed the Report prepared by the Office. It was decided to discuss the two questions dealt with in the Report, namely, employment service organisation and vocational and technical training, one after another.

(iii) (a) The proposed Resolution on Employment Service Organisation contained in the Office report was thought to be somewhat too general to be of any practical value to Governments and the Committee accordingly used as basis for its discussion a revised text of this Resolution submitted by Shri Lall. This text is given as Appendix IX.

(b) The workers' group sought to amend the first two paragraphs of the operative portion of the Resolution to emphasise the early ratification and the acceptance of the Employment Service Convention, 1948 and the Employment Service Recommendation, 1948. There was general agreement on the principle involved in the amendment and it was adopted.

(c) By an amendment moved by the Workers' group and adopted by the Committee the principle of non-discrimination in the matter of receiving the benefits of the employment service was emphasised.

(d) A new paragraph was adopted enjoining strict neutrality on the employment service in the case of employment available in an establishment where there was a labour dispute affecting such employment.

(e) Further amendments to the effect that the proposed study by the International Labour Office of the special problems of employment service developments in Asian countries should include in its scope the recruitment of miners and seamen and the role of the employment service in supplying basic information for purposes of economic planning and in eliminating abuses in connection with payments by workers for the purposes of obtaining or retaining employment, were also adopted.

(f) The Committee adopted another amendment moved by Shri Lall to the effect that the activities of the Asian Field Office should be extended by means of a specialised section staffed by employment service experts. The Indian Government member said that the Asian Field Office should not undertake further responsibilities without acquiring necessary staff.

(g) Shri Lall proposed another amendment to the effect that the Office should submit periodical reports to the Governing Body regarding appropriate methods of international co-operation on technical problems of employment service organisation. The amendment was accepted.

(h) The text of the Resolution as adopted at the Conference will be found in Appendix X.

(iv) (a) Regarding the Resolution on Vocational and Technical Training, Shri Lall said that the Committee had to decide whether to accept, modify or reject the Resolution adopted by the Asian Conference of Experts at Singapore. If accepted, it should be adopted as a Resolution of the Asian Regional Conference. He had, therefore, submitted a revised text of the preamble which modified the formal paragraphs in order to make it a Resolution of the Conference. The Resolution was adopted with an amendment proposed by Shri Lall and with instructions to the Drafting Committee to insert a reference to the Recommendation on Vocational Guidance in the Preamble. The Resolution as adopted will be found in Appendix XI.

(b) The Committee took note of the important conclusion concerning vocational and technical training set forth in the report of the Asian Conference of Experts and considered it desirable that these conclusions should be drawn to the special attention of Governments and urged the Governing Body to take necessary action in this matter.

(v) The two Resolutions were adopted by the Conference.

RESOLUTIONS

15. The Selection Committee placed before the Conference five Resolutions for consideration. The first Resolution submitted by Mr. Allana, the Employers' delegate, Pakistan, requested the Governing Body to consider the steps to be taken to ensure equitable and adequate representation of the Asian Countries on the Governing Body and its Committees. While pleading for the acceptance of the Resolution, Mr. Allana, quoted statistics to prove that the Asian region was inadequately represented both on the Governing Body and in the International Labour Office. The Resolution was supported by all the three sections of the Indian delegation. Shri Prasad expressed regret that this question had not received serious consideration so far from the I. L. O., even though the Indian Government delegations to the 1946 and 1947 Sessions of the International Labour Conference had asked for the reservation of seats for the Asian region on the Governing Body and also for the liberalisation of rules for admission to the

I. L. O. of countries which were self-governing in matters of labour policy, though non-autonomous in external affairs. Shri Hariharanath Shastri, the Indian Workers' delegate, repudiated the suggestion that the Resolution implied lack of confidence in the existing members of the Governing Body. The increased association of the Workers' representatives from Asia in the work of the Governing Body might enable such representatives to share the experience of their counter-parts from other regions and also provide them with opportunities to give the advantage of their own experience to the rest of the Governing Body of the I. L. O.

16. The second Resolution, which was also moved by the Employers' delegate from Pakistan, recommended to the Governing Body to consider the feasibility of opening more Field Offices in Asia, similar to the one set up in India. This was supported by Shri Saksena and Shri Shastri. Shri Saksena pointed out that the Government of India representatives had always been supporting the Technical Training programmes of the I.L.O. He urged that the field Office set up for Asia at Bangalore should be strengthened and fully utilised. This experience would help in setting up more offices in the region as one office may not be adequate to serve the large Asian region.

17. While proposing the third Resolution, Mr. Ahmad, Workers' delegate, Pakistan, requested the Governing Body to direct the International Labour Office to expedite the completion of the survey of the conditions of Asian Seafarers and to convene a regional Maritime Conference at an early date. The Employers' and Workers' delegates from India supported the Resolution. The latter drew attention to two difficulties faced by Asian Seafarers viz., (i) most of the shipowners belonged to a continent different from the one to which the majority of the employees belonged, and (ii) the Governments in most Asian Countries appeared to be under the impression that since seafarers mostly remained out of their country, they were perhaps not as good citizens as those who remained within the country permanently.

18. In the fourth Resolution, Shri Prasad requested the Governing Body to give immediate consideration to the question of constituting an Asian Advisory Committee to accelerate and strengthen the work of the I.L.O. in Asia and to the question of establishing a small co-ordinating secretariat to facilitate the implementation of the programme of intensification of the Asian work of I.L.O., as envisaged in a Resolution adopted by the Preparatory Conference held at New Delhi in 1947. While moving this Resolution, Shri Prasad expressed disappointment over the fact that the Governing Body had taken no decision regarding the establishment of the Advisory Committee, at its 110th session held at Mysore in December, 1949. He however, expressed the hope that a very early decision would be taken and that nothing would be allowed to stand in the way of implementing the proposed Resolution. According his support to the Resolution, Shri Shastri wanted to know if steps had been taken to reinforce the research staff of the Indian branch of the International Labour Office as visualised in the Resolution of the New Delhi Conference.

19. The last Resolution, which was also sponsored by Shri Prasad, recommended that vigorous action should be taken by the I.L.O., in co-operation with the United Nations for the speedy implementation of the technical assistance programme. In commending the Resolution for acceptance by the Conference, Shri Prasad observed that the share allotted to the I.L.O., out of the consolidated fund created by the United Nations Organisation for an expanded programme of technical assistance, was inadequate. Even so, the implementation of the programme already drawn up should be undertaken immediately, side by side with efforts to secure an augmentation of the I.L.O.'s share. The Resolution was supported by the Indian Workers' delegate.

20 All the five Resolutions were unanimously adopted by the Conference. Copies of the speeches delivered by members of the Indian Delegation on the various resolutions will be found in Appendix XII. The full texts of the Resolutions are reproduced in Appendix XIII.

RESOLUTION ON THE INAUGURATION OF THE INDIAN REPUBLIC.

21(i) When the Conference met on the 26th January 1950, Sir Guildhaume Myrddin Evans, Kt., Government Delegate, United Kingdom, proposed that the Conference should send a message of greetings to the Government and people of India. He said that India was one of the founder members of the I.L.O. and the I.L.O. had had no more loyal and constant supporter during its 30 years of existence. Dr. Sharp, Government delegate, Australia, associated the Australian delegation with the proposal and expressed the warmest good wishes towards India and the Indian people. He referred to the leading part played by India's Prime Minister in the Commonwealth Conference and felt specially happy that India had found it possible to continue her association with the Commonwealth of Nations. The Government delegates, Pakistan, Ceylon and Indonesia and the workers' delegate and adviser, France, also associated themselves with the sentiments expressed and offered congratulations and good wishes in the name of their respective countries. The President in associating himself with the good wishes, referred to the great sufferings, untold hardships and unexampled sacrifices undergone by millions in India in order to free their country under the inspiration of Mahatma Gandhi.

(ii) Shri Prasad expressed profound gratitude for the kind sentiments warmly expressed and said that he took this expression of sentiments as blessings for India's success in promoting peace and brotherhood in the world. Referring to the I.L.O. Shri Prasad said that India attached great importance to the Organisation as a means of promoting social justice and would always do whatever was possible to promote the cause of the Organisation.

(iii) The proposal to send a message of greetings was approved by loud acclamation.

(iv) Later, in the afternoon the members of the Indian delegation entertained at tea all delegations to the Conference, the entire staff of the I.L.O. and a large number of prominent Indians residing at Nuwara Eliya. The function was attended by over 500 guests and, from all accounts, was most successful.

CONCLUSION

22. The first Asian Regional Conference is an important landmark in the history of the I.L.O. It has brought about a closer and more effective collaboration between Asia and the I.L.O. for which the representatives of India have been pressing long before the Second World War. Indeed, the suggestion to hold a Conference in the Asian Region came from India. The groundwork for this Conference was also carefully prepared in New Delhi, when the Preparatory Asian Regional Conference was held in October-November, 1947. The trend of the discussions clearly indicates the lively interest which Asian countries are now taking in the Organisation, and their determination to play an active role in its affairs. The I.L.O. stands for the principle of universality, and it is this principle which is to be put into practice. The regional activities of the I.L.O. do not in any way conflict with this principle, because they are intended to reinforce and strengthen the under-developed regions so that they may be able to participate more fully in the work of the Organisation. The Asian Regional Conference at Nuwara Eliya has largely helped to make the I.L.O. better known and better understood in Asia and the Far East. India may view with satisfaction her own contribution towards the development of the activities of the I.L.O. in this Region.

H. SITARAMA REDDY.

S. LALL.

APPENDIX I

Text of the message from the Prime Minister of India.

I send my greetings and good wishes to the Asian Regional Conference of the International Labour Organisation which is being held at Nuwara Eliya. I had the privilege of addressing the preparatory Conference held in Delhi some time ago and I am glad that now this full conference is being held to consider the labour problems of this highly important region. In Delhi, Indonesia was not represented. I am glad that Indonesia has come into her own again and is now taking full part in this conference.

It has become commonplace now to say that the outstanding even of the present day is the emergence of Asia. This emergence, coming after a long period of subjection and stunted growth, has brought to us a large number of vital problems which incessantly call for solution. The problem of political freedom having been largely solved, we have now to face the more basic and intricate problems of economic advance. We face an Asia, industrially and economically backward, but with a new social consciousness and with labour wide awake, insistent, and sometimes turbulent. We may criticise this spirit of turbulence and regret it. But let us remember that for generations past this labour has seldom had a square deal and if they are insistent in their demands today, are we to condemn them? We can reason with them, we can appeal to them, we can explain to them the facts of the situation, and, if we do so, I am sure they will understand and give their co-operation. But they will do so only if they are convinced of the social justice of our planning and our objectives. No plan and no approach is good enough if the burden of it falls chiefly on labour.

We want every group to progress. We mean ill to none. But, it must always be remembered that if anything comes in the way of the progress of the large masses of our people, then that obstruction has to be removed. The final test is: what is good for the people generally and not what is good for a particular section only.

We must always remember the Declaration of Philadelphia to the effect that "poverty anywhere constitutes a danger to prosperity everywhere". Indeed it is not merely a danger to prosperity but a danger to peace in the world today.

South and South East Asia demand development and much will depend on the speed with which this takes place. I trust that this regional conference will not only give a brave lead to the countries represented in it, but will also apply itself to these great tasks.

APPENDIX II(a).

Text of the speech delivered by the Hon'ble Shri H. Sitarama Reddy on the Director-General's report.

Even at the risk of repetition, on behalf of the Indian delegation, I should like to thank you, and through you the Government and the people of Ceylon for your kindness and hospitality. We welcome warmly the representatives of Indonesia and Japan who were not present at the session of the Asian Regional Conference held at New Delhi in 1947.

The Director-General's Report is an able and masterly survey of the economic conditions prevailing in our region. There are, however, certain minor factual inaccuracies therein, with regard to our country which I shall bring to the notice of the Director-General separately. His Report makes depressing reading. It confirms our impression that the people of this region, whose standard of living was already deplorably low before the war, have now become poorer and are suffering from the lack of resilience of the Asian economy.

in the changeover from war to peace. This progressive poverty of the region must be a matter of the greatest concern to the I.L.O., and we were heartened to hear from the Chairman of the Governing Body that the people of the West are pledged to assist the people of this region to improve their standard of life. We realise that unless we help ourselves none can come to our rescue. But it will no doubt encourage us and accelerate our progress to a better standard of life if we have, in addition to your interest, your active assistance and guidance.

It is, indeed, gratifying that the Director-General is fully alive to the realities of the situation in Asia and has assumed new activities, particularly in the operational field. This will enable the Organisation to render real assistance to countries in distress. Conventions and Recommendations are necessary. So are the memoranda and the publications of the I.L.O. But these are not enough. The assistance and advice which the poorer countries of this region have a right to expect from the Organisation should be more direct and more tangible. Unless such assistance is forthcoming, the work of the I.L.O. will remain theoretical and divorced from the realities of the situation. It is, however, encouraging that following on President Truman's historic declaration in the fourth point of his speech of 20 January 1949, the I.L.O. in collaboration with the U.N.O. and other Specialised Agencies, is launching forth on an extensive and extended programme of technical assistance for the economic development of the under-developed countries. Such a programme will give fresh courage and hope to the millions of people in this region who have suffered much since the war and who are gradually beginning to despair of any improvement in their lot.

In drawing up a programme of economic assistance the I.L.O. should not overlook the primary and most urgent needs of the people of this region. In Asia, undoubtedly, the most urgent and pressing problem is that of housing. During the war and since then, the construction of houses for workers has been practically at a standstill with the result that living conditions now are much more intolerable than they were before the war and even then they were had enough. All efforts on the part of my Government to construct houses for workers have met with negligible success. It is not only finance that was lacking but building materials and equipment. It has now become abundantly clear that the traditional construction of workers' housing will not enable us to solve our housing problem, because this type of construction demands building materials to a much larger extent than can be made available. We must therefore take up new types of construction, including prefabricated housing, which will minimise the requirements of building materials. Experiments in this direction are being carried out but not on a large enough scale because we lack both the finance and the technical experience. It seems to me that the I.L.O., in conjunction with the U.N.O. and other Specialised Agencies, can make a very substantial contribution towards the solution of our housing problem, if it were to undertake experiments in housing with a view to determining new methods of construction which will enable us to build more houses with the available materials and of a type that can be regarded as sufficiently satisfactory for the needs and requirements of our workers. Positive action of this kind will make the I.L.O. better known in Asia than any other activity hitherto undertaken by it. I sincerely hope that the opportunity of offering real assistance of this kind to the people of Asia will not be lost.

Another direction in which the I.L.O. can be of great assistance to the Asian countries is in the solution of problems relating to agricultural workers. The predominant economy of the Asian countries is agricultural. Most of the population are dependent upon agriculture. Whereas something has been done to promote the welfare of industrial workers, very little has been attempted in the agricultural field so far, with the result that the standard of living of these workers continues to be deplorable. I am happy to find that the problems of

agricultural workers are now receiving attention. Agricultural wages and incomes of primary producers are subjects for the consideration of our Conference. One of the difficulties in planning schemes for the amelioration of the conditions of agricultural workers is the absence of accurate information with respect to their employment, earnings, standard of living, housing and indebtedness. There is also a dearth of statistical data in regard to the cost of cultivation of crops and in regard to cottage and small-scale rural industries which help to supplement the income of these workers. Unless accurate information is available it is hardly possible to do anything on a planned basis for helping agricultural workers in the Asian region. My Government is committed to the fixation of minimum wages for agricultural workers by 15 March 1951, but we have now realised that this commitment cannot be honoured without undertaking a comprehensive enquiry into the conditions of agricultural workers. Such a survey is actually in progress in my country. I am strongly of the view that unless similar surveys are undertaken in other Asian countries, our discussions of agricultural problems will be purely academic. The I.L.O. can render considerable assistance both in planning and undertaking these surveys. One advantage in the I.L.O. promoting these surveys will be that the statistical information will be comparable internationally. I hope the I.L.O. will consider this question immediately because, unless the deplorable lack of reliable information is made good, the I.L.O. will not be in a position to help the Asian countries in promoting the moral and material prosperity of agricultural workers.

As Chairman of the Selection Committee of this Conference, I have realised how hard the delegates work on the various committees and the Conferences. It will be a matter of real regret if their efforts do not bear fruit and the decisions based on these deliberations are not given effect to. The problems of Asia have, for long, been neglected. It is therefore necessary that the I.L.O. should work at a very much faster pace to make up the leeway in Asia. In this connection I would refer particularly to the resolution concerning the intensification of the Asian work of the I.L.O. This resolution was adopted unanimously at the session of the Asian Regional Conference held in New Delhi in 1947 to which reference is made in the Director-General's Report. It did not embody our original demands. In fact the resolution was diluted very much to make it fully acceptable to the representatives of the Governing Body at the Conference. The establishment of an Asian Advisory Committee with a co-ordinating secretariat was considered by us to be an essential part of the compromise. I am sorry to say that no action has been taken on this part of the resolution though more than two years have elapsed since the resolution was adopted. I concede that the International Labour Office has been busy with its multifarious activities all over the world, but first things should come first and people in Asia have a right to expect that proposals put forward by them and to which they attach considerable importance are not kept indefinitely in cold storage at Geneva. Incidentally I may also mention that the proceedings of the last conference and the important publications of the I.L.O. which the conference desired should be translated into the Asian languages have not yet reached our people. May I therefore request that the resolutions adopted at Asian Regional Conferences be dealt with expeditiously in future?

Finally I would like to take this opportunity of referring to another very important question pertaining to the Asian region. Unfortunately, we still have some non-autonomous or non-self-governing territories in Asia. In our opinion, Conventions ratified by the metropolitan countries should apply to the non-metropolitan areas as well, unless convincing reasons can be given to show that they are inapplicable. The Government of India has all along pressed its view, particularly in the United Nations, that there should be no sectional application of the I.L.O.'s Conventions and Recommendations. Two

areas adjoining each other and with similar problems should not be allowed to have two different standards of social policy because of political circumstances. We do not wish that the I.L.O.'s attention should be confined to the people of self-governing territories. In our opinion, the peoples of non-self-governing territories have an equal claim to its attention. I would, therefore, urge that all the investigations, studies and services undertaken or provided by the I.L.O. in Asia should extend equally to territories autonomous as well as non-autonomous.

I have tried to place some suggestions for the consideration of this Conference, but in doing so I have always tried to keep in mind the interests of the Organisation, which has done much in the past and can do much more in the future for the welfare of workpeople throughout the world. There is no room for complacency if the Organisation is to live up to its past great traditions. I hope that this will be the spirit that will pervade the work of the Organisation in the future.

APPENDIX II (b)

Text of the speech delivered by Shri M.A. Master on the Director-General's Report

I am sure everyone who has come to this Conference looks upon the Government and the people of Ceylon with feelings of appreciation, admiration and gratitude for their having so readily undertaken the great and onerous task of holding in this country this Asian Regional Conference. The fact that they have done so within less than two years after becoming a Member of the I.L.O. speaks volumes for their abiding faith in the mission of that great Organisation. The selection of the hill-station of Nuwara Eliya, with its lovely and peaceful surroundings, as our meeting place, shows not only the soundness of their judgment, but it also indicates their solicitude for the delegates who have come from different climes and distant land. May I therefore offer our sincere congratulations to our friendly neighbour on this great achievement, and venture to remark that the holding of the Commonwealth Conference and now the Asian Regional Conference will always remain as important landmarks in their history as a free and independent nation.

It was Pandit Nehru, the Prime Minister of India, who stated in 1947 that the attention of the I.L.O. was concentrated on problems other than Asian problems and remarked that the problems in Asia had been neglected in the past. It is therefore a matter of great satisfaction to us all that true to its faith in the principle of universality, the I.L.O. has now turned its eyes to this great and ancient region of the world where lives more than half its humanity and has actively offered its services to raise the standards of the people living therein. The people of Asia are therefore really grateful to this great institution which will now, in the fulfilment of its mission, assist them in solving their great and complicated problems for improving the lot of the common man.

