

INTERNATIONAL LABOUR OFFICE

The First Session of the Committee on Work on Plantations

Reprinted from the
INTERNATIONAL LABOUR REVIEW
Vol. LXIII, No. 6, June 1951



GENEVA, 1951

Price : 25 cents ; 1s. 6d.

The I.L.O.

The International Labour Organisation is an association of nations, financed by Governments and democratically controlled by representatives of Governments, of management and of labour organisations.

Its purpose is to promote social justice in all the countries of the world. To this end it collects facts about labour and social conditions, formulates minimum international standards, and supervises their national application.

The machinery of the Organisation consists of

The International Labour Office, which acts as a secretariat, a world information centre, and a publishing house. It is staffed by experts drawn from many different countries, whose knowledge, experience and advice are available to all the nations which are Members of the Organisation. It has branch offices and correspondents in many countries.

The Governing Body, composed of 16 Government representatives, 8 representatives of management and 8 representatives of labour, which is the executive council of the Organisation and exercises general supervision over the work of the Office and frames its budget.

The International Labour Conference, which is a world parliament for labour and social questions. Each national delegation to the annual meetings comprises four delegates, two representing the Government, one representing management, and one representing labour; each of these three sections speaks and votes independently, so that all points of view find full expression.

The Conference adopts minimum international standards which are formulated in special international treaties called *Conventions*, and in *Recommendations*. These are based on careful fact-finding and discussion. As a two-thirds majority of the Conference is required for their adoption, they represent the general agreement of informed world opinion. Since its first meeting in 1919 the Conference has adopted 100 Conventions and 92 Recommendations. These deal with hours of work, paid vacations, women's work, the protection of children, prevention and compensation of industrial accidents, insurance against unemployment, sickness, old age and death, colonial labour problems, conditions of seamen, etc. The substantive provisions of the Conventions and Recommendations, together with other documents and information relating to international labour standards, have been brought together in a volume entitled *The International Labour Code*, published by the Office in 1941.

The decisions of the Conference are not automatically binding. Governments must submit the Conference standards to their national legislatures. If a legislature accepts a Convention, the Government is bound to apply the Convention and to submit an annual report showing how it is applying it, which is scrutinised by special I.L.O. committees.

The Philadelphia Conference in 1944 adopted a Declaration, affirming the primacy of the social objective in national and international policy. Instruments for the amendment of the Constitution of the Organisation were adopted by the Paris Conference in 1945 and by the Montreal Conference in 1946; these instruments, having obtained the necessary number of ratifications, have come into force.

By an agreement which was ratified by the Montreal Conference and subsequently by the General Assembly of the United Nations the International Labour Organisation has entered into relationship with the United Nations as a specialised agency.

The First Session of the Committee on Work on Plantations

The following is a comprehensive report on the preparation, proceedings and decisions of the First Session of the I.L.O. Committee on Work on Plantations, which was held in December of last year in Indonesia.

INTRODUCTION

Decision of the Asian Regional Conference, 1947

Much interest was shown at the Preparatory Asian Regional Conference (New Delhi, November 1947) in the living and working conditions of plantation workers, the deliberations both at the committee stage and in the plenary sittings of the Conference reflecting the desire of Asian Governments, workers and employers to improve the conditions of life and regulate the employment of this class of workers. This was the first time that plantation labour problems of Asia had been specifically considered by the International Labour Organisation at the regional level. The views of the Conference were summed up in the following resolution :

1. Plantation agriculture, producing such important commodities as rubber, cinchona, tea, coffee and sugar cane, occupies an important place in the economy of a number of the tropical countries of Asia.

2. The conditions of life and work of the vast number of labourers engaged in many of these plantations in certain countries are unsatisfactory, particularly in respect of recruitment, wages, housing and freedom of association, and are not adequately regulated by national legislation or otherwise.

3. The Conference therefore requests the Governing Body—

(a) to call the attention of the Governments concerned to the immediate necessity for enacting appropriate legislation for improving the conditions of plantation workers so as to bring them to a satisfactory level, particularly in respect of recruitment, housing, hours of work, workmen's compensation, maternity benefit, freedom of association and social security measures ;

(b) to direct the International Labour Office to undertake, with the assistance of the Governments concerned, a special study of the problems which are peculiar to plantation labour ; and

(c) to give early consideration to the question of setting up an Industrial Committee to consider the special problems of plantation workers in Asian countries.

4. The Conference further requests the Governing Body to consider, in the light of the progress made in the studies undertaken on the basis of this Resolution, what aspects of these questions could usefully be considered by succeeding Asian Regional Conferences.

Action by the Governing Body of the I.L.O.

At its 103rd Session (December 1947) the Governing Body approved, in principle, the resolutions adopted by the New Delhi Conference, including the one on plantations, and authorised the Director-General to take such action as lay within his discretion. The questions raised by the resolution on plantations were further considered at subsequent sessions of the Governing Body, and the discussions brought out a large number of fundamental facts showing the importance and urgency of the problems involved, and the necessity for study and regulation at the international level. In this way, the New Delhi resolution, viewing the question only with regard to Asia, paved the way for consideration of plantation labour problems in the world as a whole, thus providing the Organisation with wider opportunities for action to promote better living and working conditions among those engaged in the production of a number of plantation crops in various parts of the world, notwithstanding the economic, social, geographical and other differences between the countries concerned.

