

1950  
NEW ZEALAND

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# INTERNATIONAL LABOUR ORGANIZATION

REPORT OF THE NEW ZEALAND GOVERNMENT DELEGATES ON THE ASIAN  
REGIONAL CONFERENCE, NUWARA ELIYA, CEYLON

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*Presented to Both Houses of the General Assembly by Leave*

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## 1. INTRODUCTION

### (a) HOLDING OF CONFERENCE

THE above Conference was the Second Asian Regional Conference of the I.L.O. The first was held at New Delhi, October–November, 1947, and the report of the New Zealand Government delegates on its proceedings was published as parliamentary paper A-7, 1947. That report (on page 4) sets out the reasons behind the adoption by the I.L.O. of a regional approach to the social and economic problems of Asia. The first Asian Conference was naturally a preparatory one laying down general programmes of action. The present Conference marked a more defined stage in I.L.O. Asian activities and the subjects, as a reference to the Agenda shows, were more specific in scope.

### (b) SOCIAL AND ECONOMIC BACKGROUND TO THE CONFERENCE

The background to the Conference was the present social and economic situation of the region of Asia, that complex of territories stretching from Ceylon, India, and Burma, through Indonesia, Malaya, Thailand, French Indo-China, and China, to Japan and the Republic of the Philippines. That situation may be briefly described as distressing, with poverty and illiteracy as basic factors retarding social progress. The urgent need for substantial improvements in the working and living conditions of the mass of the Asian peoples was emphasized by the Director-General of the I.L.O. in the comprehensive report he presented to the Conference on the economic and social problems of Asia. In the report he stressed that the social unsettlement in Asia arising as a consequence of two world wars had been immense. He stated that the key to improvement, which must be rapid if the situation is not to degenerate, consisted in making the utmost use of the resources of the world everywhere in the economic undeveloped as in the developed areas for the promotion of the common well-being of all the peoples. Such a programme could be implemented only by utilizing to the fullest extent existing international machinery. In this programme the I.L.O. had its part to play.

It is desirable that such proposed economic expansion should be accompanied by safeguards for the workers and fair distribution of the products of such expansion. It is also evident that improvement of working and living standards will assist in increased productivity. The I.L.O. therefore, with its emphasis on social objectives, has, as the Director-General mentioned, its place in any programme of economic development for Asia. The work that the Organization is already carrying out in the region is considered in the next paragraph.

## (c) THE I.L.O. AND ASIA

The New Delhi Conference adopted a resolution which emphasized the significance for Asian countries of vocational training. This resolution invited the Governing Body to instruct the Office "to study, with the assistance of the Governments concerned, the facilities for vocational training now available in Asian countries and, in the light of international experience, to suggest practicable measures for extending and improving them." In pursuance of this resolution, in June, 1948, an expert of the International Labour Office carried out an inquiry in all Asian countries with a view to ascertaining what vocational and technical training facilities were in existence at the time and also what obstacles prevented these countries from developing such facilities. The results of these investigations are to be found in an I.L.O. report entitled "Training Problems in the Far East."

Following this, an I.L.O. Asian Field Office to deal with man-power problems has been established at Bangalore, India.

Likewise in the spirit of the New Delhi resolution concerning employment service, recruitment, and vocational training, the Governing Body convened an Asian Regional Technical Training Conference in Singapore in September, 1949. New Zealand was represented by the Commissioner of Apprenticeship, Mr. H. C. McQueen. The decisions taken at this Conference were considered by the Committee set up at the present Conference to deal with the item on the Agenda, Organization of Man-power, with special reference to the development of employment services and training (see page 14 of this report).

The New Delhi Conference also recommended the convening of a preparatory Conference of representatives of labour inspection services in Asian countries which would, in the first instance, study problems relating to inspection in industrial and agricultural undertakings and whose findings would be submitted to the next Asian Regional Conference.

The preparatory Conference held at Kandy, Ceylon, in November, 1948, adopted a report which was submitted to the present Conference.

Apart from these developments, the I.L.O. has also set up Committees on indigenous labour and plantations on which Asian representatives have been included.

Missions of I.L.O. experts were also sent to Ceylon and the Philippines in 1949 to advise the Governments of these countries on the formulation of social security schemes.

In preparation for the present Conference a Mission of officials of the Office was sent to visit Asian countries. The Mission visited Burma, Ceylon, India, Indonesia, Pakistan, the Philippines, and Thailand and discussed with the officials concerned, and in most cases with representatives of employers' and workers' organizations as well, an outline of the reports on the items of the Agenda to be submitted by the Office to the Conference with a view to making these reports comprehensive and up to date. The Mission proved to be most useful, was warmly welcomed in all countries visited, and accorded every assistance.

## 2. REPRESENTATION AT THE CONFERENCE

As at the New Delhi Conference, many Asian countries were invited, although not fully self-governing. The following territories were represented with full voting status: Afghanistan, Australia, Burma, Cambodia, Federation of Malaya, France, Hong Kong, India, Laos, Netherlands, New Zealand, Pakistan, the Philippines, Singapore, United Kingdom of Great Britain and Northern Ireland, United States of Indonesia, and Vietnam.

Observer delegations were also present from United States of America and Japan. (NOTE.—In respect of the latter country, an invitation to be present had been issued from S.C.A.P. and a S.C.A.P. representative headed its delegation.)

China and Nepal, although invited, were not represented at the Conference.

The new Republic of the United States of Indonesia was given full representation at the request of the Netherlands Government.

Also present was a tripartite delegation from the Governing Body of the I.L.O. and representatives of United Nations Food and Agricultural Organization, United Nations Educational, Scientific, and Cultural Organization, and World Health Organization. Representatives of two non-governmental international organizations—the World Federation of Trade Unions and the International Federation of Christian Trade Unions—also accepted the invitation to be present.

The total number of delegates present was 59 (32 Government, 14 employers', and 13 workers'). Advisers, substitutes, and observers totalled 70 (40 Government, 15 employers', and 15 workers').

The New Zealand delegation was—

*Representing the Government—*

Mr. Edward Bellamy Taylor, Assistant Secretary of Labour, Department of Labour and Employment.

Mr. Harold George Duncan, I.L.O. Conventions Officer, Department of Labour and Employment.

*Representing the Employers—*

Mr. William Gordon Victor Fernie, Vice-President, New Zealand Employers' Federation.

*Representing the Workers—*

Mr. James Andrew Barton, President, Amalgamated Society of Railway Servants.

### 3. THE AGENDA OF THE CONFERENCE

As has already been mentioned, the Agenda was more specific in scope than that of the New Delhi Conference, and was as follows :—

- (1) Labour Inspection.
- (2) Provision of Facilities for the Promotion of Workers' Welfare.
- (3) Development of the Co-operative movement.
- (4) Points to be Considered in a Survey of Agricultural Wages and Incomes of Primary Producers with a View to Wage Regulation and Introduction of Measures to Increase Their Incomes.
- (5) Organization of Man-power, with Special Reference to the Development of Employment Services and Training.