It is not a matter of small significance, brother delegates, to the future peace and progress of the world, that a number of countries in Asia have now attained their freedom and independence. The march of freedom in this region is irresistible. It has now carried its banner to the United States of Indonesia and we all rejoice that we have the good fortune to have to-day in our midst the delegates from that country, where freedom is only recently born, to join with us in our deliberations. This birth of freedom in Asia has created a new and vigorous awakening among its peoples and has developed in them a wider and higher sense of responsibility to shape their own destiny. They no doubt realise that the countries of the world are dependent on one another for their peace, progress and prosperity. They have, however, become conscious of

the fact that this interdependence will no longer be for them that of a people under subjection, but it will be for them the privilege of those who sit as equals among the free nations of the world. It is in that spirit and with that faith that Asia welcomes the mission of the I.L.O. for raising the standards of its people, and hopes it will continue to do so till the wellbeing of all is fully achieved.

We have witnessed in Asia during the last two years some useful manifestations of this new gesture of goodwill and this new spirit of service of the I.L.O. The presentation by the Director-General of a valuable and thought-provoking Report on the complicated problems of Asia marks, however, the first important landmark in the history of the new relations between Asia and this great Organisation. I have found the Report not only interesting and instructive but also very illuminating. The masterly analysis of the existing economic background in Asia, the skilful mobilisation of facts and figures in regard to the present trends in the social policy of this great region and the penetrating observations and human understanding of the immense difficulties which these countries will have to solve before they are able to raise the living standards of their peoples make them realise the immensity of the herculean task that lies before them, if they have to make their own contribution to the success of the international effort in promoting social justice. This is, indeed, a great service which Mr. Morse has rendered to us and we are really thankful to him for his frank appreciation of our present position and future difficulties.

What are the problems that lie before the people of Asia? We are living in an age when the economically less developed countries are asked to raise and bring up their standards of living in line with those of the highly developed countries. These undeveloped parts of the world are told that they should give to their workers the same standards of comfort and the same attractive conditions of work and the same amenities and benefits of social security as have been given to the workers of the highly developed countries of the West. It is not the lack of will but it is the lack of means which makes it impossible for Asian countries to raise the standards of living of their peoples as they are expected to do. While their brethren of the highly developed countries of the West have been fortunate to receive colossal sums of money as assistance for their recovery and reconstruction from the devastations of the last world war, the peoples of these undeveloped countries have been left in the cold to rely on their own efforts despite their immense sacrifices to win the war. How is it possible for them then to compete with their brethren in the West in reaching their high standards without the means to do so? This is the problem of problems for the peoples of Asia.

What are then the possibilities of increasing their means so that they can secure all the blessings which social justice can bring to the millions of people inhabiting this great region of the world? Let us therefore examine the present position.

The people of this region are extremely poor. Millions of them are living on the verge of starvation. Their immediate problem is to increase their agricultural production side by side with the industrialisation of their countries. They have to adopt economic policies which would enhance their productivity. They have to ensure that their workers will fully co-operate with them in creating their national wealth by enhancing the present output of their labour which has gone over twenty per cent. below the level of pre-war days. They have to recognise that before the wealth can be distributed, it has first to be created. Mere agricultural expansion, essential as it is, will not solve either the problem of unemployment or underemployment. Industrialisation is, therefore, inevitable and vital for their economic development. Their fundamental problem is therefore how to increase their national wealth. As has

been aptly remarked by the Government of India in their statement on industrial policy, "Any improvement in the economic conditions postulates an increase in national wealth; a mere redistribution of existing wealth would make no essential difference to the people and would merely mean the redistribution of poverty". Increase of production, widening of the spheres of productivity and increase in the output of the worker are, therefore, indispensable for the implementation of any programme for promoting social justice.

It has, therefore, now become the most burning problem of the day of this region of the world, namely, how to get the capital and the capital goods essential for expansion of agriculture and the promotion of industries, how to obtain the knowledge of the technical "know-how" vital for developing them on sound and economic lines and how to secure and train the technical personnel for their efficient and successful progress. The solution of these questions bristles with immense difficulties. I cannot speak with any inner knowledge of any of these difficulties so far as other Asian countries are concerned. With your permission, Sir, I shall therefore invite the attention of my friends to some of the serious difficulties which we have been experiencing in India.

The immediate need of feeding our people has made a serious inroad on our comparatively slender financial resources. It has vitally affected our exchange position. We had to face last year an adverse balance of trade of over 1,600 million rupees. Our Government have, no doubt, decided that the imports of foodgrains should be completely stopped after 1951. We do not know how far they will succeed in the implementation of that policy. While the fertility of the soil has decreased, the human fertility has lost none of its vitality. We have therefore, yet to solve the most thorny question of what the Director-General has happily characterised as "the race between the increase in production and the increase in population". Serious as these difficulties are, they are further aggravated by the immediate need of our producing more cotton and more jute for keeping our two great textile industries fully in operation. If we do not do so, not only will it increase the unemployment in the country, but it would also further raise the cost of living.

I am happy to state that since India became independent her Government has given a lead in social legislation to the other countries of Asia. Our Government is, however, convinced that, without the industrialisation of the country, national wealth cannot be increased. Without such increase, further evolution in the policy of social justice becomes almost impossible. We have got vast projects of development which will not only enable the country to meet fully the food requirements of the people but will also satisfy their other basic needs. What we, however, need immediately are capital, capital goods, technical "know-how" and trained personnel.

I do not wish to trouble you with a recital of our difficulties in raising the capital that we need. It has been estimated that for the development of the projects that are already under contemplation India needs at present 12,000 million rupees as capital. While the change which the Government is likely to make in the actual working of its economic, financial and industrial policy, as revealed in the recent pronouncements of the responsible Cabinet Ministers, may actively revive the confidence in the country for evolving schemes for capital formation on a large scale, our Government considers that the internal resources will not be quite enough to meet all the existing needs of the country. The Government has, therefore, welcomed foreign capital to help it in the economic development of India and has given assurances of full national treatment. There has, however, not been any satisfactory response from foreign capital even under such liberal terms. We shall, therefore, have to depend mainly on our internal resources and on such foreign borrowings as

we might be able to secure for the expansion of our agriculture and the promotion of our industries for the increase of our national wealth, which we so badly need.

When the formation of the International Trade Organisation was under consideration, there was a persistent demand from the highly-industrialised countries that they should have free access to the raw materials of the world and that such materials should be equitably distributed. The industrially underdeveloped countries can, therefore, legitimately demand that they should have the first priority and equal access in the distribution of the capital goods. The Director-General, in his Report, has, however, stated that "since the war, it has been harder for Asian than for European countries to obtain new capital and spare parts", which are quite essential for their economic development. Here is an opportunity for the I.L.O. to be of real service to the countries of Asia, and I hope this great institution will have the vision to take a broader view of its responsibilities in pleading with the countries which produce capital goods to give first priority to the countries of Asia in their distribution.

While I welcome all that the I.L.O. has done and proposed to do in the field of technical assistance, it should not be forgotten that all it proposes to do within the framework of its Constitution will not, by itself, contribute effectively to the economic development of this region. What Asia badly needs as technical assistance for its economic development is the technical assistance which was visualised by President Truman in his inaugural address on 20 January 1949. He referred to "a bold new programme for making the benefits of our scientific advances and industrial progress available for the improvement and growth of underdeveloped areas", and, for this purpose, he invited "other countries to pool their technological resources in this undertaking". President Truman also made it clear that "in co-operation with other nations we should foster capital investment in areas needing development". It is this active type of technical assistance which Asia needs for its economic development. In the various programmes for technical assistance which are being developed by different agencies, we have yet to discover one which responds fully to that contemplated by President Truman in his speech and for the fulfilment of which he called upon other nations to help the underdeveloped countries. Unless first priority is, therefore, given to this type of technical help, there will be no real economic development in Asia. The countries in the region will not be able to increase their national wealth and will, consequently, be unable to play their part in the implementation of a policy of social justice.

I do not wish to exceed my time. I shall, therefore, refer to only one more point before I resume my seat. We all believe in the great declaration made at Philadelphia. We are all stirred to our inner depths when we are reminded of its fundamental truth that poverty anywhere is a danger to prosperity everywhere. It is admitted that the people of Asia are sunk in poverty. Can I not, therefore, reasonably ask what the richer and prosperous countries of the world have been doing to help the people of Asia to get rid of their poverty? Promotion of social justice and equitable distribution of wealth are the fundamental objectives of the mission of the I.L.O. The application of these principles as between the employers and the workers of a country will not complete the task of this great institution. Its mission will be completely fulfilled only when it is able to persuade the people of the richer countries of the world to share their prosperity with their unfortunate brethren of the poorer countries of Asia.

The Chairman of the Governing Body remarked at Mysore "Asia is a challenge to the I.L.O. If we fail in Asia, we shall fail everywhere". The

peace of the world and the promotion of social justice will ultimately depend on the manner in which the I.L.O. is able to answer this challenge.

APPENDIX II (c)

Text of the speech delivered by Shri Hariharnath Shastri on the Director-General's Report.

In spite of the comments of a Ceylon daily against repeated appreciation of the Director-General, I cannot forego the privilege of associating myself with the glowing tributes paid to him. In fact, the Director-General deserves our congratulations and gratitude for the zeal and devotion with which he has applied himself to his onerous task.

The Director-General has dealt with the factors retarding the social progress of Asia. While agreeing with his remarks, I may mention that the causes mainly responsible for the poverty and backwardness of Asia were the preponderance of feudalism and domination of foreign rule. So far as the latter factor is concerned, Asia is rapidly getting out of its grip.

With the elimination of foreign rule, the hold of feudalism also has naturally considerably weakened. In India, about six hundred native States that constituted the citadel of feudalism have completely crumbled down within two years of the attainment of independence. A constitutional and democratic regime has already been established in these States. Vigorous steps are also being taken to abolish landlordism with remarkable success. The same is the case with the rest of Asia. Feudalism is fast dying out and the rural masses are aspiring with hope and confidence to build a new world.

The task of the future reconstruction of the rural economy of Asia has just begun. Landlordism is on the verge of extinction, but that by itself does not provide a solution to the rejuvenation of agriculture. Fragmentation of land is a serious menace to the improvement of agriculture. The only practical way to tackle this problem is the introduction of co-operative farming under which peasants will continue to retain their rights on the soil. At the same time, they will reap the benefits of large scale commercial production by collective efforts.

A successful tackling of the problem of land is possible only if the efforts of national governments in various countries of Asia are effectively supplemented by the I.L.O. and other international organisations. This is to be done by placing at the disposal of Asian countries the requisite technical assistance and by securing for them modern agricultural implements and other facilities.

It should also be borne in mind that labour is destined to play an important part in the agricultural reconstruction of Asia. No schemes for increased production can materialise, unless agricultural workers are assured a human living standard. From that point of view, the working class of Asia welcomes the proposal of the I.L.O. to set up wage-fixing machinery for this class of worker. In India, an Act providing for the setting up of wage-fixing machinery for agricultural workers was passed by the Indian Parliament in 1948. I do hope that early steps in this direction will be taken in every part of Asia.

The problem of industrial expansion of Asia is no less important. No amount of progress in the field of agriculture can bring stability and prosperity to this continent unless the same is accompanied by rapid industrialisation. At present, there are serious difficulties standing in the way. These include acute shortage of capital goods, lack of technical skill and scarcity of the capital required for industrial expansion.

Moreover, there is a basic factor that cannot be ignored. No long term successful economic planning of Asia is possible under private enterprise. I do

admit that the capitalist system has achieved remarkable success in certain countries. The situation in Asia is however different. In the co-operative efforts of the people as a whole, lies the ultimate hope of Asian countries. The time has come when every Asian country should take concrete steps and nationalise the key industries on which the industrial development of these countries is largely dependent, namely, transport, coal, steel and electricity. In the rest of the industrial field, the State should have effective control on production, distribution and management. The industrial expansion of Asia is receiving a great setback due to inefficient management and wasteful overhead expenses. Some countries have already decided to rectify such defects. On the recommendation of the Indian National Trade Union Congress—the organisation that I have the privilege to represent here—the Government of India have agreed to set up some high level tripartite commissions to enquire into the industrial organisation of the country and to suggest ways and means to effect an overall improvement. But, in my opinion, the time has come when the I.L.O. should consider the desirability of setting up a Tripartite Regional Commission for the entire Asia with a view to chalk out a master plan for the rapid industrialisation of the continent.

The immediate tackling of the problem of industrial organisation has assumed importance for another reason. The postwar period has witnessed a marked rise in the cost of living in Asia with the result that wages have failed to keep pace with the rising prices. On the other hand, unemployment is mounting up every day. This constitutes a serious threat not only to the life but also to the peace and stability of Asia. The demon of totalitarianism is also trying hard to assert itself. It is making frantic efforts to overthrow national freedom in every free country and to destroy the existing social fabric for its own political aggrandisement. The only effective answer to totalitarianism is an earnest endeavour on the part of national governments in Asia, in co-operation with their people and the working class, to increase national wealth, to bring down prices, to end unemployment and, finally, to bring economic prosperity to the masses.

The working class is destined to play a decisive role in the task of the reconstruction of this great continent. This task can be fulfilled only if workers are organised in powerful and free democratic trade unions. Unfortunately, in most parts of the world, there is a so-called trade union movement primarily aimed at perpetuating and expanding the political hold of a certain country and its totalitarian ideology. The working class of Asia has, however, fully realised the true character of such a movement. Consequently, in most parts of Asia, it has hardly any link with the working class as such. The W.F.T.U. is now reduced to a political party. The overwhelming majority of organised labour in Europe and America, with the full co-operation of trade unions in Asia, particularly the Asian Federation of Labour, has organised itself into the most powerful international working class organisation, under the name of the International Confederation of Free Trade Unions.

While dealing with the role of the Asian working class, I should like to make a few observations. In many Asian countries mushroom organisations having hardly any link with the working class have sprung up under the cloak of trade unionism, but aimed primarily at political and party exploitation. They are emulating the tactics followed by the communists and encouragement of such fissiparous tendencies, from whatever quarter, amounts to a distinct disservice to the working class and to the peace and progress of Asia and, consequently, of the world.

There is another thing that I would like frankly to state. While the trade union movement in Asia has had the benefit of the ripe experience and old traditions of the trade union movements in some countries, a cent. per cent. copy of Western methods of trade unionism may not be helpful in

the peculiar circumstances that we are confronted with. Asia aspires to build a democratic trade union movement, free from totalitarian influence and based on truth and peaceful methods. We are trying to pave the way for the early realisation of the goal of a classless society, from which alone social justice can spring. At the same time, the hope of the Asian working class lies in shedding its sectarian outlook and in identifying itself with national interests as an integral part of the community. Today the democratic fabric of Asia is at stake. Increased production is the supreme need of the hour. The policy of the trade union movement in Asia has to be so shaped that national production is accelerated to its maximum capacity. In India, in the light of our experience of the last thirty years of the trade union movement, my organisation, which enjoys the allegiance of the predominate majority of organised labour, has evolved a system of industrial relations based on conciliation and arbitration, with the right to strike only when these methods fail. As a result of this policy, we have, on the one hand, successfully tackled the problems of the working class, and, on the other, it has been possible, during the last two years, to raise the national production by 20 per cent.

There are some other points to which I would make only a passing reference. I should first like to express my sincere appreciation of the concrete steps taken by the I.L.O. in setting up an industrial committee on plantations. It has, however, been a disappointment to Asian workers that the Governing Body has again shelved consideration of the question of setting up an Asian Advisory Committee of the I.L.O. I do hope that this will take final shape by the time of the next I.L.O. Conference meeting in Geneva this year.

I would say a word about seafarers, who constitute an important section of labour in Asia. It is really regrettable that no Asian country has fully implemented the Conventions adopted at the last maritime conference. It is of supreme importance that these Conventions should be ratified and implemented in every Asian country without delay. In this connection I wholeheartedly welcome the suggestion that was made the other day by the Pakistan workers' delegate to the effect that an Asian Regional Conference of seafarers should be convened at an early date, in order to implement the Conventions of the last international maritime conference.

There is however, one thing that I cannot refrain from referring to. The Pakistan Government delegate in his speech the other day remarked that it was difficult and even unsafe for Pakistan seafarers to go to Indian ports. This remark was not only unfortunate, but it was unjustified, and I take this opportunity of strongly repudiating it. I am happy that this allegation did not receive the support of the Pakistan workers' delegate, who is essentially concerned with the organisation of maritime workers. In fact, 80 per cent. of the maritime labour employed in Calcutta even today comes from Pakistan and I am glad to say that the overwhelming majority of these workers are today members of the organisation that I claim to represent here.

Reference has been made in some speeches to the housing problem of the Asian working class, and undoubtedly this matter deserves priority in any scheme of social welfare. The Government of India formulated a plan for constructing a million houses for the workers. I regret that this plan has not made any appreciable progress. The main obstacle, no doubt, has been the extraordinarily serious situation arising out of the influx of millions of persons who have been forced to migrate from Pakistan to India and who had to be given shelter. Yet the housing problem of the workers can no longer be shelved. In my opinion that programme is no less important than that of the refugees. It is, in fact, a great social problem which must be quickly tackled if labour is expected to put forward its maximum efforts in the increasing of the national wealth.

In conclusion, I offer my wholehearted support for increased representation of the Asian countries on the Governing Body of the I.L.O. I am confident that the representatives particularly of Europe and the United States of America will appreciate the genuineness of the claims of Asia. I need hardly add that the increased association of Asia in the work of the I.L.O. will not only promote the wellbeing of this continent, but will be to the mutual benefit of all.

APPENDIX II (d)

Text of the speech delivered by Shri S. Lall on the Director-General's Report.

I have come to this Conference in a dual capacity. I represent the Government of my country as its second delegate. I am also a representative of the Governing Body of the I.L.O. I do not, however, propose to speak in either of these two capacities, because, to my very great regret, I am shortly to leave both. I propose, therefore, with your indulgence, Mr. President, and with the indulgence of the Conference, to make a few personal, and for that reason, perhaps irresponsible, observations.

First of all, I should like to say how very happy I am to attend this Conference, because, in a small and humble way, I have striven for some time to bring it into being. The proposal to hold an Asian Regional Labour Conference was made many years ago but it was slow of fruition. The difficulties and delay created almost a feeling of despair. I am happy to find that the Regional Conference for Asia is now a settled fact and I can look forward to this Conference being held at regular intervals in the future. It has been my conviction that it is only by holding Regional Conferences that the I.L.O. will be able to deal effectively with the special problems of Asia and that the interest of Asian countries will be sustained in the I.L.O.

During my long connection with this Organisation, I have been greatly impressed by the wide gulf between its ideals as enshrined in its constitution and the labour standards in Asia. The I.L.O. has sought to narrow this gulf by the adoption of International Conventions and Recommendations intended for application throughout the world. Unfortunately, the implementation of most of these Conventions and Recommendations is far beyond the present capacity of Asian countries. This is rather disheartening. At the last session of the Conference, I pointed out that we cannot hope to reach heaven in one leap but only in successive steps. It is the first step that is the most important, because once we begin, we can gather momentum. Do not make the first step an impossible step for the countries of Asia. We have no desire to hold up the progress of other countries, but if the recommended standard is too high in any case, an international Convention and Recommendation should not merely prescribe that high standard but also indicate the way in which it can be achieved. An organisation like the I.L.O. must not only preach abstract principles but also point out the way in which principles can become practice. The I.L.O. must help backward countries to raise their standards and thereby help them in implementing its Conventions and Recommendations. Nations, like individuals, cannot be left in isolation to work out their own salvation. They must be helped to improve their standards according to the best methods. If this is not done, the only alternative would be to have regional Conventions and Recommendations. But this, I consider, would be a mistake because regional Conventions would tend to perpetuate regional differences in labour standards. I would, therefore, advise that due regard should be paid to the special problems and difficulties of Asian countries in drawing up future Conventions and Recommendations.

One of the greatest acts of our Director-General, Mr. Morse is his boldness in launching forth into the operational field. While the I.L.O. monographs,

Resolution, Recommendations and Conventions have served a very useful purpose, it is necessary that the Organisation should also demonstrate practical methods of improving labour standards by undertaking a few pilot projects in the underdeveloped countries. This will give the Asian countries confidence in tackling their baffling problems. The entire Asian region eagerly looks forward to the operational activities of the I.L.O. and I would request that no pains should be spared to make them successful within as short a period as possible.

The I.L.O. has always stood for the principle of universality, which implies that all countries of the world should be brought into its fold. None should be excluded except for unwillingness to subscribe to the principles for which the Organisation stands or for inability to undertake the obligations of membership. The application of the principle of universality has helped to bring the countries of Asia, which had newly gained their independence, into the membership of the Organisation almost without formality. To each of these countries we have accorded a warm welcome.