At its 107th Session (December 1948) the Governing Body approved the setting up of a special "Committee on Work on Plantations" with the following terms of reference : (a) to examine and to report to the Governing Body on the basic questions common to workers on plantations as a whole, suggesting appropriate methods of action by the I.L.O. on these matters ; and (b) to examine and to report to the Governing Body on the methods for securing, within the framework of the I.L.O., consideration of the special problems of plantation workers employed in the different branches.

This decision implied that the Committee on Work on Plantations was concerned with labour on plantations of all kinds, large and small, producing any plantation crop. For practical reasons, however, it was agreed that the International Labour Office should first devote its attention to tea, coffee, sugar and rubber.

As regards the composition of the Committee, the Governing Body decided, at its 112th Session (June 1950), to invite the following countries with large plantation interests to send representatives to the Committee : Belgium, Brazil, Burma, Ceylon, Cuba, the Dominican Republic, France, India, Indonesia, Liberia, the Nether-

lands, Pakistan, the Philippines, Portugal, Thailand, the United Kingdom and the United States. Some of these countries were included in view of the fact that they are responsible for the administration of certain non-metropolitan territories where important plantations exist.

The Governing Body further decided that the Committee should be tripartite in character, with equal representation (two delegates from each group) of Governments, workers and employers, following the pattern adopted for the I.L.O. Industrial Committees.

Preparation for the First Session

In preparation for the First Session of the Committee, steps were then taken by the Office to assemble the necessary documentation. With regard to the first item on the agenda: "Examination of basic problems common to workers on plantations as a whole", it was realised from the outset that, in view of the large number of countries and territories involved, and of the great diversity of economic, social, demographic and other conditions, it would be necessary to collect as much information as possible on the various aspects of life and work on plantations. The Office therefore drew up a questionnaire, which was despatched to all the countries where plantations exist and to the countries administering territories where plantation agriculture is an important part of the economy.¹ The data supplied by Governments were embodied, together with certain information from other sources, in a report summarising the essential labour problems common to all plantation workers.²

The field covered by the report was a wide one and the Committee was not expected, in its First Session, to do more than consider the problems in a general way and point out the fundamental issues that needed further consideration.

With regard to the second item on the agenda: "Methods for securing within the framework of the I.L.O. consideration of the special problems of plantation workers employed in the different branches", the Office prepared a note describing the structure of the International Labour Organisation, the procedure of the committees, the assignment of work to the committees by the International Labour Conference and Governing Body, and the methods used in following up the conclusions of the Industrial Committees. The note suggested that the experience gained in connection with the Industrial Committees, whose composition and terms of refer-

¹ The questionnaire was sent to 27 Governments: Belgium, Brazil, Burma, Ceylon, Colombia, Costa Rica, Cuba, the Dominican Republic, Ecuador, El Salvador, France, Guatemala, Haiti, India, Liberia, Mexico, the Netherlands, Pakistan, Panama, Peru, the Philippines, Portugal, Thailand, the Union of South Africa, the United Kingdom, the United States and Venezuela. Only sixteen countries sent replies, and some of these were so brief as to make the work of analysis difficult or impossible.

² *Basic Problems of Plantation Labour* (Geneva, 1950). This report has been summarised in *International Labour Review*, Vol. LXII, Nos. 3-4, September-October 1950, pp. 291-9.

ence are analogous to those of the Plantations Committee, would be of particular relevance to the discussion on the procedure to be followed by the Office and the parties concerned (Governments, employers' and workers' organisations) to ensure implementation of the conclusions reached by the Committee in its sessions.

First Meeting of the Committee

The First Session of the I.L.O. Committee on Work on Plantations was held at Bandung (Indonesia) from 4 to 16 December 1950.

In accordance with a decision of the Governing Body, Mr. V. K. R. Menon, representative of the Government of India, acted as Chairman. The other representatives of the Governing Body were Mr. A. Fennema (Netherlands) for the Employers' group, and Mr. Aftab Ali (Pakistan) for the Workers' group. The Committee elected two Vice-Chairmen : Mr. J. A. T. Perera (Ceylon) for the Employers and Mr. de Bock (Belgium) for the Workers. The groups elected their Chairmen as follows : Government group, Mr. Sutiksno (Indonesia); Employers' group, Sir Frederick Jacob Seaford (United Kingdom); Workers' group, Mr. K. P. Tripathi (India). The Secretary-General of the Committee was Mr. Jef Rens, Assistant Director-General of the International Labour Office. The Assistant Secretary-General was Mr. Mukdim Osmay, Chief of the Agricultural Division.

Of the seventeen countries belonging to the Committee, fourteen were represented. The following sent tripartite delegations : Burma, Ceylon, Cuba, France, India, the Netherlands, Pakistan, the Philippines, Portugal and the United Kingdom. Indonesia was represented only by Government delegates, Belgium by Employers' and Workers' delegates, Brazil only by an Employers' delegate, and Liberia only by Government and Workers' delegates. The Dominican Republic and Thailand were not represented, and the United States only sent observers. Viet-Nam also sent observers. A representative of the United Nations was present, and the International Confederation of Free Trade Unions sent an observer.