The report of the Director-General (including a consideration of ways and means for the promotion of planned action for social and economic development in Asian countries) was also placed before the Conference. The Office had prepared detailed and valuable reports on each item of the agenda.

#### 4. OPENING PROCEEDINGS AND ELECTION OF PRESIDENT AND VICE-PRESIDENT

The Conference was opened by M. Troclet, Chairman of the Governing Body. There followed an address of welcome by Lord Soulbury, Governor-General of Ceylon. In the course of his address the Governor-General said :—

Every one is aware that Asia contains some of the poorest regions in the World. Asia is primarily a land of the peasant and small farmer living in small villages. The extreme poverty of the village folk, their enforced idleness during a part of the year, their ill health, and their economic slavery are only too well known. I use the expression “economic slavery” because where a man is so tied down by debt that his freedom of action in the economic sphere is limited and circumscribed he is in many ways as much a slave as those whose freedom was proclaimed in the nineteenth century. Let us hope that historians of the future will be able to record that, following on the abolition of slavery in that century, economic slavery was abolished in this. And I trust that it will also be possible to record that a large measure of that achievement was due to the unceasing efforts of the International Labour Organization.

The Conference was also addressed by Mr. Philip Noel-Baker, Secretary for State for Commonwealth Relations of the United Kingdom, and New Zealand's Minister of External Affairs, the Hon. Mr. Doidge. The text of the Hon. Mr. Doidge's speech is attached as Appendix No. 1 to this report.

On the motion of Mr. Reddy (Government delegate, India,) supported by Mr. Yap (Employers' delegate, Singapore) and Mr. Hartley (Workers' delegate, Australia), the Hon. Mr. T. B. Jayah, Minister of Labour of Ceylon, was unanimously elected President of the Conference.

The following were unanimously elected Vice-Presidents of the Conference : Mr. A. C. Roldan (Government delegate, Philippines), Mr. M. A. Master (employers' delegate, India), and Mr. V. N. M. Menon (workers' delegate, Federation of Malaya).

#### 5. COMPOSITION OF COMMITTEES

In accordance with normal I.L.O. practice, Conference Committees were set up to consider each item on the Agenda as well as a Selection Committee and a Credentials Committee.

The composition of the Committees was as follows (numbers of Government, employers', and workers representatives being shown in parentheses in the order mentioned) :—

- (1) *Selection Committee* (6,6,6). Chairman : Mr. H. S. Reddy (Government, India).  
Three members of the Governing Body also participated in the work of this Committee.
- (2) *Credentials Committee* (1,1,1). Chairman : Mr. M. Aslam (Government, Pakistan).
- (3) *Committee of Agricultural Wages* (8,4,4). Chairman : Mr. R. Soemarno (Government, Indonesia).
- (4) *Committee on the Co-operative Movements* (8,4,4). Chairman : Mr. N. N. Unwar (Government, Pakistan).
- (5) *Committee on the Organization of Man-power* (8,4,4). Chairman : Mr. M. D. Banda (Government, Ceylon).
- (6) *Committee on Labour Inspection* (6,6,6). Chairman : Mr. A. Shalizi (Government, Afghanistan).
- (7) *Committee on Workers' Welfare* (6,6,6). Chairman : Dr. N. Phleng (Government, Cambodia).

Also in accordance with I.L.O. practice, employers' and workers' members in Committees (3), (4), and (5) were given two votes each so as to give each group equal voting strength.

## 6. NEW ZEALAND REPRESENTATION ON COMMITTEES

New Zealand was represented on Committees as follows :—

*Selection Committee* : Mr. Fernie, Mr. Barton (substitute).

*Committee of Workers' Welfare* : Mr. Duncan (substitute), Mr. Fernie (substitute), Mr. Barton.

*Committee on the Co-operative Movement* : Mr. Taylor.

*Committee on Agricultural Wages* : Mr. Barton (substitute).

*Committee on the Organization of Man-power* : Mr. Fernie (substitute).

## 7. CREDENTIALS

None of the credentials of the delegates or advisers attending the Conference were challenged.

The Conference Committee dealing with credentials noted, however, that four delegations were incomplete. The rules concerning the powers, function, and procedure of regional Conferences convened by the International Labour Organization provide in Article 1, paragraph 1 (a), that regional Conferences shall comprise "two Government delegates, one employers' delegate, and one workers' delegate for each State or territory invited by the International Labour Organization to be represented at the Conference."

The Committee drew the attention of the Conference and of the Governments of the countries which were represented in it to the obligation placed on these Governments to comply with the provision mentioned above so that delegations attending the Conference should be full delegations and that each should comprise two Government delegates, one employers' delegate, and one workers' delegate.

## 8. DISCUSSION OF THE DIRECTOR-GENERAL'S REPORT

The Director-General's report, in sober but compelling language, painted a picture of an Asia caught in a net woven from the intertwined strands of low production and high and increasing population. Expressed statistically, the food supply of the region in 1947-48 was only 95 per cent. of the pre-war level (1934-38), but the total population in 1947 was 9 per cent. greater than before the war. The report states :—

The persistent shortage of food in the food-deficit countries in the region, such as India and Japan, the almost universal shortage of important consumers' goods such as textiles resulting from the slow pace of economic recovery and the unsettled political conditions, and the failure of money wages in the case of substantial groups of wage-earners to keep pace with the rise in the cost of living all suggest that standards of living in the countries of Asia and the Far East have deteriorated from the already low pre-war levels. The effects of declines in production have been aggravated by the steady increase in population.

The report went on to lay down the conditions necessary for the evolution of economic and social policies to remedy this state of affairs. There must be an increase in national wealth; development of agriculture deserves high priority; in schemes for industrialization there is ample scope for public as well as private enterprise, indigenous as well as foreign capital, and large-scale mechanized as well as indigenous handicraft industry. The factors hindering recovery were stated in the following words :—

Recovery in agriculture has proved much slower than had been anticipated, and industrial expansion has been limited by persistent shortages of basic raw materials and of capital goods, by transport bottlenecks, and by the inadequate supply of technically skilled personnel. The slow recovery in the exports of some products and the deterioration in the terms of trade in respect of others have sharply limited the funds available for financing capital imports. Severe inflationary pressures have raised costs and discouraged saving. All these factors have been seriously aggravated by the political instability which has effectively checked economic development in such countries as Burma, China, Indo-China, Indonesia, and Malaya. The result has been a further widening of the gap between the undeveloped Asian countries and the industrially advanced countries.