I am glad to find that our Asian demands are receiving increasing attention. There is, however, so much to be done that an efficient regional organisation is necessary. There should also be more adequate representation of Asia on the Governing Body and its committees and in the International Labour Office, to ensure adequate attention being paid to Asian problems. The membership of this Organisation has roused justified hopes in every mind and any great delay in the solution of Asian difficulties will bring about frustration which must be avoided at all cost.

While I have dealt so far with what the I.L.O. should do to help Asian countries, I must now address a few words to the Asian Member States in this connection. We in Asia must play our part in the work of the I.L.O. and should undertake all the responsibilities of membership. It is essential that we should consult together and prepare a joint programme for the gradual improvement of labour standards in Asia. Unless we take up our problems in stages, we shall not be able to solve our difficulties in an efficient and business-like way. It is useless to take up the entire work in this field at the same time. We must allot priorities and first things should come first. I will give a concrete illustration. There is an insistent demand that we must bring about immediately an all-round improvement in the conditions of agricultural workers in Asia. The amelioration of their conditions will require not only the establishment of wage-fixing machinery to ensure the payment of proper wages to them but the establishment of an adequate number of literacy centres, the promotion of their organisation on sound lines to develop collective bargaining, the improvement of health standards and the provision of proper housing and of social security for them. Even these measures are not enough for solving their manifold difficulties. No Government can think of tackling all these problems simultaneously. I would accordingly urge that we should make a detailed study of labour conditions and formulate programmes for action in gradually expanding stages to attain the standard reached in the more advanced countries. I have been disappointed to notice that some of the Asian Member States have not sent tripartite delegations to this Conference because the tripartite principle is the very essence of this Organisation. We must have tripartite delegations to secure implementation of decisions in the Asian countries, and I hope that nothing will be allowed to stand in the way of the Asian countries' sending complete delegations to our conferences in future. Further, we must not develop separatist tendencies because they will strike at the very root of internationalism. We must remember that unless we help ourselves and also show our earnestness in doing so, we cannot expect international assistance in solving our problems.

As Chairman of the Allocations Committee and of the Finance Committee of the Governing Body, I would like to make one further observation. We cannot expect the Organisation to undertake new activities and at the same time refuse to provide the necessary funds. There is an unfortunate tendency for Member States to demand a reduction in their contribution, particularly in view of the prevailing financial stringency and dollar scarcity. If this tendency continues the activities of the Organisation will inevitably have to be curtailed. Nothing would be more unfortunate. We must, therefore, see to it that the contributions of Member States are assessed according to fair and equitable principles and that the assessed contributions are paid promptly and regularly. Unless this is done it will not be possible for the Organisation to make its contribution to the promotion of labour standards in the underdeveloped countries. Failure to pay contribution is a reflection not only on the Government concerned but equally on the workers' and employers' organisations in that country.

Finally, I cannot conclude without expressing my thanks to all my colleagues on the Governing Body for the co-operation extended to me. During the years that I have been associated with the Governing Body I have never hesitated to advance my views on things which appeared to me to be of importance to the I.L.O. I am happy to say that the Governing Body always took my advice kindly. I have no doubt that the Governing Body will continue to guide the destinies of this Organisation with success because by its traditions the Governing Body has developed three very great qualities, namely, goodwill, good sense and good humour, which will go a long way towards ensuring the success of the I.L.O. I am also deeply obliged to the Director-General and his staff for all the assistance which I have received from them during my long association with the Organisation. All international organisations are now facing a difficult time. There is fear all round. There is intense suspicion everywhere.

I feel confident, however, that the I.L.O. will grow from strength to strength and will create better understanding among the peoples of the world. The future destiny of the Organisation is in our hands, but guidance must come from the Governing Body. Knowing the traditions of the Governing Body and the enthusiasm of the Director-General, I have every confidence in the future of this Organisation. I would like to assure my colleagues on the Governing Body and the Director-General that, even though my official connection may be severed, my interest will continue and I shall serve the I.L.O. with the same zeal in the future as I have tried to do in the past.

APPENDIX III

Text of the Director-General's reply.

I must say that I rise in humble spirit to reply to the debate on my Report. I do so because, as I have repeatedly stated since I landed in Bombay some six weeks ago, I have come here to see, to learn, to understand and to take counsel with representatives of Governments, workers and employers of the Asian States Members of the Organisations as to ways and means through which the resources of the Organisations may be fully utilised for the benefit of the people of Asia. It is in the same spirit, it is in this very same spirit, that I prepared my Report and placed it before this Conference, and I would be less than human were I to remain untouched by the kind remarks that have been made about it by so many speakers, and my first words must, therefore, be words of warm gratitude for the generous manner in which the Report has been received in every quarter. I shall refer to many of your views and proposals in my reply. If I do not, through lack of time, refer to them all please forgive me and let me, at the same time, assure you that not only has every point of view and every proposal been noted, but they will also be carefully studied and taken into account to the fullest possible extent in the day-to-day activity of the Office under my personal direction.

It seems to me that it is essential that we look at the problems of Asia and the role that the I.L.O. is to play in Asia in proper, careful, responsible and sober perspective.

Since the war Asia has emerged as a new, influential and independent factor in the world. It is a source of encouragement that this emergence and the present transition have been accompanied by relatively little international disorder. It is to the credit of all concerned, especially to the masses of the people of Asia, that they have proceeded with dignity and understanding to reach their goal of political independence. This is of particular significance since all of this, every bit of this, has occurred against a background of object poverty, disease, malnutrition, illiteracy and inhumanly low standard of living; and also in the absence of a tradition of mass civic responsibility.

I described all of this bluntly and cruelly in my Report to this Conference. The debate, to my full satisfaction, has disclosed that Asians do not care to hide these facts or their misery, but rather that they insist upon emphasising the issues so that something may be done about them. This Conference in Nuwara Eliya is proof of the fact that Asia desires to meet her problems in a democratic way and through the democratic process, and to join as full and equal partner with her brothers in other parts of the world in achieving humane and decent standards of living and in promoting world peace.

The immensity of the problems of Asia need not be restated. Everything needs to be done, every resource needs to be tapped, every bit of world public opinion needs to be brought to bear on the issues which reside here. Every man of goodwill must, without reservation, be prepared to join in your struggle, otherwise it is a shame and it is hypocritical to restate the principles that "poverty anywhere constitutes a threat to prosperity everywhere", that "the world is inter-dependent" and that "world peace can only be achieved on the basis of social justice".

The I.L.O. is here today because we have taken up this battle cry and because we insist upon the positive and rapid implementation of these principles. And when I say the I.L.O. mind you I mean the east and the west, the north and the south. I mean the world as a whole, because it must not be forgotten that it was a world mandate that dictated the decision that this Conference should be held here and that this basis should be laid for our future actions in Asia.

I may say that the I.L.O. has heard the cry of misery that rises from the throats of the millions of people of Asia, and it understands and it is prepared, within the limits of its resources, to meet the challenge. We will act not only through our legislative assembly, not only by virtue of our surveys, studies and reports, not only through our experts, who will respond to the need and demand for technical assistance, but through our ability to marshal world and governmental public opinion and to inspire effective utilisation of available resources in the interest of positive social and economic action in Asia.

This we will do so long as you, each and every one of you, as States Members and moulders of public opinion in Asia, will fully understand and comprehend the I.L.O.; if you will learn how to utilise its resources, remain loyal and steadfast to its objectives and assume the responsibility with us in the implementation of your decisions, so that what we say and what we decide may become realities and may directly reach the people and the objects of our efforts.

It is essential therefore, that you appreciate that the I.L.O. is your Organisation and not simply an abstract institution. It is imperative that you do not come to I.L.O. meetings and simply say or ask "What can the I.L.O. do about raising the standards of living of the people?"; but rather that you come as responsible Members of the Organisation and direct the line that the I.L.O.

should take in achieving its objectives. The I.L.O. does not live, work or function separately or apart from you. It is you. It is, therefore, your responsibility on a day-to-day basis to see to it that it formulates essential programmes and proceeds on a priority basis to meet the difficulties and urgencies which you deem essential. Of course, that means work on your part, that means thought on your part, perseverance, responsibility and participation. It is the method which has brought success to the I.L.O. in the past and which has resulted in the easing of the lot of our fellowmen elsewhere in the world. It is the method which now must be fully appreciated and intensified in Asia and which is, as a result of your new-won freedom and independence, a responsibility which each and every one of you must assume.

In this connection I believe that there is one other point that I should emphasise. In my Report I stated that "the I.L.O. is at the service of all and at the behest of none". This sentence has been referred to by certain speakers during the course of the debate on my Report—and it is a point of the utmost importance. The staff of the I.L.O. and the Director-General are the servants of the membership of the I.L.O. We owe allegiance to no one but the principles and Constitution which we serve. We work for you. We are your servants. We are neither Americans, Asians, Europeans, Latin Americans, Middle and Near Easterners or anything else. We are dedicated to the cause of humanity and universality. We serve regardless of creed, caste, religion or colour. I send Asians to other parts of the world, Europeans to Asia, Americans to Europe and so on—all as men who serve the basic principle of brotherhood of this Organisation. I ask you to applaud this principle as I know you do, but, above all, to be conscious of its integrity and true value.

In a world of many cynics—in a world torn by strife and fear—and in a world which has yet to scratch the surface of understanding and goodwill—these principles which we actually practise should stand out as proof that men can live and work together and in the interest of all.

Regional conferences have been conceived to enable the Organisation to approach better the particular problems of the various areas of the world, and to determine on regional programmes of activity through which the Organisation may achieve its overall and universal objectives. No narrow regionalism must enter into its activities, but a broader vision which sees in the betterment of conditions in a particular region the improved health and wellbeing of the world at large. That is the spirit which infuses the I.L.O. and that is the spirit in which this Conference has been conceived and must carry on its work.

The I.L.O. welcomes the emphasis which statesmen and governments now place on the necessity for improved standards of living. I say this because after all it is a recognition—even though a belated one—of the proposition for which we have fought during these last three decades. We are encouraged, too, by the fact that finally large plans are being laid to do the job.

As has oft been stated during the course of this debate the task of improving standards of living in Asia is a staggering one, but one to which there is no alternative. The lot of humanity and world peace hangs precariously in the balance. The task calls for international co-operative understanding, planning and goodwill of the highest order. It calls for the introduction of capital and capital equipment into Asia, financial loans, technical assistance and training. It means increased production on all our fronts and particularly in the field of agriculture. It calls for mass education and health. It demands the understanding that despite all of this, despite the maximum of international co-operation, that in the last analysis the job must be done by you and the responsibility must be shouldered by you. Others can help—and will help—the I.L.O. will play its full role—I am convinced that other international

organisations will make maximum contributions—public opinion will be informed but in the last analysis the job will be yours. It cannot be otherwise—and I do not believe you would have it otherwise. And above all it must be based upon a true and free democracy—upon free and democratic trade unions and employer organisations—and upon the principle of serving the public interest. Otherwise all the goals which we have set will be but a mirage.

This is our collective responsibility and job and the correct delegation of authority and limitation of functions. In all of this you may be sure that the I.L.O. will not be found wanting.

Statements of various speakers have emphasised the importance of the technical assistance programme. It was in anticipation of this need that the Governing Body of the I.L.O. has authorised me to initiate a world-wide technical training programme. It is my hope that during the course of this year the expanded technical assistance programme of the United Nations, in which the I.L.O. will fully participate, will come into effect, so that we may, on the basis of additional funds and co-ordinated programming, expand our Asian technical training operations, increase our field activities and centres, and hence play a vitally direct and immediate rôle in the field in assisting governments with their plans for economic development.

It is intended that through this programme the resources and assistance of governments and international organisations will be pooled and co-ordinated and then concentrated on specific issues in the most effective and productive manner possible. Your need is no longer for theory and concepts; but for tools to do the job, for capital and equipment and skills and specialised advice based on experience in other parts of the world. It is through the expanded programme of technical assistance that this aid should come—and it should become one of the major weapons in the economic and social reconstruction of Asia. It will also be closely related to any regional programmes of economic development that may be drawn up. The technical assistance programme will be implemented through a close co-ordination and integration of all these plans and resources, both national and international, in the sole interests of the people of Asia.

In the first instance, the I.L.O. will concentrate on the manpower field and on the problem of technical and vocational training in particular. Many problems are clamouring for our attention, but the Governing Body feels, and I feel, that to spread our resources over a number of fields will considerably lessen our effective operation in any one. A trained and skilled labour force is an indispensable basis for any programme of economic development, whether of industry or of agriculture, and so our first priority will be the manpower field.

The present I.L.O. training centre in Asia, provisionally established in Bangalore, will for the time being form the nucleus of our operational training programme for the region; but as the programme expands it is fully intended that it should also be carried on through a number of different national centres. The programme covers all aspects of training and is at the service of governments and workers' and employers' organisations. I urge you to make use of it, and I urge you to tell us what you want in this field. It shall be our constant endeavour to meet your needs and requirements to the full.

As this programme gets firmly established and develops it is my hope that we will expand our operational activities into other fields—employment organisation, agricultural labour and production, co-operatives and handicrafts, labour inspection, industrial housing, industrial safety and health, statistics social security, welfare and so on. Meanwhile, however, the regular work of the I.L.O. in these fields is still being carried on and will be carried on, and is at your entire disposal—our experts, missions, advisers, technical information, publications—the whole wealth of international experience in these and other

fields is available for you to use as you see fit, to advise and assist you in the practical problems that confront you in your work at home.

I shall propose to the Governing Body that further regional technical meetings of experts, similar to the successful Kandy meeting on labour inspection and the Singapore meeting on training, be convened to deal with other urgent problems—meetings at which we shall place before you suggested courses of action based on our appraisal of the needs and which you can review with your colleagues of other countries of this area in the light of your common problems and then pool your knowledge and varied experiences in hammering out a concrete programme of positive action.

Let me assure you, also, that our Conventions and Recommendations will take account of your problems, so that they will be fully realistic in terms of your situation. This is a difficult job for instruments which must have world wide validity, but I can assure you that every effort will be made so that it can be done. The current proposals for a comprehensive international Convention on social security, providing for minimum standards and objectives is an experiment in the type of Convention which I feel will meet this problem.

Our world-wide studies and publications will give full prominence to the special developments of Asia and steps will be taken to undertake studies dealing with specifically Asian problems. I shall also look into the possibility of early publication of our work in Asian languages. This is an essential element for gaining support for our work and our creed among the ordinary men and women of this continent.

In recognition of the new rôle that Asia is playing in world affairs, and to assist the Organisation in developing and intensifying its work on a realistic basis, I have proposed the establishment of a tripartite Asian advisory committee and this question is now pending before the Governing Body for action.

Here, then, is the concrete programme, frankly stated, which I offer as the next phase of the contribution of the I.L.O. to your own national efforts in the fight for political stability, economic prosperity and social justice: a programme which will in each instance be fully co-ordinated with the efforts of Governments, of the United Nations and E.C.A.F.E., of W.H.O., F.A.O., U.N.E.S.C.O., the International Bank and other international organisations.

All this that I have said—all these proposals—are an earnest of our rôle in Asia. But that is only half the problem. I must repeat again. I am sorry to say that the other half depends on you. We can provide the assistance and facilities I have outlined. We can give a greater voice to Asia in the councils of the I.L.O., but that alone will not solve your problems, that alone will not eliminate poverty and disease and ignorance, or increase productivity and replace social unrest and disorder with expanding prosperity and a healthy, vigorous, stable society. Our work must have your unrelenting and vigorous support. It must be integrated with your own positive efforts at home. Alone, neither of us will succeed. Together we can be a force that will prove irresistible.

This Conference is not an end in itself. It is but a step—albeit, an important step—in a long process. We in the I.L.O. shall go back to carry out our share in this vast programme. But we count on you to do likewise. We need your help as you may need ours. It is you—each of you—who have the direct responsibility for leadership in the social and labour field on the national plane—who must provide the driving force for this great co-operative enterprise in your own countries. This means that parallel action by States Members must keep pace with international action. The balance between the two and the co-ordination of the efforts of the two is essential to success.

For example, it is a source of real concern to our agreed efforts and to the stated desire to improve standards of living, to find that labour departments in

various countries in Asia are so small, so few in staff, or in the process of retrenchment. I mention this because proper social policy cannot be carried out or our objectives met unless governments have adequate and adequately staffed labour machinery to carry out the national legislative will or to make social policy more than a dead letter on the statute books. It has been the experience of governments in Europe, North America and other parts of the world that social policy and progress and the improvement of standards of living of people calls for dynamic implementation and full co-operation with trade unions and employers. This means placing labour services on a position second to none in the public esteem and in the hierarchy of governmental respect.

The lot of the worker cannot be improved by the simple enactment of a law. First of all the law must make sense, and then the law must be applied. The application calls for labour service and staff. Lack of appreciation of this, or undue retrenchment, leads inevitably to the creation of obstructions to the very objectives which we deem so vital to progress, stability and world peace. This may seem like a rather small point, but upon reflection I believe that you will agree with me that it is a point of the greatest fundamental significance and importance. Every effort to improve standards of living requires correct and adequate tools and requires the sacrifice often inherent in going forward.

There are some who express cynical doubt about our aims and purposes and also about our own faith in the ideals which we proclaim as the basis of our work. To these short-sighted cynics let me say this: The best and most realistic foreign policy that a nation can have is a sound and healthy domestic policy; and a sound domestic policy must be constantly directed to the improvement of standards of life and work of the people, to measures of social policy that will mean expanding opportunities to all for a full life. This is not unrealistic idealism. It is practical, far-sighted commonsense, which recognises that war thrives on unstable and unhealthy societies and thus, in turn, on poverty, disease, famine and ignorance and that to root out and fight these ills is the surest—and really only—road to world peace.

This Conference here represents a milestone in the history of the I.L.O. We have twenty delegations, including observer delegations, in attendance, of which six, namely, the Philippines, Burma, India, Pakistan, Ceylon and the United States of Indonesia, have come into independent existence since this last war. Never in the history of the world has such a development taken place, and it is to the everlasting credit of the I.L.O. and its membership that we have met in Asia at this time to find the basis for a more dynamic approach to the problems of Asia and for the strengthening of international effort and co-operation. It is gratifying, too, that the United States of Indonesia has, as its first international action after securing independence, come to participate in our work, and we welcome the United States of Indonesia to our deliberations and look forward to the early day when she may sit with us in all our deliberations and join with us all in our efforts as a regular Member of the International Labour Organisation. I am happy, too, to welcome Japan, who is here as an observer, and to state the hope that Japan may soon take her place among her Asian fellows and among the states of the world as a full Member of the International Labour Organisation.

We have met in Ceylon in a spirit of hope for the future. We have painted our picture with a bold and, I believe, honest brush. We have drawn the issues, even though they may have hurt, without fear or reservation. We have laid a basis of understanding for our future work and programmes. We have come as strangers—we will leave as friends and brothers joined together by the common ideals of the I.L.O. and dedicated to the proposition that there must be peace in the world and that in such a world men, women and children must live securely and with the maximum of joy and happiness.

If the world has thus far failed in this mission we, at least, need not be ashamed because through wars, suffering and travail we have forged ahead and held the finest traditions and aspirations of mankind in trust, and we have lived now to fulfil this trust. The I.L.O. salutes the people of Asia and stands with them, and shall not forsake its duties and obligations to them. To this we are committed. I know that I can say that we must not, and we will not, break this faith.

APPENDIX IV

Text of the Resolutions concerning Labour Inspection

I

Resolution concerning Labour Inspection

Whereas the laws and regulations for the protection of workers can be effective only to the extent that they are implemented, and implementation calls for the establishment of adequate enforcement machinery;

Whereas experience has shown that such machinery should comprise a labour inspectorate, technically competent, sufficiently numerous and of high status;

Reaffirming the recommendations made at the Asian Regional Conference, meeting at New Delhi in October-November 1947, that the Asian members of the International Labour Organisation should ratify the Labour Inspection Convention, 1947; that the Convention should also be applied to the non-metropolitan territories in Asia in accordance with the provisions of Articles 30 and 31 thereof; and that the provisions of the Labour Inspectorates (Non-Metropolitan Territories) Convention, 1947, should be applied as a first step where the provisions of the Labour Inspection Convention, 1947, cannot be applied immediately to non-metropolitan territories, and

Taking note of the findings of the Preparatory Conference on Labour Inspection in Asian Countries, meeting at Kandy, Ceylon, in November 1948;

The Asian Regional Conference adopts the following resolution;

1. (1) With a view to enabling the labour inspection services to discharge their functions adequately, the Asian members of the Organisation should accord to the labour inspectorates a status among the social services of the State commensurate with their responsibilities, and should undertake all appropriate measures to inform employers and workers, and the public in general, of problems arising from working conditions and remedial measures taken or needed, as well as to advise employers and workers in regard to effective means of complying with existing labour legislation.