The Committee appointed a Steering Committee which, in addition to the normal functions, acted as a subcommittee for the second item on the agenda. It also appointed a Subcommittee on Manpower and Employment Conditions and a Subcommittee on Welfare and Industrial Relations for the first item on the agenda.

PLENARY SITTINGS OF THE COMMITTEE

Opening Speeches

The opening speeches by Dr. Mohamed Hatta, Vice-President of the Indonesian Republic, and Mr. Jef Rens, Assistant Director-General of the I.L.O., suggested certain general principles which should guide the work of the Committee. After emphasising the value of holding I.L.O. meetings in different countries so that the

delegates have an opportunity of understanding the working and living conditions of other peoples, Dr. Hatta described the change of attitude towards labour during the past two centuries. Labour was now no longer regarded as a commodity; labour problems were considered from the point of view of social justice; and workers and employers were frequently associated with Governments in promoting more comprehensive legislation. Labour protection should not be regarded as merely a question of limiting hours of work and fixing minimum wages, but should cover the whole sphere of social protection. This aim had inspired new economic theories based upon a policy of full employment, which required planned use of the economic and human resources of the community. The modern undertaking was a social organism and its problems were closely related to the interests of society as a whole; control by society over conditions in the undertaking was therefore not merely desirable, but essential. This control must be exercised not only at the national level but also internationally, for labour problems had become so interwoven with world peace that they could not be examined separately from other world economic and social conditions. Nevertheless, a just solution could only be reached if they were considered first of all from a humanitarian point of view and in the interests of society as a whole.

Mr. Jef Rens referred to the Philadelphia Declaration and to the constant efforts of the Organisation to achieve these aims throughout the world. The I.L.O. believed, as the Vice-President had said, that "labour is not a commodity". It considered that strong workers' organisations, disciplined and democratic, free and independent, were the best means of replacing the conception that labour is a commodity by the principle that labour's function is to meet the individual and collective needs of mankind. The idea behind the International Labour Organisation was essentially humanist: it was a belief in the fundamental equality of all men. That was why we resented poverty and misery wherever they exist and considered them to be an offence to our own dignity as human beings.

In the early years of the Organisation, the main stress was on the needs of industrial workers; but it was now clearly realised that the prosperity of industrial workers depended on the welfare of those who work the land, and that the latter were just as entitled as factory workers to a genuinely decent life. It had also become increasingly clear that the I.L.O., which in its first period concentrated mainly on the social problems of Europe and North America, should deal with the social conditions of workers throughout the world. The establishment of the Plantations Committee was a good illustration of both these tendencies. The speaker hoped that the work of the Committee would contribute to narrowing the gap and removing the excessive differences in social conditions between the industrial workers of Europe and North America and the agricultural workers of Asia and Latin America.

The Minister of Labour of Indonesia, the Chairman of the Committee, and the Employers' and Workers' group representatives of the Governing Body, also delivered speeches emphasising the importance of plantation labour problems and the need for regulation at the international level.

General Discussion

The Committee devoted a number of its first plenary sittings to a general discussion of plantation labour problems. This brought out their nature and complexity from the national and international points of view; and helped the delegates to become acquainted with the situation in the various countries where plantations exist, thus facilitating more detailed consideration of basic problems by the Subcommittees.

The discussion showed that some action had been taken in practically all the countries and territories to regulate the living and working conditions of plantation workers. Mr. Ratnayaka (Government delegate, Ceylon) cited some of the legislation which had been enacted in his country on minimum wages, maternity protection, housing and workmen's compensation. Mr. Kothari (Employers' delegate, India) drew attention to a number of laws relating to plantation labour, enacted by the Indian Government, and to the three sessions of the tripartite Plantation Conference, which had paved the way for closer collaboration between Governments, workers and employers. He also referred to the preparation by the Indian Government of a labour code for plantation labour. Mr. Nair (Workers' delegate, India), while admitting the existence of legislation and interest in plantation labour problems, pointed out that the proposed plantation labour code was not receiving much support from the employers. Mr. Prasad (Government delegate, India), emphasised the keen interest of his Government in ameliorating working and living conditions of workers on plantations, as evidenced by the setting up of the tripartite plantations committee and the preparation of a labour code to deal with plantation labour problems. Mr. Brasseur (Employers' delegate, Belgium) stated that in the Belgian Congo mining labour legislation also applied to agricultural labour, and that much attention was devoted to the health and welfare of workers. Mr. Rangel (Employers' delegate, Portugal) described the labour legislation applying in the Portuguese overseas territories; and stated that employers did not wish to go back to the times when workers were treated as slaves and mere tools, but rather considered them as partners in production. Mr. Rebouillat (Government delegate, France) said that the French Government had been engaged in promoting progressive social policies by means of legislation, and that Parliament was now discussing a labour code covering all workers in non-metropolitan territories, including plantation workers. A number of other speakers also referred to existing legislation in their own countries and to the efforts of their Governments to regulate the living and working conditions of plantation workers.