The lines on which the central problem of raising productivity should be tackled were then outlined :—

What is needed is a resolute attack on several fronts at once. A great increase in the output of food and other agricultural products is urgently necessary, but there must also be concurrent development of industry and transport. The mechanisms of trade and finance must be improved. None of this is possible without simultaneously taking steps to raise the levels of health and education, to improve conditions of work, and to provide basic social security.

The details of a programme designed to increase production without endangering living standards were then discussed.

Encouraging features of the over-all picture were given in a chapter on trends in social policy, which showed, among other things, the improvements that are being effected by Asian Governments in such fields as social security, hours of work and holidays, and protection of children and women.

In the discussion on the report the spokesman for the Asian countries laid before the Conference the problems troubling them. Unanimous praise was given to the report for its accuracy and straightforwardness. Apart from the domestic issues mentioned, various speakers welcomed the proposed technical assistance programme of United Nations, especially the part that the I.L.O. would play in its reinforcement. Other points emphasized were the fact that the region contains 50 per cent. of the world's population, and therefore adequate representation of Asia in the Councils of the I.L.O. was necessary; the difficulty of providing social services with the limited resources available to Asian countries; the pressing nature of the housing problem, accentuated in India and Pakistan by the refugee question; the urgency of increasing food production, especially that of rice; the effect on the Asian worker of the knowledge of the better conditions of work in non-Asian countries. The population problem was discussed, and a Ceylon Government representative felt that the question was important enough to justify the I.L.O. setting up a special Committee to study it.

In his reply to the discussion the Director-General pointed out that since the war Asia has emerged as a new, influential, and independent factor in the world. He went on to say :—

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 abject poverty, disease, malnutrition, illiteracy, and inhumanly low standards 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 emphasizing 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 a 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.

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 organization and direct the line that the I.L.O. should take in achieving its objectives.

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.

He also mentioned the determination of the I.L.O. to extend operational activities, concentrating in the first place on the man-power field and that of vocational and technical training. When the programme gets firmly established, other fields will be considered.

He indicated his intention to 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.

He stated that the establishment of a tripartite Asian Advisory Committee was then before the Governing Body for action, and that he would also look into the possibility of early issue of I.L.O. publications in Asian languages.

He warned the Asian Governments of the necessity of adequate labour inspection services if social policies were to be practically carried out.

He concluded by saying :—

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 will not, break this faith.

## 9. LABOUR INSPECTION

The Conference Committee on this item held four sittings.

The Committee had before it the report on labour inspection prepared by the Office for the consideration of the Conference, and which included the texts of two proposed resolutions intended to give effect to the findings of the Preparatory Conference on Labour Inspection in Asian Countries held at Kandy in November, 1948.

The Committee noted that the Conference at Kandy had devoted much of its attention to consideration of practical problems affecting the inspection services in the Asian countries, and endorsed the view that it did not seem necessary to discuss general principles for the organization of labour inspection, inasmuch as comprehensive provisions on this matter had been adopted by the International Labour Organization in the Labour Inspection Convention, 1947, and the Labour Inspectorates (Non-metropolitan Territories) Convention, 1947. Accordingly, the Committee proceeded to discuss the proposed resolutions contained in the Office report.

The main points of these draft resolutions were as follows :—

### LABOUR INSPECTION

- (1) Asian Governments should give labour inspectorates a status among the social services of the State commensurate with their responsibilities.
- (2) Publicity on industrial matters by Asian Governments might include health and safety exhibits and museums.
- (3) Governments should institute research centres for the study of industrial problems.
- (4) Inspectors should be adequately trained.
- (5) The possibility of international or regional arrangements should be explored—for example, regional centres for training labour inspectors, and technical missions from abroad, might be considered.
- (6) The numerical strength of inspection services should be adequate to the tasks they have to perform.
- (7) There should be a statistical section in Labour Departments to collect basic labour statistics.

# CONFERENCE OF REPRESENTATIVES OF ASIAN INSPECTION SERVICES

Such Conferences should be convened at sufficiently frequent intervals.

As regards the proposed resolution on labour inspection, the Office text, in the main, was adopted by the Committee with certain minor amendments. Some discussion ensued, however, when the workers' members proposed the insertion in the resolution of a new paragraph to provide that officials of trade-union organizations should be empowered to exercise the right of inspection and investigation as to compliance with labour legislation. It was considered that such a measure would constitute an important guarantee for the full and effective application of labour legislation, and it was pointed out that examples of such arrangements were already to be found in some cases.

Opposition to the amendment in the form in which it was proposed was expressed by several Government members and the employers' members. It was pointed out that the powers exercised by an inspection service to enter and inspect workplaces were powers properly belonging to the State and could not be handed over to private persons or organizations. The view was also expressed that if the intention of the proposal were to promote collaboration between representatives of trade-unions and officials of inspection services, with the principle of which a number of members agreed, it would seem possible to find a form of words which would not suggest impingement on the power and responsibility of a public authority to ensure the enforcement of the law.

The Committee decided to refer to its officers the question of finding a generally acceptable form of words. As a result of these discussions, the following proposal was brought forward :—

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

This text was adopted by the Committee without opposition.

As regards the second proposed resolution, the employers' members expressed the view that, while they agreed in principle with the object of the proposed resolution, they felt that such technical meetings should be held only when and as necessary and that it would be desirable to convene meetings when, in the view of the Governing Body of the International Labour Office, the need was indicated in the light of the reports furnished by Governments in connection with the Labour Inspection Convention, 1947.

An amended text incorporating the employers' suggestion was adopted by the Committee.

The Indian Government member submitted the following additional resolution for the consideration of the Committee :—

“ 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 workplaces covered by the law and of either excluding them from the employment market or driving them to seek employment in unregulated workplaces 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 Asian Regional Conference, held at Nuwara Eliya, Ceylon, adopts this day of , 1950, the following resolution :—

“ ‘ 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.’ ”



The Indian Government member explained that the proposed resolution was derived from the discussions at the preparatory Conference at Kandy. The problem to which the resolution referred had been raised at Kandy, but was not mentioned in the other resolutions considered by the Committee. While the conditions under which women and children were employed required strict regulation, the application of protective legislation created the danger that such categories of workers might either be forced out of the employment market or have to seek employment in unregulated workplaces, where conditions were invariably worse. The purpose of the resolution in asking the International Labour Office to study the problem was not to lower standards, but that the Office should study the problem and collect information for the guidance of Governments for whom the problem was serious as to how it had been dealt with in other countries which were more advanced industrially.

The workers' members expressed the view that, while they agreed with the purpose of the resolution, they preferred to have the first paragraph of the preamble deleted, on the ground that it might be interpreted as encouraging a lowering of standards for women and young persons. The employers' members also felt that the first paragraph of the preamble should be deleted.