(2) In addition to the customary channels of propaganda and public education such as the press, radio and films, these measures should include the institution of national health and safety exhibits and museums.

(3) These education and propaganda activities should be carried out through the medium of the vernacular of the country and through literature designed to educate the worker and make him acquainted with national laws and regulations.

2. (1) In the absence of voluntary bodies or private organisations to supplement the work of labour inspection services by research in and promotion of improved industrial standards and conditions of work, the Governments should wherever practicable institute national research centres for the study of industrial problems, and should encourage the establishment of joint bodies of employers and workers to co-operate in the task of determining and implementing accepted standards.

(2) Such bodies may be organised, as appropriate, on a plant or industry basis, or on a regional or national basis.

3. In order to ensure that labour inspection services are staffed with officials fully competent to carry out the duties of the service, appropriate steps should be taken to secure the training of new inspectors upon their admission to the service and to keep labour inspectors fully informed of latest developments in respect of industrial problems of health, safety and welfare by means of technical training centres, refresher courses for inspectors and periodical conferences of inspectors.

4. Appropriate arrangements should be made to promote direct collaboration between officials of labour inspection services and employers and workers or their organisations.

5. (1) With a view to enabling countries in an early phase of economic development progressively to give full effect to the foregoing recommendations, the possibilities of international or regional arrangements in these matters, when and where appropriate, should be fully explored.

(2) Arrangements might be concluded, for example, whereby inspection officials of less developed services would be sent for training to other countries with more adequate training courses and facilities in the region or outside the region.

(3) The fullest consideration should also be given to the possibility of making arrangements among the Asian countries to establish one or more regional centres for the training of labour inspectors.

(4) In addition, the possibility of encouraging technical missions from abroad to assist Asian countries in the organisation of their inspection services should be considered.

6. (1) Having regard to the expansion and development of social and labour legislation in the Asian countries, the authorities concerned should keep under constant review the need for ensuring that the numerical strength of inspection services and the facilities at their disposal are adequate to the tasks they have to perform.

(2) The inspection services should include an adequate number of women inspectors.

7. Since adequate statistical data are an essential aid in the enforcement of labour and social legislation, appropriate provision should be made in the organisation of labour departments so as to enable them to discharge their functions of collecting basic labour statistics.

8. (1) The International Labour Organisation should be equipped to give advice and assistance on an expanded scale in the organisation of labour inspection services to Asian Governments.

(2) Full advantage should be taken of the facilities available through the International Labour Organisation to achieve the purposes of this resolution.

II

Resolution concerning conferences of representatives of Asian Inspection Services.

The Asian Regional Conference adopts the following resolution:

The Conference welcomes the practice of convening when appropriate regional meetings of representatives of labour inspection services, such as that held at Kandy, Ceylon, in November 1948, in preparation for the present Conference, and recommends to the Governing Body of the International Labour Office that similar technical meetings should be convened at such intervals in Asian centres as may appear to the Governing Body to be necessary in the light of the reports furnished by Members of the Organisation in connection with the Labour Inspection Convention, 1947. The progress made in giving effect to the recommendations contained in the Resolution concerning labour inspection might form

a suitable basis of discussion at the next conference of representatives of Asian inspection services.

III

Resolution concerning the protection of women and young persons

Whereas the strict enforcement of legislation for the protection of women and young persons might have the undesirable effect of reducing employment possibilities for women and young persons in work places covered by the law and of either excluding them from the employment market or driving them to seek employment in unregulated work places where conditions of work are invariably worse;

Whereas nonetheless it is essential that the conditions of employment of women and young persons should be carefully regulated; and

Taking note of the emphasis laid by the Preparatory Conference on Labour Inspection in Asian countries, meeting at Kandy, Ceylon, in November 1948, on the need of solving this problem,

The Conference requests the Governing Body to instruct the International Labour Office to undertake a detailed study of this problem and the manner in which it has been solved in the industrially advanced countries.

APPENDIX V

Text of the resolution concerning the Promotion of Facilities for Workers' Welfare in Asian Countries.

Whereas the Declaration of Philadelphia reaffirms the fundamental principle that labour is not a commodity and recognises the solemn obligation of the International Labour Organisation to further among the nations of the world programmes which will achieve adequate protection for the life and health of workers in all occupations and the provision of adequate nutrition housing and facilities for recreation and culture;

Whereas the Preparatory Asian Regional Conference at its meeting in New Delhi in October-November 1947 adopted a resolution concerning conditions of work and labour welfare in which it declared that the human element in industry is of primary importance and the increase in production is conditioned amongst other means, by the raising of labour welfare standards;

Whereas in Asian countries public welfare services are not yet fully developed and there is a wide diversity in the amplitude and quality of the welfare services and amenities provided for the benefit of workers in the various undertakings;

Whereas the effective contribution of welfare facilities to the well-being of workers as a whole depends on the scope of their application and this is at present limited;

Whereas a review of existing methods of financing welfare facilities shows that they are such that employment possibilities are sometimes reduced and sufficient resources are not always available for the promotion of facilities on a wide scale and their maintenance on a high level of efficiency;

Whereas experience has shown that if welfare facilities are to achieve their object and improve the workers' general well-being there must be adequate control and careful and regular supervision to ensure that premises and equipment are kept in a clean and serviceable condition and used in a proper and orderly manner;

Recalling the Resolution concerning welfare facilities for workers adopted by the General Conference at its 30th Session (Geneva, June-July 1947), but considering that the special conditions in Asian countries must be taken into account;

The Asian Regional Conference calls the attention of the Asian countries to the following principles which seem to provide a suitable basis for the promotion of facilities for workers' welfare in Asian countries:

1 (1) The basic requirements in respect of workers' welfare facilities such as occupational health facilities and reasonable medical and maternity facilities, canteens and other feeding arrangements and child care services, should be prescribed by legislation defining:

(a) the minimum standards to be observed, in particular as regards construction, equipment and personnel; and

(b) the scope of application, which should include the largest possible number of undertakings whether public or private and workers and should be widened progressively.

(2) It should be a recognised object of public policy to ensure that adequate medical care and educational and recreational facilities, housing and other accommodation are progressively made available for all workers having need thereof.

(3) The welfare facilities referred to in subparagraphs (1) and (2) should in all cases be provided in a manner which secures the personal freedom and basic rights of the workers concerned.

2. It is desirable to provide in the vicinity of undertakings workers' welfare facilities administered by public authorities, national, regional or local, the financing of which might include, if necessary, a contribution from the undertakings concerned.

3. (1) Welfare facilities provided by undertakings, in so far as these are not required to be provided by the employers under any other Act or Regulation in force, should be financed by welfare funds.

(2) Where possible, such funds should be provided on a collective basis for a region or for the same industry, so that workers in small undertakings are able to benefit from the facilities provided.

(3) Such funds should be adequate for the purpose of maintaining the minimum standard of amenities for the total number of workers employed.

(4) Such funds should be constituted in such a manner as to avoid possibilities of discrimination in respect of the employment opportunities open to particular categories of workers.

4. (1) Welfare officers employed by undertakings to administer welfare facilities should be suitably qualified and appointed on the basis of their personal competence.

(2) It is desirable that welfare officers should enjoy the confidence of the workers and be competent to deal with their personal problems.

5. (1) The administration of statutory welfare provisions should be subject to State control.

(2) Tripartite committees consisting of representatives of the Government and of equal numbers of representatives of employers' and workers' organisations should be established to advise the Government in the formulation and administration of statutory welfare provisions.

(3) The Government should institute an enquiry upon a complaint being laid before the appropriate authority.

6. The workers should have the right to co-operate in the administration of the welfare facilities provided in or in connection with undertakings by such means as representation on welfare committees or other bodies whose functions include this responsibility.

7. Efforts should be encouraged to organise canteens and other feeding arrangements for workers on a co-operative basis, and consideration should be given to providing assistance for such co-operatives from employers or the Government or both.

8. As health conditions are of supreme importance and affect the earning capacity of the workers, Governments should improve and co-ordinate medical services by:

(a) providing for the recruitment, training and availability of health personnel including doctors, nurses, public health nurses, sanitary inspectors and midwives;

(b) providing for the establishment, staffing and maintenance of health centres in both rural and industrial areas;

(c) ensuring close co-operation between hospitals, dispensaries, clinics, welfare centres and the homes of the workers;

(d) ensuring close co-operation between industry, agriculture, health, education and other social services, so that the standard of health and living of the workers may be improved.

APPENDIX VI (a)

Text of the Resolution on International Action regarding the Co-operative Movement in Asian countries.

Having regard to the expressed need of Asian countries for all available information on current experiences and achievements of the co-operative movement both within the Asian region and elsewhere, in order to assist them in evolving the most effective techniques to deal with their own problems of co-operative development;

Having regard to the desirability of making concrete arrangements to meet this need on a broad international scale,

1. The Conference urges that persons holding responsible posts in the co-operative movements of Asian countries should be given facilities to enable them to visit other countries for theoretical or practical studies, or in order to attend congresses and other co-operative meetings.

2. The Conference recalls and endorses the recommendation of the Asian Regional Conference held at New Delhi in 1947, that periodical regional meetings should be held to provide officials of the co-operative departments as well as representatives of the co-operative organisations in Asian countries opportunities of pooling their experiences, comparing the results of their work and improving their methods, and of discussing and devising means of encouraging the establishment of direct trade relations between co-operative societies of Asian countries.

3. The Conference invites the Governing Body to appoint corresponding members of the Advisory Committee on Co-operation for each Asian country, in consultation with the central co-operative organisations and the Government co-operative services in those countries.

4. The Conference invites the Governing Body to recommend the International Labour Office in consultation with the Advisory Committee on Co-operation to establish and maintain up to date a list of experts capable of assisting Asian Governments, on request, in the preparation and execution of their co-operative development programmes.

5. The Conference invites the Governing Body to instruct the International Labour Office to intensify its studies of different problems and forms of co-operation, in connection where appropriate with the work of the Advisory Committee on Co-operation, with a view to considering the special needs of Asian countries, and to ensure the widest possible dissemination of such studies in Asian countries in order to afford Governments and other interested agencies practical support in their day-to-day task of promoting co-operative development.

6. The Conference furthermore invites the Governing Body to instruct the International Labour Office to provide all other assistance within its power to Asian countries in the preparation and execution of schemes for the development of the co-operative movement; and to consider in consultation with other international organisations concerned, particularly F.A.O. and U.N.E.S.C.O., the possibility of joint action towards the same end.

APPENDIX VI (b)

Text of Resolution on National Action regarding the Co-operative Movement in Asian Countries.

Having regard to the conditions in which the co-operative movement has developed in Asian countries during recent years, the important place attributed to the movement by the Government of these countries in development planning, and their present policy of extending the scope of the co-operative movement so as to embrace every sector of the national economy, with particular reference to increasing production, raising productivity and improving distribution, in continuation of the efforts already made by them to further co-operative organisation among the peoples of their respective countries;

Taking into account the manifold aspects of such an undertaking,

The Conference recalls and endorses the resolution on co-operation adopted by the Asian Regional Conference held at New Delhi in 1947 and desires to draw the attention of Asian Governments to the following:

1. Co-operative legislation should, where necessary, be revised and general legislation applicable to the co-operative movement periodically examined with a view to ensuring that the establishment and full development of the co-operative movement are encouraged.

2. Appropriate machinery such as advisory co-operative councils, which may include representatives of the Ministries or Government Departments concerned, the national or provincial legislatures, and the various co-operative organisations, should, if practicable, be set up in each country or province in order to facilitate consultation and concerted action in regard to co-operative development, and should be supplemented where desirable by arrangements for co-ordination between such institutions and other bodies interested in the promotion of co-operation.

3. It is desirable that co-operative research institutes should be set up and, where they already exist, they should be enabled to expand their activities, particularly with a view to making objective studies of new problems and of current co-operative experience, to circulating widely the lessons of this experience, and to providing the national or provincial co-operative movements concerned with all the elements needed to determine an active co-operative policy.

4. Encouragement should be given to the establishment of federal or central co-operative bodies equipped with the necessary functions to enable them to play a responsible part in the development of the co-operative movement.

5. Encouragement should be given to the creation of economic and other relations between different types of co-operative organisations, for the purpose of mutual assistance or the satisfaction of complementary needs, e.g., in marketing, supply, credit, etc.

6. Adequate facilities should be provided in each country or province for the training of officials of Government co-operative departments and of employees of co-operative organisations.

7. This training should be organised either under the direction of the co-operative organisations with the assistance of the State, or by the State as far as possible with the participation of freely elected representatives of co-operative organisations.

8. The teaching of co-operation as a means of improving the conditions of the people generally should be introduced in public education, notably by providing lessons or courses in co-operation in the schools, by including co-operation in the training of teachers with a view to their participation in the diffusion and implementation of co-operative ideas, and by encouraging the creation of co-operatives of school-children and students.

9. Public opinion should be kept systematically informed of co-operative ideas and activities by all available means such as the radio, the cinema and the theatre supplemented by provision for the organisation of co-operative study, discussion and action groups among interested circles.

10. The participation in co-operative work not only of men but also of women, young people, professional organisations, and in general of all elements contributing to the full development of the organisational capacity of the people should be encouraged.

11. Co-operative institutions themselves should be associated wherever possible with the extension of general education and in particular of adult education, and should also be employed as channels for the diffusion of technical knowledge in agriculture, handicrafts and cottage industries.

12. The development of the co-operative movement should, wherever possible and with full respect for the freedom of the co-operative movement, be guided by a general national plan, and in countries of a federal structure by provincial plans, co-ordinated to the highest possible degree and framed in accordance with the proposals of the advisory co-operative councils in the light of data supplied by the co-operative research institutes.

APPENDIX VII (a)

Text of the speech delivered by Shri Sadashiva Prasad on the Report of the Committee on Agricultural Wages.

As the Reporter, it is my privilege to submit to you the Report of the Committee on the fourth item on the agenda of the Conference, namely, agricultural wages and incomes of primary producers. Copies of the Report have already been circulated. As you were aware, the Committee consisted of 16 members, 8 Government, 4 Employers' and 4 Workers' members. In all, we had seven rather heavy sittings and the decisions reached are incorporated in the Report which is now for your consideration.

The general discussion showed the baffling nature of the problem of agricultural workers in Asia. As the representative of the United Nations informed us the other day, of the 2,220 million people of the world, 1,600 million people are computed to be engaged in agriculture. Of these, over 1,000 million people inhabit rural Asia. The level of productivity is low and the standard of living rather deplorable. All members of the Committee drew attention to the many-sided difficulties of agricultural workers and to the necessity of doing something immediately. The Committee adopted three resolutions concerning agricultural wages and incomes of primary producers which in the Committee's opinion, may be implemented pending the detailed study of the conditions of the agricultural workers in the Asian region. The first resolution may be divided broadly into two parts. The first part requests the Governing Body to invite the attention of Asian Governments to the

urgent need for the fullest co-operation of the F.A.O. and other appropriate international organisations in their efforts to increase agricultural production. The second part requests the Governing Body to communicate the principles concerning the regulation of wages of agricultural workers to the Asian Governments for their consideration. There are three main divisions of the second part dealing respectively with wage fixation, wage payments and measures which should be taken to ensure that wages are paid at not less than the minimum wage prescribed by national laws and regulations. These measures include the establishment of an adequate machinery of inspection operating either under the authority of the wage-fixing body or as part of a general system of labour inspection. As it may not be practicable to enforce wage regulation in all agricultural undertakings irrespective of their size, the resolution recommends that this regulation should be restricted to undertakings of such size as renders enforcement practicable. The recommendation, if I may say so, is very sensible as it may not be practicable to enforce wage regulation in cases of tiny farms employing one or two workers casually. The size of undertakings to which the proposed regulation should apply will, of course, in each case, be determined by national laws and regulations. Since the conditions of work on plantations will receive special examination in the near future by the Committee on work on plantations already established by the Governing Body, it has been rightly proposed that the recommendations contained in this resolution should not apply to plantation workers. Considerable importance was attached to this Committee and it is to be hoped that it will be possible to convene its meetings earlier.

The second resolution requests the Governing Body to arrange for such action to facilitate the implementation of Resolution No. 1 as can be taken by the I.L.O., including the planning and assisting of detailed study of conditions of agricultural workers within as short a period as possible, and the consideration of such questions by the Permanent Agricultural Committee and by future conferences.

It was felt that it was not possible to tackle the various problems confronting agricultural workers in the absence of such a detailed study. The members of the Committee pointed out that agricultural workers like industrial workers required training for increasing agricultural output per man and per acre. The members further drew attention to the fact that agricultural workers did not have full employment throughout the year. Unless they are employed all through the year either in agricultural occupations or suitable rural industries, it is hardly possible to do anything to improve their standard of living. The resolution accordingly requests the Governing Body to instruct the Office to study the training problems of agricultural manpower and to develop a practical programme of action in this field. It further recommends to the Governing Body to place on the agenda of the Permanent Agricultural Committee or such other committee as the Governing Body may deem appropriate, the problem of employment and underemployment in agriculture and that of loss of income due to flood, fire or other natural causes which depress the earnings of agricultural workers in the Asian region.

So far as the third resolution is concerned, I may say that it relates mainly to share-croppers receiving no wages but subsisting on the share of the produce of the land. It was pointed out that in most countries there was no protective legislation to regulate relationship of share-croppers to the land owner, tradition being the governing factor in all contractual relationship. Furthermore, it was pointed out that these workers were usually in a state of continual debt to their land owner which kept them in perpetual serfdom. As in other cases, it is hardly possible to draw complete plans for helping these persons without a full study of their conditions.

The Committee has, accordingly, requested the Governing Body to instruct the Office to undertake, in collaboration with the F.A.O., a thorough study of conditions of employment of such rural workers and to convene a meeting

of experts to review the aforesaid study, and to formulate recommendations for consideration by the next Asian Regional Conference.

I have given a short summary of the three resolutions which are for your consideration. These resolutions constitute only a first step in tackling this baffling problem. Other steps will have to be taken after the detailed study of the conditions of agricultural workers is complete. It is necessary that these resolutions be implemented expeditiously, both by the International Labour Organisation and by the Member States.

May I say that the problem of Asia is the problem of agricultural workers. All over Asia these workers are eagerly looking forward to our deliberations. I am certain, however, that they will not be disappointed. Whereas something has been done for industrial workers, very little has been done so far to ameliorate the conditions of agricultural workers, and if we are eventually unable to do something really beneficial for this useful section of the community, within a short time the best hope of Asia will fade.

I hope that these three resolutions which I have the honour, on behalf of the Committee, to commend to you for acceptance will be adopted unanimously, and that the I.L.O. and the Member States will start to implement them in right earnest as soon as possible.

In conclusion, I request your indulgence to bring to the notice of the Conference the assistance which the Committee received from the Representative of the Secretary-General and from Mr. Jenks, both in the discussion of the problems of agricultural workers and in the drawing up of the resolutions.

APPENDIX VII (b)

Text of the speech delivered by Shri Hariharanath Shastri on the Report of the Committee on Agricultural Wages.

On behalf of the Workers' group, and particularly as one who has had the privilege of sitting on the Committee on Agricultural Wages, I have great pleasure in welcoming the report that has so ably been prepared and placed before this Committee by the Reporter, Mr. Prasad.

At this far end of the session I do not propose to inflict any lengthy speech on this Conference, and I should content myself only with making a few pertinent observations.

Though Asia is essentially an agricultural country, production, as has been stated in the resolution, is at its worst ebb and, as has been pointed out by previous speakers, unless agricultural production in Asia is substantially increased, there is no likelihood of any improvement in the standard of living of the people of this great continent. The basic fact, as was pointed out by me the other day in the course of my speech in this regard, in the agricultural production of Asia, has been the preponderance of feudalism which has stood in the way of all-round improvement of the country. Under feudalism, as you may be aware, there were two classes among the down-trodden masses of people. One of them was what you call tenants, or the farmer class, and the other was the class of landless worker.