Some speakers pointed out that, despite the existence of legislation, conditions on plantations were still far from satisfactory. Mr. Mendis (Workers' delegate, Ceylon), for example, said that plantation workers in Asia and Africa were the most exploited of all workers, although some progress was being made in Ceylon. Mr. Lafond (Workers' delegate, France) stated that the working and living conditions of plantation workers were worse than those of any other group and this was so mainly because they were not organised like industrial workers; every effort should be made to remove the inequalities between the agricultural and industrial workers, to increase production, to remove poverty and to do away with the threat of political agitation. Mr. Narayanan (Workers' delegate, United Kingdom), referring to Malaya, believed that the effect of paternalistic legislation—a relic of the colonial period—was to restrict trade union activities, since the employer remained the arbiter of the worker's existence. It was essential that strong trade union activities should be developed to enable workers to bargain with their employers on an equal footing and thus obtain an improvement of their lot. Mr. Ahmed (Workers' delegate, Pakistan) referred to the situation of plantation workers in his country, and spoke of their lack of security of employment and of the obstacles to trade union activities.

Some other speakers quoted examples to show that favourable conditions existed in their countries. Mr. Sainz (Employers' delegate, Cuba) stated that in Cuba legally constituted workers' organisations negotiated collective agreements with employers in accordance with the law. The Constitution of 1940 guaranteed the right to work and to a decent existence, and dealt with wage regulation, social security, hours of work, paid holidays, the right of association, strikes and lockouts, collective bargaining, employment security, housing, and conciliation in labour disputes. Mr. Perera (Employers' delegate, Ceylon) said that plantation workers in Ceylon had better social protection than any other group of workers; they benefited from all general legislation and in addition there was special legislation which applied only to them; statistics proved that their health was better than that of other workers. With regard to trade union action, he stated that, if the employers in Ceylon did not negotiate with some unions, it was because those unions resorted to strikes and violence without any prior attempt at negotiation. Employers were always ready to deal with unions that acted constitutionally and defended the interests of the workers without having purely political objectives.

Mr. Tripathi (Workers' delegate, India) spoke of the negative attitude of certain employers towards workers' unions in India, and insisted that employers should recognise the right of association and that the Government should see to it that workers had meeting places and that access to plantations was free. Mr. de Bock (Workers' delegate, Belgium) stated that, though the conditions of workers in the Belgian Congo had been improved, European trade unionists

were struck by the miserable conditions of workers in Africa and the Far East and were trying to set up organisations able to defend these workers' rights.

Mr. Dubled (Employers' delegate, France) thought that the standard of life of plantation workers in Africa was higher than that of persons living in the neighbouring villages. Mr. Carthigesan (Government delegate, Ceylon) believed that there was a general consensus of opinion that conditions of plantation workers needed improvement; in Ceylon they enjoyed a privileged position, but the Government wished to do even more.

Sir Frederick Seaford (Employers' delegate, United Kingdom) said that, on the whole, plantation workers had better conditions than the workers in adjoining agricultural areas or in the villages, and that employers took considerable interest in the welfare of their workers. New action should not be taken too quickly or prematurely; very careful consideration of the factors involved was necessary if failure was to be avoided. The same principles could not be applied to all tropical countries, owing to wide differences in the degree of economic and social advancement. Mr. Randrianbeloma (Workers' delegate, France) stated that the Workers' delegates had come in a spirit of co-operation, but that if there was to be agreement there must be practical results and quick action with respect to the problems being discussed.

The discussion showed that, while a fair amount of regulation existed and the basic questions which needed regulation had not escaped the attention of the Governments, there were many gaps to be filled; Governments were, however, aware of the need for more action and further measures to protect the rights and freedom of the workers and to improve their conditions.

In the course of the discussion, a number of speakers brought up points which are of special importance to plantation workers. The following may be mentioned by way of illustration.

In relation to recruitment and engagement of labour, Mr. Nair (Workers' delegate, India) said that one of the most important problems in India was that of the *Kangani*. The *Kangani*, a recruiting agent paid on a commission basis, had as his chief source of income the money received as supervisor of his recruits, for which *function* he received 10 to 15 per cent. commission on the workers' total earnings. Employers did not deal with workers directly but through the *Kangani* and it was the latter who in reality determined the living and working conditions of the employees. This situation was undesirable and called for remedy. Mr. Sutiksno (Government delegate, Indonesia) stated that the contract system had been abolished in his country and all engagements were now direct and through the employment service of the Ministry of Labour. Mr. Dubled (Employers' delegate, France) recommended that employers should supply food rations for workers recruited from distant areas; he also emphasised the need for better sanitary conditions in transporting recruits.

One of the questions discussed in detail was that relating to wages. Mr. Sainz (Employers' delegate, Cuba) referred to a Cuban Act of 2 September 1937 concerning the fixing of minimum wages for workers in sugar plantations, and stated that more than 80 per cent. of the total income of planters went towards the payment of wages. Mr. Lanting (Government delegate, Philippines) said that in his country the level of wages in the sugar plantations was lower than in any other industry; this was due to the desire of the planters to recover as rapidly as possible what they had lost during the war. His Government hoped to solve the problem of low wages shortly, and a Bill providing for minimum wages in all industries would be introduced during the next session of the legislature. Mr. Tripathi (Workers' delegate, India) stated that the level of plantation wages was low and workers were obliged to spend at least 75 per cent. of their wages on food. He said that if workers were to be paid according to the economic conditions of the industry, the same criterion should also be applied to management. Mr. Carthigesan (Government delegate, Ceylon) stated that wages in his country were fixed by wage boards, which had been able to preserve industrial peace to a considerable degree. He pointed out that wages depended on a number of factors, including world prices of plantation crops, and requested the Office to undertake a study of the fluctuation in prices of plantation products and its effects upon wages. Mr. Perera (Employers' delegate, Ceylon) said that the earnings of plantation workers in his country were generally higher than the minimum rates fixed, and that the only useful comparison of wages of different workers must be made on the basis of real rather than money wages.