A number of members, including the Australian, Ceylon, and Vietnam Government members, supported the resolution in the form proposed. It was stated in the course of discussion that the deletion of the first paragraph of the preamble would leave the resolution in very general form. On the other hand, however, the paragraph formulated a problem which, while not affecting all the Asian Governments, was one requiring serious study. Moreover, it was considered most useful for an Asian Regional Conference to direct the activities of the International Labour Office to problems which were of direct concern to the countries of the region.

The Committee adopted the resolution in the form proposed by the Indian Government member.

The three resolutions as approved by the Committee were unanimously adopted by the Conference. The texts are found in Appendices 2, 3, and 4 of this report.

## 10. PROMOTION OF FACILITIES FOR WORKERS' WELFARE

The Office report which was placed before the Committee set up to consider this item defined the welfare facilities intended to be covered as "sanitary and medical facilities, educational facilities, workers' housing and other accommodation, canteens and other feeding arrangements, child care services, and recreational facilities."

The report pointed out that consideration of the promotion of welfare facilities in Asia must be viewed against the background of the special conditions obtaining in the region. For example, the migrant nature of much of the labour force is a feature of Asian countries—migrant in the sense that the worker belongs to a district or even a country other than the one in which he is employed, and not that he moves from place to place. Thus, it was estimated in 1946 that in both Delhi and Karachi 81 per cent. of the workers were immigrants. In Burma the industrial labour force in 1944 was predominantly Indian; in Thailand large numbers of industrial workers are Chinese. Migrant labour brings with it special welfare problems, such, for example, as living accommodation and recreation, also, to a certain extent, feeding, inasmuch as considerable numbers of migrant workers are single men with no homes near their places of work in which to have their meals prepared for them.

Also, as regards medical facilities, the insufficient number of public hospitals in proportion to the size of the populations, and the low standard of health of workers in general, has already led to the provision of hospitals and/or dispensaries in or near the place of work. It would seem desirable to continue this type of provision at the present time, subject to statutory regulations.

The provision of adequate housing for workers is one of the main problems facing the industrial areas in Asian countries.

The fact that undernourishment and malnutrition are widespread in Asian countries has been brought out by research surveys, and though industrial canteens can be only a partial solution to the general problem of workers' nutrition, they are generally recognized as making a useful contribution to that solution.

The employment of working mothers under the present social and economic structure of Asian countries brings into prominence the necessity for the provision of crèches and day nurseries in such countries.

The necessity for adequate recreation, particularly for young workers, who are unused to the strain of continuous work and whose healthy physical and mental development needs the stimulus of sports and games, will be recognized by New Zealanders.

With these considerations in mind, the Conference Committee dealing with this item turned its attention to the six-point draft resolution prepared by the Office. The Committee held six sittings.

Two main points of view were expressed in the Committee. The employers' members considered that the improvement of conditions of employment and of workers' welfare was as much in the interests of the employers as of the workers and that close co-operation between the parties concerned would yield better results than Government intervention. The workers' members, on the other hand, expressed the opinion that action by the state was essential owing to the fact that workers' organizations in Asian countries were of recent development and were still weak. State intervention in favour of the workers was therefore necessary.

The Government members of the Committee suggested a reconciliation of these points of view which found general acceptance. Accordingly, the final resolution mentions that certain facilities should be subject to statutory regulation—viz., occupational health facilities, reasonable medical and maternity facilities, canteens and other feeding arrangements, and child care services—whereas, other facilities—adequate medical care, educational and recreational facilities, housing and other accommodation—should be ensured (by the State, employers, or by agreement between employers and workers) as a recognized object of public policy.

The workers' members secured an amendment to the original text requiring Governments to improve and co-ordinate medical services.

The resolution as finally agreed on by the Committee was unanimously adopted by the Conference. The text is found in Appendix 5 of this report.

## 11. THE DEVELOPMENT OF THE CO-OPERATIVE MOVEMENT IN ASIA

The Office report prepared on this subject mentions that among the various technical services of the International Labour Office there has from the outset been one whose duty it is to keep informed about all forms of the co-operative movement throughout the world. This service has paid particular attention to the co-operative movement in Asian countries and in those whose economy is predominantly agricultural.

The long-standing and persistent interest taken by the Office in the co-operative movement in Asian countries gained added significance at the New Delhi Conference, where a resolution was passed pointing out the part which the different categories of co-operatives are able to play in the economic and social betterment of the working populations of rural areas and industrial centres and calling for the development of co-operative organizations in Asian countries. The resolution also requested the Governing Body to consider what aspects of co-operation could usefully be considered by succeeding Asian Regional Conferences.

In furtherance of the New Delhi resolution, and impressed by the experience gained of its capacity for adaptation to a wide diversity of problems in Asia which indicated that, correctly understood and applied, co-operation could be one instrument (among others) for raising social and economic standards, the Governing Body decided to place the development of the co-operative movement on the Agenda of the present Conference.

The Office report contained two proposed draft resolutions, the main points of which were as follows :—

#### INTERNATIONAL ACTION

- (1) Asian co-operative officials to be given facilities to study abroad.
- (2) Recommendation of New Delhi Conference—that periodical regional meetings of Asian co-operative officials be held to pool experience—endorsed.
- (3) Asian corresponding members of the I.L.O. Advisory Committee on Co-operation to be appointed.
- (4) List of experts to assist Asian Governments on request to be maintained by Advisory Committee.
- (5) Office to intensify study of co-operation, with regard to special needs of Asian countries.
- (6) Generally, Office to assist Asian countries in schemes for the development of co-operation and to consider joint action with FAO, UNESCO, &c.

#### NATIONAL ACTION

- (1) Co-operative legislation to be overhauled.
- (2) Advisory co-operative councils, co-operative research institutes, and co-operative schools for training of co-operative officials to be set up.
- (3) Public opinion to be systematically informed of co-operative activities.
- (4) Development of co-operative movement to be organized on the basis of a general national plan.

These texts formed the basis of discussion for the Conference Committee on this item. The Committee held five sittings.

The general discussion of the Committee revealed a substantial measure of agreement between the members on the subject. The necessity of establishing and developing co-operatives of various types was unanimously emphasized not only because of their economic value to the people, but also because of the training they afforded in the exercise of responsibility and of self-government. Consequently the widest possible dissemination should be given to the principles and practice of co-operation. Co-operatives of all types were required in Asian countries, and there was particular scope for the application of co-operative techniques in increasing production, raising productivity, and improving distribution. The development of other co-operatives than the traditional credit type involves the extension and improvement of training schemes for leaders and employees of co-operative societies, as well as the evolution of practical methods, suited to the countries concerned, of organizing and administering such co-operatives.