So far as the tenant or the farmer class is concerned, it aims at the extinction—or virtual extinction of feudalism, from most parts of Asia, and it is determined to play its role in the reconstruction of the rural economy of Asia.

The other, and equally important class, is that of the landless worker. Theirs is a miserable lot, living in a condition of semi-starvation, and unless steps are taken to improve their lot, the future of the rural economy of Asia is in doubt.

From that point of view I, and the workers' group, attach great importance to the resolution that is before this house in regard to wage-fixing machinery and devising ways and means to improve the condition of agriculture.

I would also like to submit in passing that it is no doubt important to pass a resolution of this nature, but it is still more important that the resolution that has been passed here may be implemented at an early date, and I hope the I.L.O. will take vigorous steps in this direction. Necessities, as has been pointed out by Mr. Prasad, in regard to conditions of work in Asian countries, are distinctly lacking. Enquiries were instituted in India about a year and a half back and they are still going on, and one of the main impediments in the progress of that committee is lack of funds which the Government of India has been experiencing.

In other countries of Asia, too, there is a great lack of necessary information on the basis of which some wages may be fixed and wage-fixing machinery may be effectively worked out. From that point of view I attach importance to the new addition to the resolution on the subject, according to which it has been provided that the I.L.O. should give adequate help in the study and survey of labour conditions in Asian countries.

In passing such a resolution there is only one word I should like to submit. I owe an explanation with regard to plantation employment in Asian countries. A new clause has been added to the resolution that may give rise to some doubts. The new clause to which I am referring is in regard to plantation labour, and it has been added to this resolution that plantation labour is not to be covered under this resolution. I desire to make it perfectly clear that this addition of the new clause should not in any quarter be considered to mean that we of the Workers' group or representatives of workers in this Conference are in any way not alive to the problems of plantation labour in Asian countries.

As a matter of fact, it may be known to the house that this question was brought up about a year and a half back at the San Francisco Conference when I, as representative of the Workers, pointed out the necessity for setting up an industrial committee on plantations to look after the interests of the plantation workers. I am happy to note that the matter received the serious consideration of the Governing Body, and the workers of Asia are grateful to the Governing Body of the I.L.O. that it has taken steps in the matter and that it has already been decided to set up an industrial committee which is going to meet sometime in the latter part of the year 1950.

It was in view of that decision of the I.L.O.—it was in view of the fact that a specialist committee has already been set up and that the question of plantation is before that committee—that it has been decided that the question of plantation workers should be excluded from the operation of this resolution.

With these few words I commend this resolution to the unanimous acceptance of the Conference.

APPENDIX VIII

Text of Resolutions concerning Agricultural Wages and Incomes of Primary Producers.

Resolution I

Considering that agriculture constitutes the foundation of the national economies of Asian countries;

Recognising the urgent need for increasing the incomes of primary producers and the fact that wages of agricultural workers are affected by the level of agricultural earnings in general and by productivity in agriculture which largely determines these earnings;

Noting the importance in this connection of the fullest possible collaboration with organisations which are in a position to render assistance in these matters, and particularly with the Food and Agriculture Organisation;

Recognising also that the improvement of productivity in agriculture requires the fullest and most efficient use of manpower;

Noting that the I.L.O. is devoting increasing attention to problems of utilisation and training of manpower and that the agenda of this Conference includes an item dealing with "Organisation of Manpower, with Special Reference to the Development of Employment Services and Training";

Considering that measures to improve the earnings of primary producers and of agricultural workers are essential both in order to give such primary producers and workers adequate incentive to increase output and to ensure that they receive the full benefit of increased productivity;

Taking account of the resolutions adopted by the Preparatory Asian Regional Conference, held in New Delhi in 1947, concerning agricultural problems; and

Noting that the question of conditions of work on plantations will receive special examination in the near future by the Committee on Work on Plantations established by the Governing Body of the International Labour Office for this purpose;

The Asian Regional Conference adopts the following Resolution:

The Conference, being of opinion that the level of wages of hired labour in agriculture is dependent on the level of the earnings of primary producers and that an increase in the earnings of primary producers can only be achieved if there is an increase in productivity—

A

Notes with pleasure the action which is being taken by the Food and Agriculture Organisation of the United Nations in this respect and requests the Governing Body of the International Labour Office to invite the attention of Asian Governments to the urgent need for the fullest co-operation with the Food and Agriculture Organisation and any other appropriate international organisations in their efforts to increase productivity by—

- (i) an expansion of the area farmed and intensification of production on land already farmed;
- (ii) improvement in the methods of farming and of the equipment used in agriculture and the increased use of fertilisers;
- (iii) better farm organisation through the creation of units of a more economic size, *e.g.*, by co-operative grouping of units which are too small for economic working;
- (iv) the retention of a fair proportion of agricultural earnings by producers through adjustments in tenure relations, control of rents and debt and improvement in the agricultural credit system by, *inter alia*, the extension of agricultural credit societies; and
- (v) improvement in the methods of marketing agricultural products by arrangements, *inter alia*, for co-operative processing and marketing; and

B

Requests the Governing Body to communicate the following principles concerning the regulation of the wages of agricultural workers to the Governments of the Asian countries for their consideration.

1. Where in the opinion of the competent authority of the country concerned wages paid to agricultural workers are insufficient to assure such workers of a reasonable standard of living, and no arrangement exists for regulation of wages by collective agreement, wage-fixing machinery should be established in order to protect the worker and in order to ensure that increases in productivity should be reflected in the wage earnings. Regulation of wages by such machinery should, however, be restricted to undertakings of such size as renders enforcement practicable.

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

3. Wages determined by the wage-fixing authorities, including any allowance for payments made in kind, should be adequate to satisfy the minimum needs of the worker and his family as determined by the standards fixed in the area concerned, and should be compatible with levels of productivity.

4. In order to furnish the wage-fixing authority with information required in this connection, budgetary surveys of household consumption should be made in the various regions in respect of which the minimum wages are to be fixed.

5. In fixing wages for different occupations, differential rates should be set at levels sufficient to encourage the acquisition by a sufficient number of people of the skills which manpower requirement surveys indicate as necessary, and also to ensure a sufficient supply of seasonal and casual labour in agriculture.

6. (1) Since the payment of a part of wages in kind is customary in these countries and is of particular importance to the worker, because financial and trade facilities are but little developed in many parts of Asia, provision should be made for the regulation of payments in kind.

(2) Wage-fixing authorities should be empowered to prescribe the minimum percentage of wages which must be paid in cash.

(3) Payments in kind should correspond in both quality and quantity to the actual needs of the worker and his family.

(4) When expressed in terms of a cash equivalent, such payments should be assessed in accordance with the prices prevailing in the locality.

7. In considering the adequacy of wage payments as a whole, account should be taken of allowances in the form of meals, lodging, food and clothes. Meals provided should comply with the requirements of adequate nutrition and housing should conform to a satisfactory standard of sanitation as defined by legislation or regulations.

8. With a view to the eventual creation of conditions in which wages may be effectively regulated by collective bargaining instead of by minimum wage fixing machinery, measures should be taken to safeguard the freedom of association of workers and employers and to encourage the growth of workers' and employers' organisations.

II

9. The periodicity of wage payments should be regulated so that a worker can as a general practice finance current needs without the necessity for borrowing.

10. Conditions relating to place and method of payment, limitation of fines and deductions, and attachment of wages should also be regulated.

11. Advances by the employer should be limited to a certain proportion of total wages paid, so as to ensure that repayment is possible and to avoid forcing

the worker into a state of semi-permanent bonded service through the accumulation of debts.

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

13. Wage-fixing authorities should be empowered to fix hours of work, periods of rest and holidays.

14. Conditions relating to safety and sanitation in places of work and lodging provided by the employers and, where appropriate, the clothing and equipment to be furnished should be prescribed by law and enforced by the appropriate inspecting authorities.

15. Contracts of employment should be enforceable at law.

III

16. (1) In order effectively to protect the wages of the workers concerned and safeguard employers against the possibility of unfair competition, measures should be taken to ensure that wages are paid at not less than the minimum rates which have been fixed.

(2) These measures should include—

(a) arrangements for informing the employers and workers of the rates in force;

(b) official supervision of the rates actually being paid; and

(c) penalties for infringements of the rates in force and measures for preventing such infringements.

17. Adequate machinery of inspection should be set up, including an inspectorate operating either under the authority of the wage-fixing body or as part of a general system of labour inspection.

IV

1. In this Resolution the term "agricultural workers" does not include workers on plantations.

Resolution 2

The Asian Regional Conference:

Having considered the question of agricultural wages and incomes of primary producers in Asia and problems connected therewith,

And having adopted a Resolution on this subject,

Invites the Governing Body of the International Labour Office—

(1) To arrange for such action to facilitate the implementation of the above resolution as can be undertaken by the International Labour Organisation, including planning and assisting of detailed study of conditions of agricultural workers within as short a period as possible and the consideration of such questions by the Permanent Agricultural Committee and by future conferences.

(2) To instruct the Office to study, through its Field Office and in co-operation with the Governments concerned, the special employment and training problems of agricultural manpower and, on the basis of this study, to develop a practical programme of action in this field within the framework of its general manpower programme.

(3) To place on the agenda of the Permanent Agricultural Committee, or such other Committee or Sub-committee as the Governing Body may deem appropriate, items dealing with—

(a) the problem of unemployment and under-employment in agriculture in Asia with a view to devising methods of providing agricultural workers with subsidiary sources of income; and

(b) the problem of loss of income due to flood, fire or other natural causes.

Resolution 3

Considering that the study of conditions of work and of remuneration of agricultural workers must necessarily relate to different categories of workers, including:

(1) those bound to the landowner by a contract of employment which establishes between them the relationship of wage-earner and employer, and which involves the payment of a wage in cash or in kind, in consideration of work performed; and

(2) those who have no resources other than the product of their own labour, and are bound to the landowner by a relationship essentially based on custom which requires them, in return for the use of land for cultivation, and for loans of various kinds, to pay a due which is generally in the form of a part of the harvest, together with interest on the loans made;

Considering that these workers, who are included among primary producers, draw their subsistence entirely from the product of labour performed on lands owned by other persons and do not enjoy the benefit of any regulation nor any measures of protection;

Considering that this in fact constitutes a particular form of contract of employment which, with certain regional variations, applies to millions of workers in the countries of Asia;

The Asian Regional Conference requests the Governing Body of the International Labour Office to consider the desirability.

(a) of instructing the International Labour Office to prepare in collaboration with the F.A.O. a thorough study of conditions of employment of such rural workers, dealing in particular with the following questions:

(1) the conditions under which contracts should be concluded, with a view to ensuring and supervising their application;

(2) the conditions under which dues should be payable by the cultivator;

(3) conditions regulating loans;

(4) conditions for the settlement of disputes between landowners and cultivators;

(5) supervision of the application of contracts by the labour inspectorate or by a body of specialised supervisors, preferably under the authority of the labour inspectorate, enjoying similar status and guarantees of independence;

(b) of convening in an Asian country a meeting of experts to review the aforesaid study and formulate recommendations for consideration by the next Asian Regional Conference.

APPENDIX IX

Text of the Resolution on Employment Service Organisation, submitted by Shri S. Lall.

Whereas policies of economic development with a view to the raising of living standards require the full utilisation of the skills of workers,

Whereas this can be achieved only through measures aimed at facilitating the employment and distribution of manpower according to requirements in such manner as to safeguard the essential needs of each branch of the economy, including agriculture, while eliminating under-employment,

Whereas the application of such measures requires the existence of machinery for promoting the employment of workers in the activities and occupations lacking an adequate supply of suitable labour,

Whereas the Preparatory Asian Regional Conference of the International Labour Organisation, held in New Delhi in 1947, emphasised the need for the further development of public employment services both for securing full use of manpower resources and as a useful preliminary to the introduction of measures for the relief of unemployment,

The Asian Regional Conference adopts the following resolution:

APPLICATION OF STANDARDS SET BY INTERNATIONAL REGULATION

1. Each Government should examine with a view to application the principles and methods of employment service organization incorporated in the Employment Service Convention, 1948, and the Employment Service Recommendation, 1948, the texts of which are annexed hereto.

2. Where the provisions of the Employment Service Convention, 1948 and the Employment Service Recommendation, 1948, cannot be applied in full immediately, special attention should be given as a first step to the application of the following principles.

3. The employment service should consist of a national service with employment offices under the direction of a national authority.

4. The system should comprise a network of local offices sufficient in number to serve each geographical area of the country and conveniently located for employers and workers.

5. In order to promote development of the employment service, and to secure unified and co-ordinated national administration, provision should be made for—

(a) the issue by the headquarters of national administrative instructions;

(b) the formulation of minimum national standards concerning the staffing and material arrangements of the employment offices;

(c) adequate financing of the service by the Government;

(d) periodical reports from lower to higher administrative levels;

(e) national inspection of regional and local offices, and

(f) periodical conferences among central, regional and local officers including inspection staff.

6. (1) Suitable arrangements should be made through advisory committees for the co-operation of representatives of employers and workers in the organisation and operation of the employment service and in the development of employment service policy.

(2) These arrangements should provide for one or more national advisory committees and where necessary for regional and local committees.

(3) The representatives of employers and workers on these committees should be appointed in equal numbers after consultation with representative organisations of employers and workers, where such organisations exist.

7. Special arrangements for juveniles should be initiated and developed within the framework of the employment and vocational guidance services.

8. (1) The staff of the employment service should be composed of public officials whose status and conditions of service are such that they are independent of changes of government and of improper external influences and, subject to the needs of the service, are assured of stability of employment.

(2) Subject to any conditions for recruitment to the public service which may be prescribed by national laws or regulations, the staff of the employment service should be recruited with sole regard to their qualifications for the performance of their duties.

(3) The means of ascertaining such qualifications should be determined by the competent authority.

(4) The staff of the employment service should be adequately trained for the performance of their duties.

9. Each Government should examine with a view to application the provisions of the Fee-Charging Employment Agencies Convention (Revised), 1949, the text of which is annexed hereto.

10. In the process of implementing the principles of the International Labour Code relating to employment service organisation, appropriate arrangements should be made to consult employers' and workers' organisations with a view to obtaining their full co-operation in the application of the said principles.

SPECIAL REGIONAL PROBLEMS

11. (1) The Conference invites the Governing Body to ask the International Labour Office, in connection with the expansion of the manpower programme of the International Labour Organisation in Asian countries, to study, with the Governments and employers' and workers' organisations concerned, the special problems of employment service development in the Asian countries, with a view to formulating, in the light of regional and international experience, principles and methods of employment service organisation capable of encouraging the further development of such services on a solid basis.

(2) In the course of this study special consideration should be given to the following problems:

- (a) Recruitment of plantation labour;
- (b) Transfers of labour from one area to another;
- (c) The role of the employment service in the development of improved training facilities.

12. The Conference suggests that for this purpose the Governing Body should consider the desirability of convening in Asia a meeting of experts on employment service problems, the results of which should be communicated to the next Asian Regional Conference of the International Labour Organisation.

TECHNICAL ASSISTANCE

13. The Conference invites the Governing Body to authorise the International Labour Office to provide greater technical assistance to the Asian countries in respect of employment service organisation and for this purpose to reconsider the desirability of extending the activities of the Asian Field Office to include questions of employment service organisation and operation as soon as sufficient progress has been made in the discharge of the present responsibilities of the Field Office.

14. The Conference invites the Governing Body to authorise the International Labour Office to make arrangements for the supply and exchange of technical and other information and materials relating to employment service organisation and operation, including more particularly information concerning the practical methods to be employed for:

- (a) operating advisory committees and maintaining close co-operation with employers' and workers' organisations;
- (b) securing the co-operation of individual employers in the utilisation of the employment service through publicity, canvassing and other techniques;
- (c) making manpower surveys;
- (d) making job classifications;
- (e) maintaining adequate records;
- (f) selecting workers for placement;
- (g) surveying the prospects and opportunities of different industries with a view to giving information thereon to prospective entrants to the industry;
- (h) securing effective co-operation between the employment service and educational authorities and other public services;
- (i) conducting headquarters inspections of local offices;
- (j) training employment service staff.

Each Government should co-operate with the International Labour Office on request in making information on these subjects available for the use of other Governments.

15. Regional and international programmes for the technical training of employment service staff should be developed with a view to overcoming the deficiency of Asian countries in respect of qualified personnel and promoting efficiency in employment service work. Provision should be made in the contemplated expanded technical assistance programme for the International Labour Office (a) to organise refresher courses for employment service staff and programmes for the training of instructors of employment service staff, and (b) to sponsor arrangements between Governments for enabling employment service staff to gain experience in countries with more-developed employment services.

16. The Conference requests the Governing Body to instruct the International Labour Office to study, further appropriate methods of international co-operation on technical problems of employment service organisation and operation with a view to contributing to the rapid development of such services in Asian countries.

APPENDIX X

Text of the Resolution concerning Employment Service Organisation as adopted by the Conference

Whereas policies of economic development with a view to the raising of living standards require the full utilisation of manpower,

Whereas this can be achieved through measures aimed at eliminating under-employment and at facilitating the employment and distribution of manpower according to requirements in such manner as to safeguard the essential needs of each branch of the economy, particularly agriculture,

Whereas the application of such measures requires the existence of machinery for promoting the employment of workers in the activities and occupations lacking an adequate supply of suitable labour,

Whereas the Preparatory Asian Regional Conference of the International Labour Organisation, held in New Delhi in 1947, emphasised the need for the further development of public employment services both for securing full use of manpower resources and as a useful preliminary to the introduction of measures for the relief of unemployment,

The Asian Regional Conference adopts the following resolution:

APPLICATION OF STANDARDS SET BY INTERNATIONAL REGULATION

1. The Employment Service Convention, 1948, and the Employment Service Recommendation, 1948, the texts of which are annexed hereto, should be ratified and accepted as soon as possible.

2. Where the provisions of the Employment Service Convention, 1948 and the Employment Service Recommendation, 1948 cannot be applied in full immediately, special attention should be given as a first step to the principles set forth in paragraphs 3 to 9 below, it being understood that the responsibility of Governments to consider the above-mentioned instruments with a view to their application in the normal way is in no way lessened.

3. The employment service should consist of a national service of employment offices under the direction of a national authority.

4. The system should comprise a network of local, and where appropriate, regional, offices (including mobile units or other non-fee-charging agencies, where these are necessary as an intermediate stage) sufficient in number to serve each geographical area of the country and conveniently located for employers and workers.

5. In order to promote development of the employment service, to secure unified and co-ordinated national administration, and to ensure the adoption of standardised forms and procedure, provision should be made *inter alia* for

- (a) the issue by the headquarters of national administrative instructions;
- (b) the formulation of minimum national standards concerning the staffing and material arrangements of the employment offices;
- (c) adequate financing of the service by the Government;
- (d) periodical reports from lower to higher administrative levels;
- (e) national inspection of regional and local offices, and
- (f) periodical conferences among central, regional and local offices, including inspection staff.

6. (1) Suitable arrangements should be made through advisory committees for the co-operation of representatives of employers and workers in the organisation and operation of the employment service and in the development of employment service policy.

(2) These arrangements should provide for one or more national advisory committees and where necessary for regional and local committees.

(3) The representatives of employers and workers on these committees should be appointed in equal numbers after consultation with representative organisations of employers and workers, where such organisations exist.

7. Special arrangements for juveniles should be initiated and developed within the framework of the employment and vocational guidance services.

8. (1) The staff of the employment service should be composed of public officials whose status and conditions of service are such that they are independent of changes of government and of improper external influences and, subject to the needs of the service, are assured of stability of employment.

(2) Subject to any conditions for recruitment to the public service which may be prescribed by national laws or regulations, the staff of the employment service should be recruited with sole regard to their qualifications for the performance of their duties.

(3) The means of ascertaining such qualifications should be determined by the competent authority.

(4) The staff of the employment service should be adequately trained for the performance of their duties.

9. The employment service should observe strict neutrality in the case of employment available in an establishment where there is a labour dispute affecting such employment.

10. The benefits of the employment service should be made available on the basis of absolute equality to all workers residing in a country without regard to nationality, sex, caste or creed.