Workers' housing, the provision of facilities for purchase of food, clothing and other necessities, nutrition, health and social services, educational facilities, employment of women and children, etc., were also mentioned in the course of the general debate. Mr. Prasad (Government delegate, India) summed up the general trend of thought by stating that a distinction must be made between short-term and long-term policy. The long-term objective should be the achievement of the standards laid down in the international labour Conventions and Recommendations, but these could not be completely realised in the next few years. Among the immediate objectives in the field of social security, a beginning should be made with programmes relating to employment injuries, maternity protection and provision for old age. Similarly, immediate action was necessary with respect to housing and medical services.

The desirability of close collaboration between Governments, employers and workers was another point stressed during the general discussion. Mr. Bullock (Workers' delegate, United Kingdom) said that what was needed was faith, confidence and mutual respect between Governments, employers and workers, who were partners in production.

It is not possible to summarise here all the views expressed in the course of the discussion. The number of points raised by the

various speakers from the three groups was considerable and some of them were contested by one or more of the groups. But despite differences of opinion and emphasis, the plenary sittings clearly showed that the need for more organised and systematic action in dealing with conditions on plantations was recognised by all parties. The discussions assisted the Subcommittees by bringing out the salient features of plantation labour problems, and by suggesting which problems were the most urgent. All the views expressed in the plenary sittings were taken account of by the Subcommittees, which examined them before presenting draft resolutions to be adopted by the Committee as a whole.

PROCEEDINGS OF SUBCOMMITTEES AND RESOLUTIONS OF COMMITTEE

The terms of reference of the Subcommittee on Manpower and Employment Conditions were labour supply and demand on plantations (recruitment of labour, direct engagement of labour and engagement through employment agencies), and conditions of employment (contract and non-contract labour, regulation of the contract, scope of the contract, and conditions of work such as hours of work, holidays and wages). The terms of reference of the Subcommittee on Welfare and Industrial Relations were welfare, social services, housing on plantations and employer-worker relations; they included sanitation, health measures, education, social security, disciplinary questions and trade union activities.

The discussions in the Subcommittees were not only based on a desire for better conditions on plantations; they took full account of past experience before suggesting suitable methods of improvement. The three groups were, in fact, discussing the problems on common ground, and argument was for the most part limited to the question of how far and how soon conditions could be regulated. This was shown by the unanimous adoption of most of the resolutions submitted to the Committee and by the virtual absence of opposing votes as between employers' and workers' groups.

The following pages contain a summary of the resolutions adopted by the Committee and of the relevant discussions in the Subcommittees.

Recruitment and Engagement of Labour

The discussions of the Subcommittee centred around a number of points connected with the actual functioning of the recruiting system.¹ The Workers' group insisted on the prohibition of recruit-

¹ It was agreed that two principal methods are in use at the present time for supplying the labour requirements of plantations: the voluntary offer of labour either directly to the employer at the place of employment or through employment agencies ("engaged labour"); and the method of "recruiting", defined as "... all operations undertaken with the object of obtaining or supplying the labour of persons who do not spontaneously offer their services at the place of employment or at a public emigration or employment office or at an office conducted by an employers' organisation and supervised by the competent authority". (Article 2 of Recruiting of Indigenous Workers Convention, 1936.)

ment by professional recruiters because of the abuses to which it gives rise. The Employers' group favoured measures to prevent abuses but could not agree to the abolition of the system until adequate substitute machinery had been developed. It appeared from the discussion that the development of labour exchanges might provide the answer; but it was agreed that the question needed further study as it would be difficult to abolish professional recruiters quickly in certain non-metropolitan territories.

The Workers' group further demanded that employees engaged in recruiting should not be allowed to hold supervisory posts on the plantation—a point which was opposed by a number of employers. On the suggestion of the French Government delegate, a compromise was reached to the effect that recruitment by persons engaged or likely to be engaged in the supervision of the workers should only be prohibited when the practice might do harm to the workers.

A number of suggestions by the different groups for improving the system of recruiting were embodied in the resolution.

The Subcommittee also discussed at some length the question of discrimination against foreign recruited workers. The debate centred around the alleged disfranchisement of foreign workers in certain countries. Some Government and Employers' members claimed that the question was a political one, falling outside the competence of the I.L.O. Finally, the Subcommittee agreed to a proposal by Mr. Aftab Ali, Workers' representative on the Governing Body, that the I.L.O. should study the matter from the general point of view of equality of treatment as between workers from abroad and workers who were nationals of the country.

The resolution adopted unanimously by the Committee recommends that, where the system of recruitment is used, Governments should carry out enquiries into the operation of the system, its extent and its effect on the labour market, and, where necessary, enact comprehensive legislation on recruitment (including the transport of recruits) in conformity with the standards embodied in the international labour Conventions and Recommendations. It further recommends that free public employment services should be established to supplement the engagement system, and organised in such a way as to provide for the close co-operation of workers' and employers' organisations. It urges the enactment as rapidly as possible of legislation to abolish recruitment by professional recruiters and to prevent recruitment from being entrusted to persons who perform or are likely to perform the functions of supervisors on plantations, where such a practice might cause harm to workers; and recommends that workers' and employers' organisations should be associated in the formulation and implementation of the legislation.