As regards detailed examination of the first draft resolution (concerning international action), the workers' members proposed the insertion of a new paragraph inviting the Conference to recommend the Governing Body to take necessary steps for framing a Convention to the effect that Governments of the countries in Asia should place adequate funds at the disposal of the co-operative societies in the shape of loans on nominal interest. It was considered desirable to have a Convention on the subject so as to ensure adequate financial assistance to co-operative societies.

Opposition to the amendment was expressed by the Malayan and United Kingdom Government members, on the grounds that insistence on financial assistance might have the effect of reducing the moral benefit of the movement, and that a Convention could not be adopted for one group of countries only. Mr. Saksena (Government adviser,

India) was opposed to the amendment if it aimed to make it compulsory on the Government to provide financial assistance to the movement, and the Ceylon Government member pointed out that the principle embodied in the amendment had already found expression in recommendation No. 70 (Minimum Standards of Social Policy in Dependent Territories) adopted at the twenty-sixth session of the International Labour Conference (Philadelphia, 1944). Objection to the amendment was also expressed by the Singapore employers' member.

The amendment was withdrawn.

The original paragraphs of the Office text were approved by the Committee with several minor amendments.

The second draft resolution was modified to a greater extent in Committee, the amendments being designed to make the principles of the resolution more practicable.

The final texts of the resolutions as adopted by the Conference are set out in Appendices 6 and 7 of this report.

## 12. AGRICULTURAL WAGES AND INCOMES OF PRIMARY PRODUCERS

The Conference Committee set up to consider this item had before it the Office report, including the text of a proposed resolution.

Seven sittings of the Committee were held.

The work of the Committee began with a general discussion on the position of agriculturists in the countries of Asia. Speakers emphasized the various factors affecting the levels of incomes of primary producers and of wages of agricultural workers.

In this way the deliberations of the Committee made clear the close relationship between agricultural wages and incomes of primary producers, and the necessity of treating them together as one problem.

Basic to this problem is a rise in the level of productivity in agriculture which was felt to be essential, and it was urged that appropriate action be undertaken to accelerate the rise of agricultural production, to establish systems of distribution of agricultural incomes on new lines, and to regulate the conditions of life and work of rural labour. Emphasis was also laid on the fact that the rapid increase of population in these countries, especially in rural areas, and the limited land area, had contributed to make unemployment and under-employment permanent features of the agricultural economic structure of Asia.

The present land-tenure system with its feudalistic characteristics was considered to set limits to improvements in agricultural production and to the accumulation of capital, and consequently to lower the rate of investment in agriculture. This system had, moreover, given rise to a series of problems such as indebtedness, with detrimental effects on agricultural production and incomes. Such developments had resulted in an increase in the rate of tenant farming and a rapid rise in the numbers of landless labourers. The Committee acknowledged the steps that had been taken in various countries either to abolish this system or to promote more remunerative systems.

The discussions of the Committee showed the urgent need for immediate action on the part of the Governments concerned for the promotion of systems of agricultural economy that would ensure security of employment and a rising standard of living for all those taking part in the process of production. Measures towards this end, it was pointed out, should include a new orientation of holdings with a view to creating economic working units, the increase of output per worker through the provision of facilities for general and technical education and guidance, in conjunction with facilities for research and experimental farms, the promotion of co-operative action in the fields of farming, finance, and marketing, and the improvement of living conditions by the promotion of housing schemes, the expansion of health services, and other social amenities in the rural areas.

No less important in this connection, it was especially emphasized, was the establishment of machinery for regulating wages of hired labour in agriculture. The absence of organization, and consequently of collective bargaining, among agricultural workers made the establishment of such machinery particularly desirable. Farm labour, under prevailing circumstances, was liable to exploitation. Furthermore, the high birth-rate and the lack of alternative employment in rural areas had tended to favour a buyer's market in respect of labour, so that agricultural wage-rates compared very unfavourably with those in other occupations. It was also pointed out that those and related factors tended towards inefficiency in the use of agricultural labour. If wages were raised by means of minimum wage regulation, methods of efficient use of labour were bound to develop. Moreover, wage-fixing machinery was an effective way of ensuring that a share of the benefits of increased productivity was passed on to labour and was reflected in wage earnings.

The exchange of views showed general agreement on the desirability of relating wages of hired labour to earnings of primary producers, which, in their turn, depended on general productivity in agriculture. The advisability of setting up wage-fixing machinery was specially emphasized by the Committee, and attention was drawn to the urgent necessity of providing the necessary social and economic prerequisites which facilitated the functioning of such machinery. Freedom of association was felt to be particularly significant in this connection.

The Committee heard with satisfaction a statement made by the representative of the FAO regarding the activities of the Organization in the continent of Asia, and took note of the various programmes which had been drawn up in relation to general conditions of primary producers and hired labour.

During the discussion several references were made to the present serious shortage of food grains in Asian countries, and the particular importance of an immediate increase in the production of rice and wheat. The following draft resolution was submitted by the employers' group :—

" Having regard to the serious shortage of food in Asian countries and the necessity for action to secure an immediate increase in the food supply, the Governing Body is required to draw the attention of the Governments of the Asian countries and the appropriate international organizations to the vital need for an immediate increase in the production of rice and wheat, present production of which is substantially below the basic requirements of Asian countries. For this purpose and for the purpose of effecting an early improvement in the standard of living of a substantial majority of the primary producers of Asia, every possible step should be taken by the Governments concerned, with the assistance, where necessary, of the appropriate international organizations, in particular the FAO, to assure effective incentives to the increased production of rice and wheat."

But in view of the fact that this draft resolution dealt solely with an economic question and was therefore not within the competence of the International Labour Organization, and in view of the statement made by the representative of the FAO, the draft resolution was withdrawn by the employers' group notwithstanding the fact that the substance of the draft resolution found general favour with the Committee.

The Committee approved three resolutions.

The first deals with the need for the fullest co-operation by Asian Governments with the Food and Agriculture Organization and other appropriate international organizations in their efforts to increase productivity ; the necessity for the minimum-wage-fixing machinery in agriculture and the consequent need for budgetary surveys of household consumption ; methods of protection of wages ; and adequate inspection machinery.

The second complements the first by inviting the Governing Body to arrange for action to assist the implementation of the first resolution through the Permanent Agricultural Committee, the Asian Field Office, or other appropriate bodies. The implementation is to include a detailed study of conditions of agricultural workers within as short a period as possible. It was felt that it was not possible to handle the various problems concerned with agricultural workers in the absence of such a study.

The third resolution, moved by the French Government member, relates mainly to share-croppers receiving no wages but subsisting on the share of the produce of the land. It was pointed out 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 often in a state of continual debt to their land-owner. 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 accordingly requested the Governing Body to instruct the Office to undertake, in collaboration with the FAO, a thorough study of conditions of employment of such rural workers and to convene a meeting of experts to review this study, and to formulate recommendations for consideration by the next Asian Regional Conference.