11. Each Government should examine with a view to application the provisions of the Fee-Charging Employment Agencies Convention (Revised), 1949, the text of which is annexed hereto.

SPECIAL REGIONAL PROBLEMS

12. (1) The Conference invites the Governing Body to ask the International Labour Office, in connection with the expansion of the manpower programme of the International Labour Organisation in Asian countries, to study, with the Governments and employers' and workers' organisations concerned, the special problems of employment service development in the Asian countries, with a view of formulating, in the light of international and regional experience, principles and methods of employment service organisation capable of encouraging the further development of such services on a solid and efficient basis.

(2) In the course of this study special consideration should be given to the following problems:

- (a) recruitment of plantation labour;
- (b) recruitment of mine workers;
- (c) recruitment of seamen;
- (d) transfers of labour from one area to another;
- (e) transfers of labour from one state to another;
- (f) the role of the employment service in eliminating abuses in connection with payments by workers for the purpose of obtaining or retaining employment;
- (g) the role of the employment service in the development of improved technical training facilities; and
- (h) the role of the employment service in supplying basic information essential or desirable for purposes of economic planning and the implementation of full employment policies.

TECHNICAL ASSISTANCE

13. The Conference invites the Governing Body to authorise the International Labour Office to provide technical assistance to the Asian countries in respect of employment service organisation, and for this purpose to reconsider the desirability of extending the activities of the Asian Field Office, by means of a specialised section staffed by employment service experts, for the

purpose of dealing with matters related to employment service organisation and operation.

14. (1) The Conference invites the Governing Body to authorise the International Labour Office to make arrangements for the supply and exchange of technical and other information and materials relating to employment service, organisation and operation, including more particularly information concerning the practical methods to be employed for:

- (a) operating advisory committees and maintaining close co-operation with employers' and workers' organisations;
 - (b) securing the co-operation of individual employers in the utilisation of the employment service through publicity, canvassing and other techniques;
 - (c) making manpower surveys;
 - (d) making job classification and job analysis;
 - (e) maintaining adequate records;
 - (f) registering workers and selecting workers for placement;
 - (g) surveying the prospects and opportunities of different industries with a view to giving information thereon to prospective entrants to the industry;
 - (h) securing effective co-operation between the employment service and educational authorities and other public services;
 - (i) conducting inspections of local offices;
 - (j) training employment service staff;
 - (k) introducing efficient office routines including clearing-house techniques;
 - (l) adopting suitable office and building arrangements for employment offices.
- (2) Each Government should co-operate with the International Labour Office on request in making information on these subjects available for the use of other Governments.

15. (1) Regional and international programmes for the technical training of employment service staff should be developed with a view to overcoming the deficiency of Asian countries in respect of qualified personnel and promoting efficiency in employment service work.

(2) Provision should be made in the contemplated expanded technical assistance programme for the International Labour Office:

- (a) to assist countries in the Asian region on request in organising refresher courses for employment service staff and programmes for the training of instructors of employment service staff; and
- (b) to sponsor arrangements between Governments for enabling employment service staff to gain experience in countries with more developed employment services.

16. The Conference requests the Governing Body to instruct the International Labour Office to study further appropriate methods of international co-operation on technical problems of employment service organisation and operation with a view to contributing to the rapid development of such services in Asian countries, and to submit periodical reports to the Governing Body.

ANNEX TO RESOLUTION CONCERNING EMPLOYMENT SERVICE ORGANISATION

Convention No. 88 concerning the Organisation of the Employment Service, 1948.

Article 1

1. Each Member of the International Labour Organisation for which this Convention is in force shall maintain or ensure the maintenance of a free public employment service.

2. The essential duty of the employment service shall be to ensure, in co-operation where necessary with other public and private bodies concerned, the best possible organisation of the employment market as an integral part of the national programme for the achievement and maintenance of full employment and the development and use of productive resources.

Article 2

The employment service shall consist of a national system of employment offices under the direction of a national authority.

Article 3

1. The system shall comprise a network of local and, where appropriate, regional offices, sufficient in number to serve each geographical area of the country and conveniently located for employers and workers.

2. The organisation of the network shall—

(a) be reviewed—

- (i) whenever significant changes occur in the distribution of economic activity and of the working population, and
- (ii) whenever the competent authority considers a review desirable to assess the experience gained during a period of experimental operation; and

(b) be revised whenever such review shows revision to be necessary.

Article 4

1. Suitable arrangements shall be made through advisory committees for the co-operation of representatives of employers and workers in the organisation and operation of the employment service and in the development of employment service policy.

2. These arrangements shall provide for one or more national advisory committees and where necessary for regional and local committees.

3. The representatives of employers and workers on these committees shall be appointed in equal numbers after consultation with representative organisations of employers and workers, where such organisations exist.

Article 5

The general policy of the employment service in regard to referral of workers to available employment shall be developed after consultation of representatives of employers and workers through the advisory committees provided for in Article 4.

Article 6

The employment service shall be so organised as to ensure effective recruitment and placement, and for this purpose shall—

- (a) assist workers to find suitable employment and assist employers to find suitable workers, and more particularly shall, in accordance with rules framed on a national basis—

- (i) register applicants for employment, take note of their occupational qualifications, experience and desires, interview them for employment, evaluate if necessary their physical and vocational

capacity, and assist them where appropriate to obtain vocational guidance or vocational training or retraining.

- (ii) obtain from employers precise information on vacancies notified by them to the service and the requirements to be met by the workers whom they are seeking,
 - (iii) refer to available employment applicants with suitable skills and physical capacity,
 - (iv) refer applicants and vacancies from one employment office to another, in cases in which the applicants cannot be suitably placed or the vacancies suitably filled by the original office or in which other circumstances warrant such action;
- (b) take appropriate measures to—
- (i) facilitate occupational mobility with a view to adjusting the supply of labour to employment opportunities in the various occupations,
 - (ii) facilitate geographical mobility with a view to assisting the movement of workers to areas with suitable employment opportunities,
 - (iii) facilitate temporary transfers of workers from one area to another as a means of meeting temporary local maladjustments in the supply of or the demand for workers,
 - (iv) facilitate any movement of workers from one country to another which may have been approved by the governments concerned;
- (c) collect and analyse, in co-operation where appropriate with other authorities and with management and trade unions, the fullest available information on the situation of the employment market and its probable evolution, both in the country as a whole and in the different industries, occupations and areas, and make such information available systematically and promptly to the public authorities, the employers' and workers' organisations concerned, and the general public;
- (d) co-operate in the administration of unemployment insurance and assistance and of other measures for the relief of the unemployed; and
- (e) assist, as necessary, other public and private bodies in social and economic planning calculated to ensure a favourable employment situation.

Article 7

Measures shall be taken—

- (a) to facilitate within the various employment offices specialisation by occupations and by industries, such as agriculture and any other branch of activity in which such specialisation may be useful; and
- (b) to meet adequately the needs of particular categories of applicants for employment, such as disabled persons.

Article 8

Special arrangements for juveniles shall be initiated and developed within the framework of the employment and vocational guidance services.

Article 9

1. The staff of the employment service shall be composed of public officials whose status and conditions of service are such that they are independent of changes of government and of improper external influences and, subject to the needs of the service, are assured of stability of employment.

2. Subject to any conditions for recruitment to the public service which may be prescribed by national laws or regulations the staff of the employment service shall be recruited with sole regard to their qualifications for the performance of their duties.

3. The means of ascertaining such qualifications shall be determined by the competent authority.

4. The staff of the employment service shall be adequately trained for the performance of their duties.

Article 10

The employment service and other public authorities where appropriate shall, in co-operation with employers' and workers' organisations and other interested bodies, take all possible measures to encourage full use of employment service facilities by employers and workers on a voluntary basis.

Article 11

The competent authorities shall take the necessary measures to secure effective co-operation between the public employment service and private employment agencies not conducted with a view to profit.

Convention No. 96 concerning Fee-Charging Employment Agencies (Revised) 1949

PART I. GENERAL PROVISIONS

Article 1

1. For the purpose of this Convention the expression "fee-charging employment agency" means—

- (a) employment agencies conducted with a view to profit, that is to say, any person, company, institution, agency or other organisation which acts as an intermediary for the purpose of procuring employment for a worker or supplying a worker for an employer with a view to deriving either directly or indirectly any pecuniary or other material advantage from either employer or worker; the expression does not include newspapers or other publications unless they are published wholly or mainly for the purpose of acting as intermediaries between employers and workers;
- (b) employment agencies not conducted with a view to profit, that is to say, the placing services of any company, institution, agency or other organisation which, though not conducted with a view to deriving any pecuniary or other material advantage, levies from either employer or worker for the above services an entrance fee, a periodical contribution or any other charge.

2. This Convention does not apply to the placing of seamen.

Article 2

1. Each Member ratifying this Convention shall indicate in its instrument of ratification whether it accepts the provisions of Part II of the Convention, providing for the progressive abolition of fee-charging employment agencies conducted with a view to profit and the regulation of other agencies, or the provisions of Part III, providing for the regulation of fee-charging employment agencies including agencies conducted with a view to profit.

2. Any Member accepting the provisions of Part III of the Convention may subsequently notify the Director-General that it accepts the provisions of Part II; as from the date of the registration of such notification by the Director-General, the provisions of Part III of the Convention shall cease to be applicable to the Member in question and the provisions of Part II shall apply to it.

PART II. PROGRESSIVE ABOLITION OF FEE-CHARGING EMPLOYMENT AGENCIES CONDUCTED WITH A VIEW TO PROFIT AND REGULATION OF OTHER AGENCIES.

Article 3

1. Fee-charging employment agencies conducted with a view to profit as defined in paragraph 1 (a) of Article 1 shall be abolished within a limited period of time determined by the competent authority.
2. Such agencies shall not be abolished until a public employment service is established.
3. The competent authority may prescribe different periods for the abolition of agencies catering for different classes of persons.

Article 4

1. During the period preceding abolition, fee-charging employment agencies conducted with a view to profit—
 - (a) shall be subject to the supervision of the competent authority; and
 - (b) shall only charge fees and expenses on a scale submitted to and approved by the competent authority or fixed by the said authority.
2. Such supervision shall be directed more particularly towards the elimination of all abuses connected with the operations of fee-charging employment agencies conducted with a view to profit.
3. For this purpose, the competent authority shall consult, by appropriate methods, the employers' and workers' organisations concerned.

Article 5

1. Exceptions to the provisions of paragraph 1 of Article 3 of this Convention shall be allowed by the competent authority in exceptional cases in respect of categories of persons, exactly defined by national laws or regulations, for whom appropriate placing arrangements cannot conveniently be made within the framework of the public employment service, but only after consultation, by appropriate methods, with the organisations of employers and workers concerned.
2. Every fee-charging employment agency for which an exception is allowed under this Article—

- (a) shall be subject to the supervision of the competent authority;
- (b) shall be required to be in possession of a yearly licence renewable at the discretion of the competent authority;
- (c) shall only charge fees and expenses on a scale submitted to and approved by the competent authority or fixed by the said authority;
- (d) shall only place or recruit workers abroad if permitted to do so by the competent authority and under conditions determined by the laws or regulations in force.

Article 6

Fee-charging employment agencies not conducted with a view to profit as defined in paragraph 1 (b) of Article 1—

- (a) shall be required to have an authorisation from the competent authority and shall be subject to the supervision of the said authority;
- (b) shall not make any charge in excess of the scale of charges submitted to and approved by the competent authority or fixed by the said authority, with strict regard to the expenses incurred; and
- (c) shall only place or recruit workers abroad if permitted so to do by the competent authority and under conditions determined by the laws or regulations in force.

Article 7

The competent authority shall take the necessary steps to satisfy itself that non-fee charging employment agencies carry on their operations gratuitously.

Article 8

Appropriate penalties, including the withdrawal when necessary of the licences and authorisations provided for by this Convention, shall be prescribed for any violation of the provisions of this part of the Convention or of any laws or regulations giving effect to them.

Article 9

There shall be included in the annual reports to be submitted under Article 22 of the Constitution of the International Labour Organisation all necessary information concerning the exceptions allowed under Article 5, including more particularly information concerning the number of agencies for which such exceptions are allowed and the scope of their activities, the reasons for the exceptions, and the arrangements for supervision by the competent authority of the activities of the agencies concerned.

PART III. REGULATION OF FEE-CHARGING EMPLOYMENT AGENCIES.

Article 10

Fee-charging employment agencies conducted with a view to profit as defined in paragraph 1 (a) of Article 1—

- (a) shall be subject to the supervision of the competent authority;
- (b) shall be required to be in possession of a yearly licence renewable at the discretion of the competent authority;
- (c) shall only charge fees and expenses on a scale submitted to and approved by the competent authority or fixed by the said authority;
- (d) shall only place or recruit workers abroad if permitted so to do by the competent authority and under conditions determined by the laws or regulations in force.

Article 11

Fee-charging employment agencies not conducted with a view to profit as defined in paragraph 1 (b) of Article 1—

- (a) shall be required to have an authorisation from the competent authority and shall be subject to the supervision of the said authority;
- (b) shall not make any charge in excess of the scale of charges submitted to and approved by the competent authority or fixed by the said authority with strict regard to the expenses incurred; and
- (c) shall only place or recruit workers abroad if permitted so to do by the competent authority and under conditions determined by the laws or regulations in force.

Article 12

The competent authority shall take the necessary steps to satisfy itself that non-fee-charging employment agencies carry on their operations gratuitously.

Article 13

Appropriate penalties, including the withdrawal when necessary of the licences and authorisations provided for by this Convention, shall be prescribed for any violation of the provisions of this Part of the Convention or of any laws or regulations giving effect to them.

Article 14

There shall be included in the annual reports to be submitted under Article 22 of the Constitution of the International Labour Organisation all necessary information concerning the arrangements for supervision by the competent authority of the activities of fee-charging employment agencies including more particularly agencies conducted with a view to profit.

EMPLOYMENT SERVICE RECOMMENDATION, 1948

I. GENERAL ORGANISATION

1. The free public employment service should comprise a central headquarters, local offices and, where necessary, regional offices.

2. In order to promote development of the employment service, and to secure unified and co-ordinated national administration, provision should be made for—

- (a) the issue by the headquarters of national administrative instructions;
- (b) the formulation of minimum national standards concerning the staffing and material arrangements of the employment offices;
- (c) adequate financing of the service by the government;
- (d) periodical reports from lower to higher administrative levels;
- (e) national inspection of regional and local offices; and
- (f) periodical conferences among central, regional and local officers, including inspection staff.

3. Appropriate arrangements should be made by the employment service for such co-operation as may be necessary with management, workers' representatives, and bodies set up with a view to studying the special employment problems of particular areas, undertakings, industries, or groups of industries.

4. Measures should be taken in appropriate cases to develop, within the general framework of the employment services—

- (a) separate employment offices specialising in meeting the needs of employers and workers belonging to particular industries or occupations such as port transport, merchant marine, building and civil engineering, agriculture and forestry and domestic service, wherever the character or importance of the industry or occupation or other special factors justify the maintenance of such separate offices;
- (b) special arrangements for the placement of—
 - (i) juveniles;
 - (ii) disabled persons; and
 - (iii) technicians, professional workers, salaried employees and executive staff;
- (c) adequate arrangements for the placement of women on the basis of their occupational skill and physical capacity.

II. EMPLOYMENT MARKET INFORMATION

5. The employment service should collect employment market information, including material pertaining to—

- (a) current and prospective labour requirements (including the number and type of workers needed, classified on an industrial, occupational or area basis);

- (b) current and prospective labour supply (including details of the number, age and sex, skills, occupations, industries and areas of residence of the workers and of the number, location and characteristics of applicants for employment).

6. The employment service should make continuous or special studies on such questions as—

- (a) the causes and incidence of unemployment, including technological unemployment;
- (b) the placement of particular groups of applicants for employment such as the disabled or juveniles;
- (c) factors affecting the level and character of employment;
- (d) the regularisation of employment;
- (e) vocational guidance in relation to placement;
- (f) occupation and job analysis; and
- (g) other aspects of the organisation of the employment market.

7. This information should be collected by suitably trained and qualified staff, in co-operation where necessary with other official bodies and with employers' and workers' organisations.

8. The methods used for the collection and analysis of the information should include, as may be found practicable and appropriate—

- (a) direct enquiries from the bodies with special knowledge of the subjects in question, such as other public bodies, employers' and workers' organisations, public and private undertakings, and joint committees;
- (b) co-operation with labour inspection and unemployment insurance and assistance services;
- (c) periodical reports on questions having a special bearing on the employment market; and
- (d) investigations of particular questions, research projects and analyses carried out by the employment service.

III. MANPOWER BUDGET

9. In order to facilitate the best possible organisation of the employment market as an integral part of the national programme for the achievement and maintenance of full employment and the development and use of productive resources, an annual national manpower budget should be drawn up, as soon as practicable, as part of a general economic survey.

10. The manpower budget should be drawn up by the employment service in co-operation with other public authorities where appropriate.

11. The manpower budget should include detailed material concerning the anticipated volume and distribution of the labour supply and demand.

IV. REFERRAL OF WORKERS

12. The employment service should—

- (a) observe strict neutrality in the case of employment available in an establishment where there is a labour dispute affecting such employment;
- (b) not refer workers to employment in respect of which the wages or conditions of work fall below the standard defined by law of prevailing practice;
- (c) not, in referring workers to employment, itself discriminate against applicants on grounds of race, colour, sex or belief.

13. The employment service should be responsible for providing applicants for employment with all relevant information about the jobs to which such applicants are referred, including information on the matters dealt with in the preceding paragraph.

V. MOBILITY OF LABOUR

14. For the purpose of facilitating the mobility of labour necessary to achieve and maintain maximum production and employment, the employment service should take the measures indicated in paragraphs 15 to 20 below.

15. The fullest and most reliable information concerning employment opportunities and working conditions in other occupations and areas and concerning living conditions (including the availability of suitable housing accommodation) in such areas should be collected and disseminated.

16. Workers should be furnished with appropriate information and advice designed to eliminate objections to changing their occupation or residence.

17. (1) The employment service should remove economic obstacles to geographical transfers which it considers necessary by such means as financial assistance.

(2) Such assistance should be granted, in cases authorised by the service, in respect of transfers made through or approved by the service, particularly where no other arrangements exist for the payment other than by the worker of the extra expense involved in the transfers.

(3) The amount of the assistance should be determined according to national and individual circumstances.

18. The employment service should assist the unemployment insurance and assist authorities in defining and interpreting the conditions in which available employment which is in an occupation other than the usual occupation of an unemployed person or which requires him to change his residence should be regarded as suitable for him.

19. The employment service should assist the competent authorities in establishing and developing the programmes of training or retraining courses (including apprenticeship, supplementary training and upgrading courses), selecting persons for such courses and placing in employment persons who have completed them.

VI. MISCELLANEOUS PROVISIONS

20. (1) The employment service should co-operate with other public and private bodies concerned with employment problems.

(2) For this purpose the service should be consulted and its views taken into account by any co-ordinating machinery concerned with the formation and application of policy relating to such questions as—

- (a) the distribution of industry;
- (b) public works and public investment;
- (c) technological progress in relation to production and employment;
- (d) migration;
- (e) housing;
- (f) the provision of social amenities such as health care, schools and recreational facilities; and
- (g) general community organisation and planning affecting the availability of employment.

21. In order to promote use of employment service facilities and enable the service to perform its tasks efficiently, the service should take the measures indicated in paragraphs 22 to 25 below.

22. (1) Continuous efforts should be made to encourage full voluntary use of employment service information and facilities by persons seeking employment or workers.

(2) These efforts should include the use of films, radio and all other methods of public information and relations with a view to making better known and appreciated, particularly among employers and workers and their organisation, the basic work of the service in employment organisation and the advantages accruing to the workers, employers and the nation from the fullest use of the employment service.

23. Workers applying for unemployment benefit or allowances, and so far as possible persons completing courses of vocational training under public or government-subsidised training programmes, should be required to register for employment with the employment service.

24. Special efforts should be made to encourage juveniles, and so far as possible all persons entering employment for the first time, to register for employment and to attend for an employment interview.

25. Employers, including the management of public or semi-public undertakings, should be encouraged to notify the service of vacancies for employment.

26. Systematic efforts should be made to develop the efficiency of the employment service in such a manner as to obviate the need for private employment agencies in all occupations except those in which the competent authority considers that for special reasons the existence of private agencies is desirable or essential.