Finally, the resolution suggests that the Office should undertake a fuller study of the organisation and operation of recruitment in the various countries for consideration at a future session of the

Committee, including the question of equality of treatment between workers from abroad and workers who are nationals of the country.

Regulation of Employment

Contracts of Employment.

The discussion on this point centred on the fact that plantation workers generally have to work away from their homes and that their rights and freedom to change employment are better protected if the terms of the contract are precise. It appeared that unwritten contracts mainly based on custom and tradition are still predominant in certain areas and during certain seasons, though in practice a written contract provided better protection for the respective rights of workers and employers.

In a draft resolution submitted by the French Government delegate there was a clause recommending that the infringements of contracts should no longer give rise to penal sanctions. The United Kingdom Government delegate, while expressing full sympathy with this principle, pointed out that the Penal Sanctions (Indigenous Workers) Convention, 1939, required penal sanctions to be abolished progressively and stated that at the present time the stage of development reached in certain non-metropolitan territories was such that immediate total abolition was not practicable. At the same time he thought there was scope for study of the problem of workers engaged on long contracts but desirous of terminating them before the normal date. This point was discussed by the Subcommittee, and the Workers' representatives laid special emphasis on its bearing on the freedom of the workers and on the general problems of employment in these areas. It was finally agreed that the question should be studied by the Office for consideration at a future session of the Committee.

The resolution, which the Committee adopted by 44 votes to nil with 9 abstentions, recommends that Governments should take steps to enact legislation governing the terms of contracts of employment, to supervise contracts where occupational organisations are not sufficiently developed or collective bargaining is not yet a current practice, to prescribe model contracts which automatically apply to workers in the absence of a written contract, to ensure that infringements of contracts no longer give rise to penal sanctions, and to bring national legislation into harmony with the standards laid down in the international labour Conventions. It proposes that the Office should undertake a study of the circumstances under which contracts of employment may be terminated before their date of expiry.

Conditions of Employment.

Hours of work and holidays. The discussion showed general agreement as to the desirability of statutory limitation of normal working hours on plantations and statutory provision for weekly

rest days. The Workers' group proposed that the weekly rest day should be paid for; the Employers' group did not accept this proposal, but agreed to the insertion in the resolution on wage regulation of a provision to the effect that minimum wages should be sufficient to cover the maintenance of the worker during the weekly day of rest.

The resolution, which the Committee adopted by 54 votes to nil with 4 abstentions, recommends that hours of work on plantations should be governed by legislation, that the normal hours in factories on plantations should not exceed eight a day, that there should be maximum annual and weekly totals for the normal hours of work of field workers, and that overtime rates should be paid for additional hours of work. Children under 14 years of age should not work more than six hours a day and the employment of children under 12 should be prohibited. Night work for women should also be prohibited. The resolution also recommends that rest periods of reasonable length be allowed during the working day; and that holidays with pay and a weekly rest day should be prescribed by law and compulsorily included in contracts and collective agreements. The number of public holidays with pay should be determined by negotiation between the Government and the employers' and workers' organisations.

Minimum wages. In the discussion on this aspect of conditions of employment, the Subcommittee bore in mind the fact that the International Labour Conference in 1950 had reached the conclusion that any Convention adopted should not lay down the method by which the minimum wage should be fixed but be confined to stating general principles to be observed by Governments, and that this matter would be finally decided at the Conference in 1951.

The resolution, which the Committee adopted by 44 votes to nil with 9 abstentions, recommends that measures be taken to fix minimum wage rates by collective agreements, legislation or other methods, with the participation of workers' and employers' representatives in the wage-fixing machinery; that the rates for piece and task work should be such as will yield a wage at least as high as would be given to a worker paid minimum wages on a time basis for similar work¹; and that the wages fixed should provide an adequate standard of living for the worker and his family and cover their needs on the weekly day of rest. It also recommends that workers settled on plantations, who have unexpired contracts of employment and present themselves for work, should be guaranteed a minimum wage 24 days a month throughout the year; and that

¹ At its 114th Session (February 1951), the Governing Body approved the Committee's resolutions and recommended that, when communicating this particular resolution to Governments, the Director-General of the International Labour Office should draw attention to the fact that this proposal was designed to provide minimum security of remuneration for plantation workers paid on piece or task basis and that in industry generally it is the normal practice for piece rates to be such as to enable the piece workers to earn more than the minimum.

wages of casual workers should be fixed so as to reflect the money value of allowances and concessions granted to permanent workers.

It finally proposes that the Office should prepare a full study of wages on plantations for consideration at a future session of the Committee.

Workers' Housing

In the Subcommittee on Welfare and Industrial Relations, speakers on the Workers' side drew attention to the unsatisfactory conditions of workers' housing on plantations as regards space, privacy, security of tenure, and amenities; and suggested that the I.L.O. should endeavour to lay down minimum international standards. Certain Government representatives and Employers' members considered that such international standards could not be laid down on account of wide differences in social, economic and climatic conditions in the different countries, and proposed that these standards should be left to be determined by the competent national authorities.