All these resolutions as adopted by the Committee were unanimously approved by the Conference. The texts are found in Appendices 8, 9, and 10 of this report.

### 13. ORGANIZATION OF MAN-POWER

The Conference Committee set up to deal with this item on the Agenda had before it a report prepared by the Office. The Committee held six sittings.

It was decided to discuss the two questions dealt with in the report—namely, employment service organization, and vocational and technical training—separately, these two subjects being distinct in character and lending themselves conveniently to such treatment.

The Committee adopted resolutions on each of the above two subjects.

As regards the first subject, the main problem was how to adapt an employment service system which had worked successfully in industrialized countries to the needs of a largely agricultural economy with special features such as well-entrenched traditional methods of recruitment, poor mobility of labour, and illiteracy. The approved resolution on employment service organization therefore, while emphasizing the need for acceptance by Asian countries of the Employment Service Convention and Recommendation, 1948, recognizes that this will not be possible immediately in all the Asian countries. A selection has therefore been made of the more fundamental of the principles contained in those instruments on which Governments might concentrate attention as a first step.

The resolution also invites the Governing Body to authorize the International Labour Office to provide technical assistance to the Asian countries in respect of Employment service organization.

As regards the second subject—vocational and technical training—the Committee had before it the documentation and conclusions of the Asian Conference of Experts on vocational and technical training which had met at Singapore from the 12th to 24th September, 1949.

The Committee decided to submit these conclusions, with one minor change in the text, to the Conference for adoption as its own resolution. By this means the conclusions would be given greater authority.

The resolutions adopted by the Committee were approved unanimously by the Conference and are found as Appendices 11 and 12 of this report.

#### 14. RESOLUTIONS SUBMITTED TO THE CONFERENCE BY THE SELECTION COMMITTEE

The functions of the Committee were—

- (1) To fix the numbers and membership of the various Conference Committees and the times of their meetings and those of the plenary session of the Conference.
- (2) To examine draft resolutions put forward by various delegates and submit approved texts to the full Conference for decision.

Five resolutions were submitted by the Committee to the Conference :—

- (1) Resolution concerning Asian representation in the Governing Body and its Committees, submitted by Mr. Allana, employers' delegate, Pakistan :
- (2) Resolution concerning field offices in Asia, submitted by Mr. Allana, employers' delegate, Pakistan :
- (3) Resolution concerning Asian seafarers, submitted by Mr. Ahmad, workers' delegate, Pakistan :
- (4) Resolution concerning the intensification of the Asian work of the I.L.O., submitted by the Government delegation of India :
- (5) Resolution concerning the technical assistance programme, submitted by the Government delegation of India.

The first resolution called upon the Governing Body of the Organization to consider the steps necessary to ensure adequate representation of Asian countries on the Governing Body and I.L.O. Committees.

The second resolution recommended the Governing Body to give consideration to the feasibility of establishing in Asia Field Offices of the I.L.O. in addition to the one already set up at Bangalore. The Asian representatives who supported this resolution did so because they considered that in view of the vastness of the Asian region it would be impossible to give the Asian countries effective technical assistance through one centre only.

The third resolution asked the Governing Body to consider the need for holding a 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. In moving this resolution the workers' delegate from Pakistan pointed out that a similar resolution had been adopted at the New Delhi Conference and that in pursuance of this resolution the Office had issued a report entitled "Seafarers Conditions in India and Pakistan." However, he considered that the necessary action should be accelerated, and for this reason the new resolution was desirable.

The fourth resolution, concerning the intensification of the Asian work of the I.L.O., reiterated the New Delhi resolution on the same subject, with particular reference to the constitution of an Asian Advisory Committee to advise the Governing Body on Asian questions and the establishment of a small co-ordinating secretariat to facilitate the implementation of the programme of the New Delhi resolution.

The last resolution concerned the technical assistance programme of the I.L.O. as regards underdeveloped countries. The I.L.O. is actively prepared to play its part in the proposed expanded co-operative programme of technical assistance for economic development to such countries which is at present being launched through United Nations following the proposals of the President of the United States in his inaugural address in January, 1949. As regards the I.L.O., the intention is that high priority will be given to assistance in the field of employment training and migration. Priority will also be given to improvement of labour standards, development of co-operation and of handicrafts, conditions of work in agriculture, and the development of labour statistics. The Conference welcomed the programme and recommended speedy implementation of the objectives.

All these resolutions were unanimously adopted by the full Conference. Their texts are found in Appendices 13-17 of this report.

## 15. CONCLUSION

Several speakers emphasized in the debate on the Director-General's report that Asia had now awakened. There is no doubt that more Asians than ever before are now wielding political power and engaging in administration. Judging by their experience at the Conference, the New Zealand Government delegates are convinced that the leaders of organized society in Asia are conscious of their responsibilities and sincere in their desire to better the conditions of their peoples. The burden of these responsibilities can be lightened through international agencies such as the I.L.O., by means of which the more developed countries, including New Zealand, can give assistance without raising suspicions of foreign domination.

The summary of the proceedings of the Conference given above shows the nature of the economic and social problems that are affecting the fate of Asian peoples to-day. It shows that in assisting Asian countries to grapple with these problems the I.L.O. is adopting a practical approach. Specific questions were discussed with a seriousness that demonstrated their urgency and importance to the Asian representatives. Though the subjects of the Agenda raised differences of opinion freely and frankly expressed in the Committees, it is notable that all the resolutions as finally adopted in the Committees were approved unanimously in the plenary session of the Conference. This may be accepted as due to the democratic procedure of the I.L.O. It is considered that the resolutions agreed to will, when carried through, form the basis for improved standards of living in Asia.

Conscious of the great differences between conditions in Asian countries and those in our own, the attitude that the New Zealand Government delegates, and, indeed, the whole delegation, adopted at the Conference was one of willingness to advise and assist, rather than to criticize. The object was to help the Asian countries, in the labour problems which inevitably face them as they develop their economies, to avoid the mistakes made by the more developed countries in their movement towards modern techniques of production. New Zealand experience is relevant in this respect, and our system of labour inspection, conciliation and arbitration legislation, and minimum-wage-fixing machinery offer lessons which can be made use of by Asian Governments.

Continued attendance of New Zealand delegations at Asian Regional Conferences is considered desirable, both because of the above-mentioned possibilities of assisting the I.L.O. in its work in Asian countries by our experience, and the reputation of New Zealand in Asian eyes resulting from progressive social developments and an enlightened racial policy, which tend to give weight to its advice.

A question which, though it lies outside the scope of this report, may be mentioned in passing is the possibility of additional trade relations with Asian countries, in the light of the economic development of Asia.