VII. INTERNATIONAL CO-OPERATION AMONG EMPLOYMENT SERVICES

27. (1) International co-operation among employment services should include, as may be appropriate and practicable, and with the help where desired of the International Labour Office—

- (a) the systematic exchange of information and experience on employment service policy and methods, either on a bilateral, regional or multilateral basis; and
- (b) the organisation of bilateral, regional or multilateral technical conferences on employment service questions.

(2) To facilitate any movements of workers approved in accordance with Article 6 (b) (iv) of the Convention, the employment service, on the request of the national authority directing it and in co-operation where desired with the International Labour Office, should—

- (a) collect in co-operation, as appropriate, with other bodies and organisations, information relating to the applications for work and the vacancies which cannot be filled nationally, in order to promote the immigration or emigration of workers able to satisfy as far as possible such applications and vacancies;
- (b) co-operate with other competent authorities, national or foreign, in preparing and applying inter-government, bilateral, regional or multilateral agreements relating to migration.

APPENDIX XI

Text of the Resolution on Vocational and Technical Training

Whereas the International Labour Conference adopted in 1939 two Recommendations concerning Vocational Training and Apprenticeship respectively and in 1949 a Recommendation concerning Vocational Guidance;

Whereas the Preparatory Asian Regional Conference of the International Labour Organisation (New Delhi, October-November 1947) likewise adopted several resolutions relating *inter alia* to vocational training and apprenticeship;

Whereas vocational and technical training is prerequisite to the economic and social development of the countries of Asia and to the raising of the standard of living of their population;

Whereas in these circumstances it is desirable to lay down, within the framework of the above-mentioned recommendations and resolutions, guiding principles for practical action in this field, and to formulate suggestions of a national or international character which will facilitate the solution of the general and technical problems with which the countries concerned are confronted;

The Asian Regional Conference:

Having considered the report of the Asian Conference of Experts on Vocational and Technical Training, which met at Singapore from 12 to 24 September 1949;

Notes with satisfaction the steps which have been taken by the International Labour Organisation with a view to promoting the development of vocational and technical training in the countries of Asia, including in particular the establishment of the I.L.O. Field Office; emphasises the importance of close co-operation on this question between the International Labour Organisation and the Economic Commission for Asia and the Far East, and

Adopts the following resolution for the guidance of governments and industry in the countries of Asia:

I. GENERAL ORGANISATION

1. (1) Every programme of vocational and technical training drawn up and put into practice in any country of the region, should be based on an analysis of short-term and long-term needs for various skills for economic development.

(2) In this connection the following methods are recommended to Governments:

- (a) an immediate survey of requirements for various skills and a continuing systematic study of economic and employment market trends;
- (b) a study of recruitment through guilds where practicable;
- (c) adjustment of training programmes to manpower needs.

2. All training programmes, including those of short duration, should provide such basic education as the educational level of the trainees and the character of the training required by means of—

- (a) general education course to precede or supplement technical and vocational training;
- (b) special part-time or evening courses for young persons or adults who are receiving an in-plant training.

3. (1) The network of vocational schools existing in each country should be progressively developed with due regard on the one hand to industrialisation plans and on the other hand to the particular importance of handicraft activities to the region.

(2) Such a network of schools should include, *inter alia*—

- (a) wherever possible, facilities for initiation into manual work of several kinds;
- (b) trade schools for the training of skilled workers;

(c) schools for the training of supervisory staff and technicians for industry.

(3) The training programmes applied in vocational schools should include—

- (a) initial training courses to precede entry into employment;
- (b) supplementary training courses for the upgrading of workers;
- (c) courses of theoretical instruction specially designed for workers receiving on-the-job training.

4. (1) Apprenticeship systems should be organised for those industrial and handicraft trades which require a high degree of skill.

(2) The following measures are recommended to Governments as fundamental in this connection:

- (a) enactment of apprenticeship legislation, where appropriate, establishing rights and obligations of employers and apprentices and prescribing rules which shall apply to the organisation and supervision of this method of training;
- (b) the institution, in each country, of national, regional and local apprenticeship committees composed of representatives of employers' and workers organisations and representatives of the authorities responsible for economic development and technical and vocational training;
- (c) the organisation of a public apprenticeship service having at its disposal a skilled staff capable of promoting the development of this type of training in undertakings;
- (d) the establishment of close co-operation between the apprenticeship service and the employment service.

5. Provision should be made for other systems of in-plant training of relatively short duration, for young persons who have neither attended a vocational school nor had the benefit of a proper apprenticeship.

6. (1) Steps should be taken by the Governments to make available suitable and adequate facilities for the training of adults, including full time, part-time and evening courses for the training and upgrading of workers to be organised and developed in schools, and, in appropriate cases, in special training centres.

(2) Undertakings should likewise institute or elaborate in a systematic manner training programmes for their adult workers. Such programmes should contain, *inter alia*, means of facilitating the upgrading and promotion of workers.

(3) Training in schools and special centres may usefully be followed by a period of supplementary training in the course of employment in an undertaking.

7. (1) The distribution of administrative responsibilities between the authorities concerned with various aspects of vocational and technical training should be clearly defined and a systematic co-ordination of these authorities should be established in order to ensure the efficacy of the training and the rational use of the available resources the co-ordinating authority being normally the employment service.

(2) Advisory bodies should be set up for the purpose of ensuring at the national, regional and local level the full co-operation of—

- (a) the authorities concerned with education, training, employment and economic development;
- (b) representatives of employers' and workers' organisations;
- (c) other organisations concerned with youth questions, with vocational guidance and with technical and vocational training.

8. Programmes for training abroad should be developed and improved, in particular in the following ways:

- (a) the categories of persons granted priority for training abroad should be determined by Governments with due regard to the necessity of forming a nucleus of skilled persons capable on their return of promoting progressive development of technical and vocational training;
- (b) such plans for training abroad should receive careful study and wherever necessary should be constantly reviewed and adapted as necessary to economic requirements;
- (c) standards of selection of trainees who are to be sent abroad should be carefully prescribed and applied;
- (d) trainees should be guaranteed appropriate positions on their return in order that the fullest possible use may be made of the experience which they have acquired.

II. MATERIAL NEEDS

9. (1) Governments should grant priority in carrying out economic development plans to—

- (a) the provision of machine tools and other technical and instructional equipment to vocational schools;
- (b) where necessary, the construction or reconstruction of such schools.

(2) In countries in which such programmes do not at present exist, emergency programmes covering the equipment and construction of vocational schools should be drawn up, with due regard to—

- (a) the needs of the different areas;
- (b) the needs of industry and handicrafts;
- (c) the practical possibilities of achievement afforded by national and local resources or which may be created by international assistance.

(3) Special attention should be devoted, in this connection, to the requirements of small-scale and cottage industries.

10. (1) Industry may be asked to co-operate in—

- (a) the financing of the necessary construction of buildings and the purchase of equipment;
- (b) the use of industrial premises as vocational and technical schools or as workshops for practical experience.

(2) In such cases steps should be taken to ensure that the organisation of vocational and technical training is not subjected to any undue influence from any section of industry.

11. To facilitate the organisation of vocational schools, each Government should prepare—

- (a) sets of standard lists of technical and educational equipment;
- (b) sets of standard plans for the construction of schools which should be adapted to local climate and resources, should satisfy a reasonable standard of safety and hygiene and should also make the best use of the available credits.

12. The manufacture or purchase of technical equipment should be facilitated by all possible means, including, for example—

- (a) joint consideration by the countries concerned of their needs;
- (b) development of the machine tool manufacturing industry;

(c) development of the manufacture of machine tools and other equipment by the vocational and technical schools themselves;

(d) eliminating or reducing customs duties or granting priority to orders from abroad.

13. (1) A special study should be made by the appropriate national services of the ways in which teaching materials from other countries (handbooks-training syllabuses) may be utilised and adapted.

(2) Steps should be taken to draw up and standardise a technical vocabulary where the existing one is not yet adequate.

(3) The use of modern teaching aids, such as films and film strips, should be developed.

III. TECHNICAL ORGANISATION

14. (1) Measures should be taken to develop the vocational guidance and selection facilities available to persons intending to enter upon vocational training courses.

(2) Such measures should include, *inter alia*—

- (a) an examination of the candidates' educational and vocational record as well as medical examinations;
- (b) the use of psychotechnical tests where properly qualified persons are available to adapt and apply them.

(3) There should be fixed an initial period of training, varying in duration according to circumstances, which might be used in the vocational guidance of young persons.

15. (1) Training programmes should be based on the principle of progressive development of production techniques, beginning with the use of simple tools and passing on to work with more complex machinery. Such programmes should therefore be drawn up on the basis of a systematic analysis of the work processes employed in each trade or occupation.

(2) The content of the programmes and the relative importance to be accorded to theoretical training, practical training and general education should be carefully determined, with due regard to—

- (a) the purpose and the duration of the training;
- (b) the requirements and the technical level of industry and handicrafts and their probable evolution.

(3) Programmes should be so framed as to achieve, at each level of training, the highest possible degree of occupational skill.

(4) Teaching methods should, wherever possible, be improved and systematised. To this end each country should examine the methods worked out in highly industrialised countries, with a view to adapting and using such methods.

16. Training conditions in schools and centres should be prescribed with due regard to the following points:

(1) The duration of the training should be such as to ensure that at the end of training, trainees are qualified for their tasks in industry.

(2) Measures should be taken to stimulate the interest of the trainees by such means as monetary or other awards for attendance or outstanding work.

(3) Attendance at vocational schools should be facilitated by such measures as—

- (a) the provision of training free of charge, free provision of work clothing and tools and, where appropriate, the granting of travel and subsistence allowances; or

(b) the award of scholarships; or

(c) the organisation of a living-in system or the making available of low cost board and lodging facilities to trainees. Such hostels and other social assistance facilities as may be set up in this connection should be of a standard equivalent to that existing for the pupils in other schools; and

(d) payment for productive work carried out in the course of training.

(4) Vocational schools and training centres should receive regular supervision in respect both of organisation and of teaching. The methods of supervision to be employed in this connection should be determined and systematised by the competent authority.

(5) In order to enable trainees to obtain employment proportionate to the skills which they have acquired, end-of-training examinations should be instituted and certificates of proficiency should be awarded. These certificates should have validity throughout the country.

(6) With a view to facilitating the placement of trainees on the completion of their training, close co-operation should be established between schools, the employment service and industry.

17. In-plant training should be promoted and developed in accordance with the following principles:

(1) Steps should be taken:

(a) to determine those trades in which it may be desirable to establish apprenticeship systems;

(b) to draw up model contracts of apprenticeship adapted to the various trades and in conformity with the standards laid down by law;

(c) to increase apprenticeship opportunities available to young workers.

(2) Where practicable, collective agreements and other arrangements between employers' and workers' organisations should include provisions relating to the organisation of in-plant training.

(3) Governments should extend to industry such technical assistance as may be necessary for the development of training, in particular by making experts available for the purpose of analysing the training needs existing in particular undertakings, helping with the framing of suitable training programmes and following up to advise and assist in getting them carried out.

IV. RECRUITMENT AND TRAINING OF INSTRUCTORS

18. (1) A sufficient number of instructors with the appropriate technical skill and teaching ability should be made available for technical and vocational training.

(2) To this end there should be established in each country—

(a) special training institutions at which instructors can receive the necessary initial training for their work and to which they can return at intervals to refresh and improve their knowledge;

(b) other arrangements for the training of instructors, such as—

(i) part-time training courses given during the day or in the evening;

(ii) short courses given by itinerant teachers, either at technical schools or in undertakings;

(iii) courses held at technical schools during the holidays.

19. (1) Steps should be taken to ensure satisfactory status and conditions of employment of instructors in order to facilitate recruitment and to avoid instructors being attracted to other occupations.

(2) Candidates for instructor posts should be recruited on the basis of prescribed standards of selection, due regard being had in particular to the level of technical competence, to practical experience, to general education and to teaching capacity. In existing circumstances greater importance should be attached to technical competence and to practical experience than to general education.

20. Certificates of competency as instructors should be standardised on a national basis and should be issued by a national authority.

21. With a view to facilitating the training of workers on the job, training in teaching skills should be provided for instructors employed by undertakings and for supervisory personnel.

V. TRAINING AND RETRAINING OF DISABLED PERSONS

22. Although it is recognised that the technical and vocational training and retraining of disabled persons will of necessity make fairly slow progress in the countries of the region because of the shortage of resources and practical facilities, it is recommended to Governments that the following principles should be taken into account in the development of technical and vocational training of disabled persons:

(1) The principle that disabled persons should have an opportunity to engage in useful and suitable employment should be recognised.

(2) The problem of the vocational training of disabled persons should be approached positively, i.e. stress should be placed on the aptitudes and capacities of the persons concerned rather than on their disabilities.

(3) Where the disability of a person is no bar to his being trained alongside able-bodied persons, there should be no distinction between disabled and able-bodied persons, and training should be given to all under the same conditions and with use of the same facilities.

(4) Special attention should be paid to training in handicrafts, which are best suited to the conditions now prevailing in the Asian countries.

(5) Medical supervision of disabled persons should be ensured during their training and a system of placement and follow-up organised.

(6) The organisation of technical and vocational training of disabled persons should in each country be entrusted to a single authority working in co-operation with other interested authorities and organisations.

(7) A committee composed of representatives of the competent authorities, of employers' and workers' organisations and of other bodies concerned should be set up in each country of the region to study this subject and to examine the possibilities of putting into practice a policy for the technical and vocational training of disabled persons.

23. The following measures are recommended as the first steps to be taken in this field:

(1) The establishment of machinery comprising medical and employment service experts for assessing the capacity of the individual disabled person and advising him in the selection of an occupation which he should follow or for which he should be trained.

(2) The establishment, in countries in which such centres do not yet exist, of one or more experimental centres for the technical and vocational training of more severely disabled persons under shelter conditions.

(3) Training of a staff of specialised instructors.

VI. METHODS OF INTERNATIONAL COLLABORATION

24. (1) International documentation concerning vocational and technical training should be collected by the International Labour Office and made available to the countries of Asia.

(2) Such documentation should be of an essentially practical character and should in particular include—

- (a) handbooks, training manuals and programmes, lesson sheets and trade tests;
- (b) standard lists of technical and instructional equipment, including blueprints for the manufacture of small machine tools for handicrafts;
- (c) films and film strips prepared specially for technical and vocational training;
- (d) information relating to vocational guidance and in particular to the use of psychotechnical aptitude tests.

(3) Such documentation should be made available in both official languages of the International Labour Office, namely English and French, and as soon as possible in the principal languages used in the countries of Asia, and the Governing Body is invited to look into the question of authorising the Office to undertake the translation of the most important basic documents into the appropriate languages.

(4) The International Labour Office should include in its publications the greatest possible amount of practical information relating to the technical organisation of vocational training.

(5) The documentation selected and assembled by the International Labour Office should be disseminated throughout the countries of the region by all possible means, including photostat and micro-films.

25. The International Labour Office should examine the possibility of—

- (a) supplying blueprints for power-driven plant and labour-saving equipment adapted to the needs of local industries and handicrafts, due regard being had to the raw materials available in the Asian countries;
- (b) providing illustrated catalogues of such equipment already under manufacture in different parts of the world, together with an indication of the sources from which the equipment may be procured.

26. Qualified experts should be made available through the International Labour Office to Governments desiring the services of such experts to assist in the development of technical and vocational training, whether in technical schools and training centres or in undertakings.

27. (1) The International Labour Office should, in co-operation with other international agencies such as the United Nations Economic Commission for Asia and the Far East and the United Nations Educational, Scientific and Cultural Organisation, examine the possibility of obtaining and organising training facilities abroad, and should be entrusted with the supervision progress of trainees in the course of such training.

(2) A special programme should be worked out in this connection by the International Labour Office with a view to training as rapidly as possible—

- (a) a nucleus of officials destined to fill key posts in the organisation of technical and vocational training in their countries;
- (b) a certain number of instructors capable on their return of organising and developing the vocational training of instructors.

28. (1) The International Labour Office should organise or develop instructor training centres on the national or regional level for the countries of the region.

(2) The International Labour Office should organise in the countries of the region instructor training courses for the training of supervisors, giving special attention to training systems for supervisors in local and handicraft industries.

29. (1) Each Government should be invited to designate a technical correspondent who would be responsible for maintaining contact with the International Labour Office and in particular with the Asian Field Office.

(2) A regional committee of experts on technical and vocational training should meet as and when necessary in the region in order to enable them to exchange views on the progress achieved in this field, especially as the training programmes borrowed from other countries will have to be modified and adapted to local conditions.

APPENDIX XII (a)

Text of the speech delivered by Shri Sadashiva Prasad on the Resolution concerning Asian representation in the Governing Body and its Committees.

On behalf of the Government of India, I have great pleasure in supporting my friend Mr. Allana in his proposal that the Governing Body of the International Labour Organisation should consider the steps which should be taken to ensure adequate representation of Asian countries on the Governing Body and on the various committees set up by this Organisation. There can be no two opinions that the Asian countries are inadequately represented at present on the Governing Body and also on the various committees established by it. There can further be no two opinions on the question that the Asian countries deserve a stronger representation than what they have at present. My Government first raised this matter at the Montreal Session of the International Labour Conference in 1946. Our delegate, Mr. Lall proposed the reservation of seats on the Governing Body for the Asian region. We also asked for the formulation of rules for the admission of countries which were self-governing in matters of labour policy, but which were not so in their foreign policy. Our friend, Mr. Aslam who, at present, is on the Government delegation of Pakistan, was a member of the Indian delegation at that time. The Government of India also reiterated this question a year later in 1947. But we were disappointed that the matter had not yet received the attention which it deserved. Mr. Allana has done good service by bringing this resolution before the Conference this morning. We support it very strongly and we hope that the Governing Body will be able to give this proposal very early consideration.

APPENDIX XII (b)

Text of the speech delivered by Shri M. A. Master on the Resolution concerning Asian representation in the Governing Body and its Committees.

I have very great pleasure in supporting the resolution which has been so feelingly and eloquently moved by my friend, Mr. Allana.

I am sure you will all agree with me when I say that Mr. Allana has rendered a signal service to this Conference by bringing forth this most vital resolution on a historic occasion like this. The picture which he has painted of the peoples of the Asian countries in the deliberations of the I.L.O. fills us with sadness. His figures are very telling and eloquent. I am sure the members of the Governing Body, who have evinced the most lively and keen interest in this resolution ever since notice of it was given by Mr. Allana, will recognise the moral which these figures convey to us.

I want to draw the attention of my friends to the important fact that this is not the first time that the peoples of Asia have told the members of the Governing Body that they do not have that effective voice in its deliberations which rightly belongs to them. On many a previous occasion the Government of India has brought this important aspect of the question to the notice of the Conference, as well as to the notice of the members of the Governing Body. As far back as 1946 and 1947 the Government of India requested the Conference and the Governing Body to agree to a fair and reasonable proposal that at least two seats should be reserved in the Governing Body for the Government, for the workers and for the employers of the Asian countries. This proposal did not find favour.

I am referring to this aspect of the question with the deliberate purpose of bringing home to all of you that it is not at this historic juncture that the ideas first came into our heads. It is, however, a matter of greatest congratulation and satisfaction that Mr. Allana, with his dynamic personality, has focussed our attention on this vital question. Whatever may have happened in the past, there has been a new awakening throughout all Asia. Several countries have attained freedom and independence. New problems have been facing us. These problems have to be solved. We want to make our contribution in the deliberations and in the activities of the I.L.O. to the solution of these problems. That is the reason why we ask afresh that the Asian countries should be given an adequate and equitable representation, not only on the Governing Body but also in the deliberations of the several committees which are constituted by that body.

I do not wish to elaborate on this point any further. I want, however, to say this: in his transparently sincere, heart-to-heart talk, radiating the spirit of deep humanity and understanding of our needs and our aspirations, the Director-General gave us a stirring message yesterday when he told us "the I.L.O. is yours; tell the I.L.O. what you want; co-operate with the I.L.O. in its work, and the I.L.O. will be at your service". This inspiring message, full of promise and happy augury for the future, marks another landmark in the history of the new relations between Asia and the I.L.O. May I say in all humility that the people of Asia are the inheritors of a great culture? The peoples of Asia have learned their lessons of social service to the suppressed, oppressed and down-trodden humanity at the feet of some of the great masters like the Lord Buddha and Mahatma Gandhi. The people of Asia, therefore, are not alien to the ideals of the I.L.O. These ideals permeate all through their life. Take the people of Asia into your confidence. Invite these people to your inner councils. Give them the right and proper place in the determination of your policies and in the execution of your programmes, and I assure you that the people of Asia will not fail you. Like faithful friends and faithful allies they will do their best to help the I.L.O. in the realisation of its principles and in the fulfilment of its mission—the promotion of social justice and the establishment of peace in the world.