The Workers' group particularly stressed the need to allow a discharged resident worker reasonable time to vacate the house and proposed that disputes should be settled by a tripartite body. They also insisted that workers living on plantations should be given freedom to entertain friends. The United Kingdom Government member proposed that when workers are discharged the matter concerning vacating the house should be determined by negotiating machinery and that where this procedure breaks down, recourse should be had to the normal procedure of the civil courts.

The importance of providing workers with garden plots and facilities for keeping cattle was emphasised by several members, while others indicated the difficulties in the way of doing so.

The resolution, which the Committee adopted by 51 votes to nil, considers that it is the responsibility of the employer to provide housing for resident workers, and that, notwithstanding local differences which inevitably affect the type of housing which may be prescribed, minimum standards ensuring decent, hygienic and comfortable houses should be established by legislation, regulations or otherwise. The minimum standards should specify the construction materials to be used; the minimum size and lay-out of the accommodation; ventilation and floor and air space; verandah space, and cooking, washing, storage, water supply and sanitary facilities. Each family (husband, wife and one or more children) should be accommodated in a dwelling consisting of at least two rooms; correspondingly larger accommodation should be provided where dependent relatives live with the family; and unaccompanied workers should have one room each in so far as is practicable.

The resolution calls upon Governments to formulate programmes for achieving these standards within a reasonable period. It also recommends the provision of garden plots and facilities for keeping and grazing domestic animals, and the payment of compensation on

the termination of employment. It emphasises that the occupation of a house should not be subject to any restrictions in respect of social relations. When a resident worker is discharged he should be allowed reasonable time to vacate the house, this time being fixed by negotiating machinery or, if this procedure breaks down, by the civil courts.

Finally, the resolution suggests that the Office should investigate the most appropriate means of rendering assistance in the promotion of schemes for cheap house construction for plantation workers.

Supply of Food, Clothing and Other Necessities

The discussion in the Subcommittee showed that the situation of many estates made it necessary for the employers to provide a regular supply of food, clothing and other necessities on plantations, and to set up machinery for purchase and distribution. It also brought out the urgent need to assist workers in establishing their own co-operative stores.

Reference was made to the low standard of nutrition of plantation workers and their families and to the necessity for taking action to raise it. It was, however, felt that more complete information on the subject was required.

The resolution, which the Committee adopted by 53 votes to nil, considers that employers should take steps to ensure that adequate supplies of food, clothing and other necessities are available to plantation workers at fair and reasonable prices and that any stores or services established should not be conducted for profit; and recommends that workers should be given all facilities to organise and operate co-operative stores. Finally, it proposes that the Office should undertake, in collaboration with other specialised agencies and in consultation with the appropriate Governments, an enquiry into the level of nutrition of plantation workers.

Education and Training

The discussions of the Subcommittee showed general agreement as to the need for adequate educational facilities for the children of workers on plantations. On the Workers' side it was pointed out that existing facilities in this respect were far from adequate. On behalf of the employers, it was stated that the fundamental responsibility regarding education rested with the State.

It was also considered that vocational training and adult education should be extended for the benefit of the plantation population. On the Employers' side, it was pointed out that the provision of vocational training for estate children would provide opportunities for them to secure employment outside estates; it was, however, necessary to relate such training to employment opportunities in the countries concerned.

The resolution, which the Committee adopted by 53 votes to nil, calls upon Governments to ensure that adequate school facilities

up to prescribed standards are provided and maintained. Where State education facilities are not available, employers and public authorities should collaborate (financially and otherwise) in establishing schools, deciding teaching programmes and recruiting staff. Vocational training should be promoted by Governments and employers, with due regard to employment opportunities in the country. In addition, anti-illiteracy campaigns and adult education schemes should be extended to plantation workers.

Health and Social Security

In the course of the discussion, information was given on the health and medical facilities available on plantations in various countries and on action proposed by Governments to raise the standard of health and to provide social security. The Workers' representatives emphasised the inadequacy of existing arrangements and the need to evolve comprehensive social security schemes for plantation workers. However, since these could not immediately be realised under existing economic and social conditions in the countries concerned, action should be taken to ensure that workers receive compensation for employment injuries, maternity protection, medical care, sickness allowances, etc. It was stated on the Employers' side that health questions were primarily the responsibility of the State, but that the employers accepted some of the responsibility on account of the geographical location of estates.

The resolution, which the Committee adopted by 51 votes to nil, considers that, where free State medical services are not available, employers should provide adequate medical services free of charge to resident workers and their families, and dispensary facilities for non-resident workers; the standard of adequacy should be prescribed by public authorities. Employers and public authorities should take steps in plantation areas to eradicate or control prevalent endemic diseases. Medicinal foods to counteract nutritional deficiencies should be supplied to workers free of charge or at concession rates, and school children should be supplied with milk and free meals. The resolution also recommends that the legislation on employment injuries and maternity protection should be extended to plantation workers or that such legislation should be enacted as soon as possible. Wherever Government pension schemes do not exist, contributory provident fund schemes should be introduced.

Finally, the resolution proposes that the Office should undertake studies of the health and social security services on plantations, and draft proposals regarding comprehensive social security schemes for a future session of the Committee.