The members of the Government delegation wish to place on record their sincere thanks to the Ceylon Government for its generous hospitality. In particular, they wish to express their thanks to Mr. Rajanayagam, the Commissioner of Labour for Ceylon, and his staff, whose thoughtfulness and efficiency helped so much to make their sojourn in Ceylon a memorable experience.

They also wish to express their appreciation of the friendly co-operation, in all the proceedings of the Conference, of the Australian delegation.

Their thanks are also due to the Trade Commissioner for New Zealand in Australia and his staff for the courtesies extended to them in transit to the Conference.

Finally, grateful mention must be made of the Director-General, Mr. David Morse, and the Secretariat of the Conference. Their never-failing courtesy and the valuable assistance which they gave were decided factors in the success of the Conference.

E. B. TAYLOR.  
H. G. DUNCAN.



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# APPENDIX No. 1—SPEECH BY THE MINISTER OF EXTERNAL AFFAIRS, THE HON. MR. DOIDGE

MR. DOIDGE (*Minister of External Affairs, New Zealand*).—I am delighted to have the opportunity of meeting this Conference, coming to you as the representative of New Zealand, and I am happy also that here to-day are four delegates from that Dominion, the delegates who will sit with you throughout the Conference and take part in your deliberations. My country has always been a firm adherent of the high principles of the International Labour Organization. We have regarded with the utmost interest and sympathy the movement of the Asian countries towards social freedom and security. As other speakers have said this morning, we are witnessing rapid internal changes in Asia, and we know that Asia cannot easily adjust itself to those rapid changes. That adjustment is a task that the I.L.O. is eminently fitted to undertake.

We in New Zealand are fortunate in the enjoyment of living standards and conditions which, we think, are perhaps the highest in the world. Improvement of social and labour conditions and standards have always been in the forefront of any and every Government's programme in New Zealand. Our governments in New Zealand have been pioneers in social and economic experimentation. That has been so since 1890, sixty years ago. It is sixty years ago since we in New Zealand produced factory, shops, and offices legislation, compulsory arbitration and conciliation, and many other innovations. These innovations were startling at the time, but are comparatively commonplace now, particularly in those countries associated with the progress made by the I.L.O. in the present century. As many of you know, the Government that I have the honour to represent here to-day has just succeeded a Labour Administration after fourteen years. I want to tell you this morning that the advances made in labour and social matters by our predecessors will be maintained. Wherever and whenever possible it will be the endeavour of the new Administration to improve upon them. No Government in New Zealand, of whatever political character, would wish our country to fall behind in the efforts which have been made to increase and improve living standards.

In the light of something that was said a moment or two ago by my colleague Mr. Noel-Baker, I am prompted at this stage to make this observation. We have in New Zealand a system of social security which we think sets a model for the rest of the world. The continued success of that system depends upon what Mr. Noel-Baker just talked to you about. The continued success of that system depends on continuously increasing production. Without increased production, the stability of any social service system would obviously be imperilled. This is a factor, I am sure, that you will all appreciate, a factor that you will take into account in formulating improvements in your own countries.

I would like to observe also that the Government I represent lays special emphasis on the maintenance of cordial relations between employers and workers and the fullest possible co-operation between employers, workers, and the Government. We are naturally anxious to see maintained the tripartite constitution of the Conference of the I.L.O., whereby representatives of workers and employers work with and enjoy equal status with those of Governments, joining with them in free discussions and democratic decision with a view to the promotion of the common welfare.

It is along those lines, and not along the lines of class warfare, that the solid gains in social progress have been made. Our standards must be raised within the framework of the democratic system. It is this system which alone, to my mind, provides the remedy against the virus of the communist ideology, that ideology which, in recent times, has so plagued and vitiated the peoples of so many less-advanced countries of the world.

I cannot speak on this occasion without taking the opportunity of referring to New Zealand's desire to give whatever technical assistance it can to the countries of Asia in the fields of social services and production. Our resources in New Zealand are naturally limited but I would like to assure this Conference that the most sympathetic consideration will be given by my Government to any request made to us through the I.L.O. for specific technical assistance which will enable the Asian countries to raise the economic standards of their people.

May I conclude by emphasizing the importance which my Government attaches to the Declaration of Philadelphia. In the message sent to us by Pandit Nehru, with whom we have been privileged to sit in conference over the last week—that man who has to-day caught the imagination of people throughout the world; who, I believe, is in all truth to be regarded as a man of destiny—in the words of the message read to us from him this morning, “poverty anywhere constitutes a danger to prosperity everywhere, and the war against want requires to be carried on with unrelenting vigour within each nation and by continued and concerted international effort.”

I am certain that under the ægis of the I.L.O. further advances can and will be made in the attainment of social justice. No international organization has proved itself a greater factor for peace than this body under whose auspices we are meeting here to-day. So I conclude by wishing this Conference every success. May its decisions result in advances which will be of lasting benefit to the people of this great region of Asia!

## APPENDIX No. 2—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 Organization 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, held at Nuwara Eliya, Ceylon, adopts this 24th day of January, 1950, the following resolution :—

1. (1) With a view to enabling the labour inspection services to discharge their functions adequately, the Asian members of the Organization 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 organizations 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 organized, 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 conference of inspectors.

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

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 organization 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 organization of Labour Departments so as to enable them to discharge their functions of collecting basic labour statistics.

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

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

#### APPENDIX No. 3—RESOLUTION CONCERNING CONFERENCES OF REPRESENTATIVES OF ASIAN INSPECTION SERVICES

THE Asian Regional Conference held at Nuwara Eliya, Ceylon, adopts this 24th day of January, 1950, 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 Organization 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.

#### APPENDIX No. 4—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 workplaces covered by the law and of either excluding them from the employment market or driving them to seek employment in unregulated workplaces 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 Asian Regional Conference, held at Nuwara Eliya, Ceylon, adopts this 24th day of January, 1950, the following resolution :—

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 No. 5—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 recognizes the solemn obligation of the International Labour Organization 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 thirtieth session (Geneva, June-July, 1947), but considering that the special conditions in Asian countries must be taken into account,

The Asian Regional Conference, meeting at Nuwara Eliya, Ceylon, this 27th day of January, 1950, 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 recognized 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' organizations should be established to advise the Government in the formulation and administration of statutory welfare provisions.

(3) The Government should institute an inquiry 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 organize 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 No. 6— 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 organizations 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 organizations 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 organizations concerned, particularly FAO and UNESCO, the possibility of joint action towards the same end.

#### APPENDIX No. 7—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 organization 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 organizations, 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 organizations, for the purpose of mutual assistance or the satisfaction of complementary needs—e.g., in marketing, supply, credit, &c.

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 organizations.