APPENDIX XII(c)

Text of the speech delivered by Shri Hariharnath Shastri on the Resolution concerning Asian representation in the Governing Body and its Committees.

On behalf of the workers of Asia, and particularly as the leader of the Workers' group at this Conference, I have great pleasure in associating myself with the sentiments that have been expressed in the resolution that is under discussion. After the elaborate exposition of his resolution by Mr. Allana, and the brilliant speeches of the Philippines judge and other friends, there is not much to say on the subject matter of this resolution. There is just one word which I would like to say even at the risk of some repetition.

Doubts have been expressed in certain quarters in regard to the purpose or the motive behind this resolution, and it has been interpreted in certain quarters as implying a lack of confidence in the Governing Body representatives already serving. I desire most emphatically to dissociate myself from and to repudiate strongly any such suggestion. On the contrary, it is my pleasure and privilege to state here that, so far as the representatives of the workers on the Governing Body are concerned, they have done extremely well and they have looked after and served the interests of the Asian workers as admirably as they have served the interests of the workers of their own countries. I take this opportunity of expressing the sincere gratitude of the working class of Asia to them for all their services.

At the same time, I am one who, along with the rest of the group, has been associated with this resolution for certain reasons. Firstly, I feel that increased association of the workers' representatives from Asia in the work of the Governing Body may enable those representatives to share the experience of their other comrades and will equip them better for the task—for the common task—ahead of them. There is another aspect which I should like to emphasise. No doubt most of the problems of the working class in the world are common. Still, as has been rightly stressed by the previous speakers, in Asia there are some peculiar, special problems due to the actual difference in the development of the countries of Asia in relation to the countries of Europe and America, and those problems have further intensified during the last two or three years. It would be in the fitness of things if there were to be increased representation of the Asian countries on the Governing Body because, as already stated, it will be possible for the Asian workers to throw better light and to give the advantage of their experience to the rest of the Governing Body of the I.L.O.

Lastly, let me submit that there are many things that we have learned from the West, and there are still many things that we may have to learn from them. But let me say that there may be some things, though very few, that the people of Asia and their representatives may have to give to the I.L.O. and to the Governing Body and to the people of Europe and America. With these few remarks I shall once again support this resolution and commend the same for the unanimous acceptance of the Conference.

APPENDIX XII (d)

Text of the speech delivered by Shri S. P. Saksena, Government Adviser, on the Resolution concerning field offices in Asia.

I have very great pleasure in seconding the resolution of my friend, Mr. Allana, welcoming the opening of the Asian Field Office for technical training in Asia and recommending to the Governing Body to give consideration to the feasibility of establishing additional field offices in Asia. The Government of India representatives on the Manpower Committee and the Governing Body of the International Labour Office have always supported the technical training programme of the I.L.O. and the Government of India desires its expansion as much and as early as possible. In this programme of expansion, our feeling is that for so vast a region as that of Asia, more Offices would be necessary. The experience of the first Asian Field Office will be very useful in planning other Offices for the same purpose in other regions. I therefore recommend that the existing Office should be fully utilised and that more Offices should be opened to push the programme more vigorously in Asia.

APPENDIX XII (e)

Text of the speech delivered by Shri Hariharnath Shastri, Workers' delegate on the Resolution concerning field offices in Asia.

I rise here to support the resolution moved by Mr. Allana and I do so on behalf of the entire Workers' group in this Conference.

The supreme importance of technical assistance in Asian countries has been so forcibly stressed by the Director-General in his Report that no additional comments are called for. Moreover, the Asian representatives are really grateful to the Director-General for his concluding speech, in which he reiterated the determination of the I.L.O. actively to pursue the programme of technical assistance for the Asian countries. Insufficiency of proper technical assistance is one of the greatest handicaps in the way of proper development of Asia and its industrialisation. As such it is important that the pace of such assistance should be considerably accelerated. From that point of view, I support the proposal and the demand for starting additional field offices in Asian countries.

There is already, as you may be aware, an office situated in India, and it is necessary that this office should be fully utilised and that the existing facilities for technical assistance, as provided in that office, should be used to the maximum capacity. All the same, there is no doubt that it is impossible to meet the requirements of the entire continent with the help of one office, and it is, therefore, necessary to meet even the mere requirements of the Asian countries, that additional offices should be provided in other countries.

If the I.L.O. is really serious in its desire to help the Asian countries in their development, and I have no doubt of its seriousness or of the zeal and earnestness of its new chief, Mr. Morse, it is in the fitness of things that the desirability of setting up additional offices should be considered by the Governing Body at an early date.

APPENDIX XII (f)

Text of the speech delivered by Shri M. A. Master, Employers' delegate on the Resolution concerning Asian Seafarers.

On behalf of the Employers' group I have very great pleasure in seconding the resolution which has been moved by my friend, Mr. Ahmad, Workers' delegate from Pakistan.

I am deeply interested in this subject and anxious that, whatever the grievances of the Asian seafarers may be, they should be removed at the earliest date possible.

I am very happy to note that the mover has incorporated in his resolution a request to the Governing Body, to call a Maritime Conference not only of the Asian countries, but also of the countries who engage Asian seafarers. Shipping is in the early stages of its growth in Asian countries. The largest number of Asian seafarers find employment on non-Asian ships. It is therefore the height of wisdom to depart from the ordinary procedure of calling only the Asian countries to an Asian Regional Conference and to invite also those on whose ships the Asian seafarers find employment.

There are one or two other aspects of this resolution to which I would like to invite your kind attention. Mr. Ahmad has referred to some of the Conventions which were passed at Seattle. All the Conventions which were passed at Seattle have an important bearing on the conditions of employment of seafarers all throughout the world. Whether it is a Convention which deals with accommodation; whether it is a Convention which deals with hours of work, wages or standards of manning; or whether it is a Convention which deals with the problems of social security, it would be apparent that all these Conventions have a very important bearing on the conditions of employment all throughout the world.

Some of these Conventions were amended in certain respects at the last Conference held in Geneva. These Conventions have not yet been ratified, but the request which is made in this resolution that the Office should prepare a report on the conditions of employment of Asian seafarers should also include the request that, when the report is prepared, the Office should throw light on the vital subject, namely, what are the reasons which prevent the Governments concerned from ratifying these Conventions. If we knew what those reasons were, we would be able to understand their difficulties and perhaps help them in the solution of the question. Therefore, I do submit that, when the Office prepares the second report, it should bring out very prominently the reasons which prevent different countries from ratifying those Conventions to which my friend has referred, because I hold that, unless the provisions mentioned in these Conventions are put into force, it will not be possible to redress the grievances of the seafarers all throughout the world.

My friend, Mr. Ahmad, during the course of his observations, has referred to the question of wages. I do not want to convey the impression that the wages of Asian seafarers are not to be raised, but I want to bring to your notice the fact that two important principles were recognised at Seattle. Apart from the question of minimum wage of \$16, there is another vital principle with which we are faced—Governments, employers and workers—that in the determination of this wage we shall have to take into consideration the question of equal pay for equal work. It will be necessary for the Government of the Asian countries to carry on negotiations with the shipowners of other lands where Asian seafarers find employment on this important issue, but unless the Conventions are ratified, that cannot be done.

There are one or two other points to which my friend has referred. My friend has referred to the question of corruption and bribery. I am at one with him when he says that that aspect of the question deserves consideration. Corruption and bribery have not been fully removed, but it will stand to the credit of the Government of India that in the recent measures which they have enacted they have taken sufficient care to see that effective steps should be taken, and would be taken, to put an end to corruption as effectively and as early as possible. I am prepared to say that that has not been fully removed, but it is a happy sign for the future that effective steps are being taken, at least, in an important country of Asia which aspires to develop its own national mercantile marine. That is no doubt a matter for satisfaction.

I do not wish to elaborate my remarks and refer to the other questions to which my friend has referred, but I do submit that in the preparation of the report the Office should take all these aspects into consideration, so that when the Conference is called in the future we can look at these questions in their proper perspective and deal with them in such an efficacious manner that the Asian seafarers may come into their own in the future.

APPENDIX XII (g)

Text of the speech delivered by Shri Deven Sen, Workers' adviser, on the Resolution concerning Asian Seafarers.

As will be obvious to you all, this resolution is a very modest one. It affects only two things: first, recommending to the Governing Body to consider at an early date the need for holding a tripartite conference; and secondly, directing the office to prepare a report. This seems to be the normal function of the I.L.O. No specific resolution should have been necessary; but it has become necessary and I would like to bring to your notice two aspects of the problem reflected through this resolution.

One aspect is this—that most of the employers belong to a continent different from the one to which most of the employees belong. This fact has

created a great difficulty in ameliorating the conditions of the seafarers in this part of Asia. It is not that the employers outside Asia are bad; it is not that the employers who are in Asia are good; that is not the point, but each of them takes advantage of the absence of the other. I had to go to London very recently (in December last) to represent a case of the seafarers, and when I approached the employers they said "What can we do? Your employers in Asia are not in agreement with us and we have had no consultations with them. We cannot take any steps". As has been very snrewdly hinted here by Mr. Master, representing the employers of India in this tripartite conference, the employers who come from outside Asia should also be invited. That is very simple.

But there is a deeper significance; the employer there wants to take advantage of the absence of the employee, and the employee here wants to take advantage of the employer there, and the employers there want to take advantage of what the employers here are not doing, and we are in a fix.

Apart from that aspect of the problem there is another aspect also here. The Governments in Asian countries are mostly taking a stepmotherly attitude to these types and categories of employees. Perhaps they might be thinking that as they are mostly remaining out of the country on the sea they are perhaps not as good citizens as those who remain on the soil permanently. Whatever that may be apart from the implementing of Conventions (that is their duty and obligation) suppose there were no Conventions at all—is it not the duty of our Governments to address themselves to the problem and to try to remove the grievances which are very deep-rooted so far as the seafarers are concerned?

I, personally, have experience of the difficulties of the seafarer, particularly in Calcutta. In India and Pakistan together the number of seamen is within the region of 100,000 and out of that 100,000 the permanently employed are only 30,000; the rest remain unemployed. Those who get employment today may carry on in service for six or seven months and then for one or two years they remain unemployed. They have no service. So when my friend Ahmad says that their average pay is in the region of seven and a half pounds a month he has not depicted a true picture, because for two years those men will remain unemployed and without any pay. When that is taken into consideration their average pay will come down to a still lower figure.

Apart from that, in the matter of recruitment there is so much corruption. The whole life of Calcutta, and as a matter of fact of every port in Asia where recruitment is done, is vitiated by this corruption in the matter of recruitment of seafarers. It is high time that the Governments in Asian countries, whether in pursuance of Conventions passed—and many Conventions were passed last year; at least we revised three of the Conventions relating to maritime questions—or independently, should take into consideration the great hardships that these seamen are really going through and should address themselves immediately to these problems.

With these few remarks I commend to your support the resolution that has been placed before you by my friend Mr. Faiz Ahmad.

APPENDIX XII (h)

Text of the speech delivered by Shri Sadashiva Prasad on the Resolution concerning the intensification of the Asian Work of the I.L.O. and the Resolution concerning the technical assistance programme.

It is with great pleasure that I am placing before you for your consideration two resolutions contained in *Provisional Record No. 12*, both of which are self-explanatory. I ought, however, to say a few words to explain them.

The first resolution deals with the intensification of the activities of the International Labour Organisation in Asia and is a reiteration of the resolution

adopted at the Preparatory Asian Regional Conference held at New Delhi on 5th November 1947. This Conference made a number of important recommendations to the Governing Body for intensifying the activities of the I.L.O. in Asia. One of the recommendations related to the establishment of a small Asian Advisory Committee to advise the Governing Body on Asian questions and on Asian aspects of general questions. It further recommended that the Director-General should be authorised to establish a small co-ordinating secretariat to facilitate the implementation of the programme of intensification of I.L.O. activities in Asia. Although adopted more than a couple of years ago, this resolution, unfortunately, has not yet been implemented. I quite appreciate that being busy with more important problems elsewhere the I.L.O. has not found it possible to implement the resolution so far. It must, however, be stated that we are all keen on the immediate expansion of I.L.O. activities in Asia. Needless to say, the implementation of this recommendation would have promoted this intensification.

The Director-General, in the course of his excellent reply to the comments offered on his Report, assured us that the matter was receiving the consideration of the Governing Body. It appears that it was actually on the agenda of the autumn session of the Governing Body, held at Mysore a few weeks ago, but its consideration has been deferred. In our opinion, a decision should have been taken by now. Asian problems deserve pressing attention and we must not lose any opportunity of intensifying activities in Asia. While we regret the delay we hope that a very early decision will be taken and nothing will be allowed to stand in the way of immediate implementation of this recommendation.

My second resolution is also, in my opinion, non-controversial. We welcome the technical assistance programme of the I.L.O. for assisting underdeveloped countries. My task in moving this resolution has been made easier because the Director-General's illuminating report contained a detailed reference to this programme and a number of speakers have also expressed their views on this subject. The Conference, by now, is thus fairly well informed about the objects and details of this programme of brotherly help among the Member States for increasing the production and the standard of living of the underdeveloped countries.

The Government of India representatives on the Governing Body of the I.L.O., on the Economic and Social Council and at the United Nations Assembly have repeatedly assured all concerned that the Government of India will co-operate most heartily with this programme. We are busy examining various proposals for allotting necessary priorities. Even at this Conference, the leader of the Indian delegation (who unfortunately had to go back to Madras on urgent public business) made a pointed reference to this programme in his speech and requested the I.L.O. to take up a few items which are of urgent and immediate importance. I do not wish at this stage to repeat what has been said, and will only request the Conference to welcome the scheme, as it is of very great assistance to Asia which is predominantly a region of underdeveloped countries. All attempts at raising the low standard of living will be in vain, if those countries in Asia cannot immediately embark upon a plan of industrial development.

While I appreciate fully the basic need of capital and capital goods, I am convinced that an equally important handicap in Asia in the way of industrial development is the lack of an adequate supply of properly trained technical staff and the knowledge of what is commonly called the "know-how" of industrial organisation. The essence of this programme is to provide necessary training and know-how. I submit that while the programme is important and useful what is still more important is its immediate implementation. We cannot afford to wait or to progress at a snail's pace; quick action is most essential.

We appreciate that the proposed share of the I.L.O. out of the fund available for the purpose is not quite adequate. While efforts should be made to secure augmentation of this amount, we do request that this programme should be given top priority and that the work should be started in right earnest in the Asian region as soon as it may be possible to do so.

With these few words I commend my two resolutions for the acceptance of the Conference and I hope that these will be adopted.

APPENDIX XII (i)

Text of the speech delivered by Shri Hariharnath Shastri on the Resolution concerning the intensification of the Asian Work of the I.L.O. and Resolution concerning the technical assistance programme.

On behalf of the Workers' group I have great pleasure in supporting the resolution in regard to the intensification of the Asian work of the I.L.O. As may be known to this Conference, the question of such intensification constituted the principal item on the agenda of the Asian Regional Conference held in 1947. It would not be quite correct on my part to say that the proposals made by that Conference on the subject remained completely unimplemented. In fact, attempts have no doubt been made to give effect to the resolution and the I.L.O.—the Governing Body and the Director-General—have given effect to it. It is in pursuance of that resolution that the I.L.O. got this Conference convened here. It was as a result of that resolution that the I.L.O. Mission did visit Asian countries and I presume the visit of the Director-General to India and the close contact that he has established in that country is a continuation of that effort. And thirdly, a meeting of technical experts has also been convened last year. The resolution on the subject, however, is cautious and correctly worded. It rightly states that the resolution referred to has not been fully implemented. I really wonder if the Director-General has reinforced the research staffs of the Indian and Chinese branches as visualised in the resolution referred to. I confess my ignorance on the subject and should like to be enlightened. I appreciate that not much could be achieved in China for obvious reasons, but I feel the matter could be looked after more appropriately so far as India is concerned. Secondly no steps were taken to implement the proposal to publish selected I.L.O. publications in Asian languages. I am happy to note that the Director-General in the course of his concluding speech the other day assured this house that the matter would receive his earnest consideration.

The cardinal point in the said resolution in my opinion was the recommendation regarding the constitution of the Asian Advisory Committee and the establishment of a co-ordinating secretariat. As I pointed out in my speech the other day, and as was rightly stressed in many of the other speeches, the question, most important though it is, has not so far been implemented. On this point, too, I am grateful to the Director-General, who has assured the Conference that this matter will not be delayed any further and that early steps will be taken in that direction.

Let us hope that by the time the next I.L.O. Conference meets, the Asian Advisory Committee will have been set up.

I also have great pleasure in according my support to the second resolution concerning the I.L.O.'s technical assistance programme, and I do hope that the pace of such assistance will be increasingly accelerated.

APPENDIX XIII

1. *Text of Resolution concerning Asian representation in the Governing Body and its Committees, submitted by Mr. ALLANA, Employers' delegate, Pakistan.*

Whereas the countries of Asia constitute a very large percentage of the world's population, and whereas improved standards of living in the countries of Asia are essential in order to ensure continued economic progress and social amelioration, this Conference is of the opinion that the countries of Asia must be enabled to take an effective part in the deliberations of the International Labour Organisation.

Further having regard to the recent social and political changes that have come over Asia, this Conference strongly recommends that the Governing Body should consider what steps should be taken to ensure equitable and adequate representation to the countries of Asia in the Governing Body and its committees.

2. *Text of Resolution concerning field offices in Asia, submitted by Mr. ALLANA, Employers' delegate, Pakistan.*

Whereas it is desirable for the purpose of facilitating economic development, increased productivity and social progress, that the experience of all other countries in the fields of technical training, employment service techniques and other aspects of manpower should be placed at the disposal of all Asian countries,

This Asian Regional Conference,

Welcomes the action already taken by the I.L.O. to establish a Field Office in Asia, and

Recommends to the Governing Body to give consideration to the feasibility of establishing at an early date additional such offices in Asia in order to fulfil the foregoing objective.

3. *Text of Resolution concerning Asian Seafarers, submitted by Mr. AMHAD, Workers' delegate, Pakistan.*

This Conference, having regard to the resolution concerning the seafarers adopted at the Preparatory Asian Regional Labour Conference at New Delhi in 1947, recommends to the Governing Body to consider the need for holding at an early date a Tripartite Maritime Conference of Asian countries and other countries employing Asian seamen and to direct the Office to prepare a report on the conditions of employment of Asian seafarers.

4. *Text of Resolution concerning the intensification of the Asian work of the I.L.O., submitted by the Government delegation of India.*

Considering that the Preparatory Asian Regional Conference had unanimously adopted a resolution concerning the intensification of the Asian work of the I.L.O.,

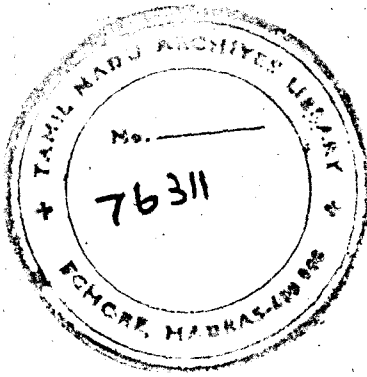
Considering that the said resolution has not yet been fully implemented,

Considering that the need for very early action on the clauses of that resolution has become more urgent now,

The Conference reiterates the said resolution and requests the Governing Body to give immediate consideration to such parts of the resolution as have not yet been fully implemented and particularly to the constitution of an Asian Advisory Committee and the establishment of a small co-ordinating secretariat to facilitate the implementation of the programme outlined in that resolution.

5. *Text of Resolution concerning the technical assistance programme, submitted by the Government delegation of India.*

The Conference welcomes the technical assistance programme of the I.L.O. and recommends that vigorous action should be taken in co-operation with the United Nations and the other specialised agencies for the speedy implementation of the objectives underlying this programme.



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