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

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 organization 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 organizations, and in general of all elements contributing to the full development of the organizational 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 No. 8—RESOLUTION CONCERNING AGRICULTURAL WAGES AND INCOMES OF PRIMARY PRODUCERS

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

Recognizing 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 organizations which are in a position to render assistance in these matters, and particularly with the Food and Agriculture Organization ;

Recognizing also that the improvement of productivity in agriculture requires the fullest and most efficient use of man-power ;

Noting that the I.L.O. is devoting increasing attention to problems of utilization and training of man-power and that the Agenda of this Conference includes an item dealing with "Organization of Man-power, 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 of the International Labour Organization, meeting at Nuwara Eliya, Ceylon, this 26th day of January, 1950, 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—

Notes with pleasure the action which is being taken by the Food and Agriculture Organization 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 Organization and any other appropriate international organizations 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 fertilizers ;
- (iii) Better farm organization 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

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.

# I

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 man-power 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, wood 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' organizations.

## 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 authorization 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

18. In this resolution the term "agricultural workers" does not include workers on plantations.

# APPENDIX No. 9—RESOLUTION CONCERNING MEASURES TO FACILITATE THE IMPLEMENTATION OF THE RESOLUTION CONCERNING AGRICULTURAL WAGES AND INCOMES OF PRIMARY PRODUCERS

THE Asian Regional Conference of the International Labour Organization, meeting at Nuwara Eliya, Ceylon, this 26th day of January, 1950 ;

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 Organization, 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 man-power and, on the basis of this study, to develop a practical programme of action in this field within the framework of its general man-power programme.
- (3) To place on the agenda of the Permanent Agricultural Committee, or such other Committee or Subcommittee as the Governing Body may deem appropriate, items dealing with—

(a) The problem of unemployment and underemployment 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.

# APPENDIX No. 10—RESOLUTION CONCERNING THE STUDY OF CONDITIONS OF WORK OF CERTAIN TYPES OF RURAL WORKERS

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 of the International Labour Organization, meeting at Nuwara Eliya, Ceylon, this 26th day of January, 1950, 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 specialized 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 No. 11—RESOLUTION CONCERNING EMPLOYMENT SERVICE ORGANIZATION

WHEREAS policies of economic development with a view to the raising of living standards require the full utilization of man-power,

Whereas this can be achieved through measures aimed at eliminating underemployment and at facilitating the employment and distribution of man-power 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 Organization, held in New Delhi in 1947, emphasized the need for the further development of public employment services both for securing full use of man-power resources and as a useful preliminary to the introduction of measures for the relief of unemployment,

The Asian Regional Conference meeting at Nuwara Eliya, Ceylon, adopts this 26th day of January, 1950, 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 standardized 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 organization 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 organizations of employers and workers, where such organizations 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 man-power programme of the International Labour Organization in Asian countries, to study, with the Governments and employers' and workers' organizations concerned, the special problems of employment service development in the Asian countries, with a view to formulating, in the light of international and regional experience, principles and methods of employment service organization 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 authorize the International Labour Office to provide technical assistance to the Asian countries in respect of employment service organization, and for this purpose to reconsider the desirability of extending the activities of the Asian Field Office, by means of a specialized section staffed by employment service experts, for the purpose of dealing with matters related to employment service organization and operation.

14. (1) The Conference invites the Governing Body to authorize the International Labour Office to make arrangements for the supply and exchange of technical and other information and materials relating to employment service organization 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' organizations ;
- (b) Securing the co-operation of individual employers in the utilization of the employment service through publicity, canvassing and other techniques ;
- (c) Making man-power surveys ;
- (d) Making job classifications and job analyses ;
- (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.

(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 organizing 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 organization 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.

## APPENDIX No. 12—RESOLUTION ON VOCATIONAL AND TECHNICAL TRAINING

WHEREAS the International Labour Conference adopted in 1939 two recommendations concerning vocational training and apprenticeship respectively and adopted in 1949 a recommendation concerning vocational guidance ;

Whereas the Preparatory Asian Regional Conference of the International Labour Organization (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 of the International Labour Organization, meeting at Nuwara Eliya, Ceylon, from 16th to 27th January, 1950,

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

Notes with satisfaction the steps which have been taken by the International Labour Organization 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, emphasizes the importance of close co-operation in this question between the International Labour Organization and the Economic Commission for Asia and the Far East, and

Adopts, this 26th day of January, 1950, the following resolutions for the guidance of Governments and industry in the countries of Asia :—

### I. GENERAL ORGANIZATION

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 man-power 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 courses 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 industrialization 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 organized 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 organization 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' organizations and representatives of the authorities responsible for economic development and technical and vocational training ;
- (c) The organization 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 organized 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' organizations ;
- (c) Other organizations 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 organization of vocational and technical training is not subjected to any undue influence from any section of industry.

11. To facilitate the organization 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 utilized and adapted.

(2) Steps should be taken to draw up and standardize 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 ORGANIZATION

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 systematized. To this end each country should examine the methods worked out in highly industrialized 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 organization 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 organization and of teaching. The methods of supervision to be employed in this connection should be determined and systematized 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' organizations should include provisions relating to the organization 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 standardized 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 recognized 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 recognized.
- (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 organized.
- (6) The organization 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 organizations.
- (7) A committee composed of representatives of the competent authorities, of employers' and workers' organizations 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 sheltered conditions.
- (3) Training of a staff of specialized 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 authorizing the Office to undertake the translation of the most important basic documents in to the appropriate languages.

(4) The International Labour Office should include in its publications the greatest possible amount of practical information relating to the technical organization 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 Organization, examine the possibility of obtaining and organizing training facilities abroad, and should be entrusted with the supervision of the 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 organization of technical and vocational training in their countries ;
- (b) A certain number of instructors capable on their return of organizing and developing the vocational training of instructors.

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

(2) The International Labour Office should organize 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 No. 13—RESOLUTION CONCERNING ASIAN REPRESENTATION IN THE GOVERNING BODY AND ITS COMMITTEES

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 Organization.

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.

#### APPENDIX No. 14—RESOLUTION CONCERNING FIELD OFFICES IN ASIA

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 man-power 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.

#### APPENDIX No. 15—RESOLUTION CONCERNING ASIAN SEAFARERS

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.

#### APPENDIX No. 16—RESOLUTION CONCERNING THE INTENSIFICATION OF THE ASIAN WORK OF THE I.L.O.

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.

#### APPENDIX No. 17—RESOLUTION CONCERNING THE TECHNICAL ASSISTANCE PROGRAMME

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 specialized agencies for the speedy implementation of the objectives underlying this programme.

*Approximate Cost of Paper.*—Preparation, not given; printing (674 copies), £80.

By Authority: R. E. OWEN, Government Printer, Wellington.—1950.

*Price 1s.]*