Industrial Relations

The proceedings on this item showed that great importance is attached to freedom of association and the establishment of harmo-

nious relations between workers and employers. Workers' representatives drew attention to restrictions placed by employers and certain Governments on the free organisation and development of trade unionism among plantation workers. On behalf of the Employers, it was pointed out that trade unions on plantations were often influenced by political motives and did not concentrate on purely occupational matters. On the Workers' side, it was recommended that the Freedom of Association and Protection of the Right to Organise Convention, 1948, should be ratified by Governments and applied by employers; that workers' and employers' organisations should be recognised by both sides and machinery be set up for periodical meetings; that hindrances to trade union activities should be removed; and that employers should provide office accommodation on plantations for the use of unions.

The resolution, which the Committee adopted by 41 votes to one with 11 abstentions, recommends that plantation workers should organise themselves into free, independent and democratically controlled trade unions. It calls upon employers to remove existing hindrances in the way of the organisation of such trade unions. Employers should also provide workers with facilities for the conduct of normal trade union activities, including free accommodation, freedom to hold meetings and freedom of entry; and should recognise such unions as bodies competent to negotiate with on all matters affecting their mutual relations. *Bona fide* organisations of workers and of employers should, wherever possible, determine conditions of work and wages on plantations by collective agreements, and set up suitable negotiating machinery for the settlement of disputes and the regulation of their mutual relations. Governments should assist in the development of workers' and employers' organisations, encourage collective bargaining by all means, and endeavour to create conditions which will render possible the ratification of the relevant international labour Convention on the subject.

Labour Inspection

There was general agreement that the setting up of adequate inspection machinery was essential to the enforcement of labour and other legislation applicable to plantations. On the Workers' side it was suggested that the draft resolution should refer to the Labour Inspection Convention, 1947, and to the resolution on labour inspection adopted by the Asian Regional Conference in 1950, so that the principles there laid down might be applied to plantation inspection.

The resolution, which the Committee adopted by 54 votes to nil, recommends the establishment and the maintenance by Governments of a system of inspection adapted to the special needs of the plantation industry.

Employment Conditions of Salaried Staff

A draft resolution concerning employment conditions of junior technical, clerical, medical and educational personnel on plantations was adopted without much discussion.

The resolution, which the Committee adopted by 54 votes to nil, proposes that the Office should make a special study of the living and working conditions of such salaried staff on plantations for consideration at a future session of the Committee.

Procedure for Securing Consideration of the Committee's Conclusions

As stated earlier, the second item of the Committee's agenda (Methods for securing, within the framework of the I.L.O., consideration of the special problems of plantation workers employed in the different branches) was referred to the Steering Committee. The Steering Committee recommended that, since the Organisation already has experience in connection with the work of the Industrial Committees and the Governing Body has reached definite conclusions, the Committee on Work on Plantations should adopt the principles followed by the Industrial Committees.¹ This recommendation was unanimously adopted by the Committee as a whole.

Definition of the Term "Plantation"

The Employers' group submitted a draft resolution concerning the definition of the term "plantation", which was examined by

¹ The procedure followed by the Industrial Committees is as follows :

At its 109th Session (June 1949), the Governing Body, on the recommendation of its Committee on Industrial Committees, decided to suggest to States Members a procedure which might be followed with a view to securing effective consideration for the conclusions of the Industrial Committees. The procedure proposed was as follows :

1. The Office will communicate to the Governments, as soon as possible, the conclusions adopted by the Industrial Committees, together with the observations of the Governing Body regarding these conclusions.

2. In order to secure effective consideration for the resolutions, the Governing Body suggests to the Governments—

(a) that the resolutions of the Industrial Committees be examined by the competent authorities, with a view to determining what action, if any, the Government might take ;

(b) that the Governments communicate the resolutions, through the recognised channels (that is to say, through the national central organisations of employers and workers, where such organisations exist) to employers' and workers' organisations in the industries to which they relate ;

(c) that the organisations be asked by the Governments to give their views with regard to the resolutions and to indicate, where appropriate, what action they propose to take ;

(d) that in the light of these consultations the Governments forward to the Office, nine months before the next session of each Committee, a statement setting out the position in their respective countries on the matters dealt with in the resolutions, including details of any action taken or which it is proposed to take.

3. The Office will bring this information to the notice of the Industrial Committee concerned, at its next session.

the Steering Committee. After an exchange of views, the resolution was withdrawn and the Steering Committee adopted the following proposal made by the Secretary-General :

The International Labour Office, taking account of the desire expressed by the Employers' group regarding the need for a definition of the word "plantation", will take the necessary steps enabling the Committee on Work on Plantations to adopt such a definition at an appropriate time. With this in mind, the Office will consult the Governments concerning the terms of such a definition and will make available to the Governments any memoranda which the groups may submit to the Office on the subject. On the basis of information thus obtained, the Office will be able to prepare a note on this subject for the next session of the Committee on Work on Plantations.

This proposal was unanimously adopted by the Committee as a whole.

CONCLUSIONS

The discussions at the plenary sittings and in the Subcommittees showed that there is considerable similarity between plantation labour problems in the different countries and regions; the problems are similar in essence, though they may differ in details, magnitude and importance in the various countries. When the process is viewed as a whole, it is clear that plantation production gives rise to an economic and social structure not found in other types of agricultural production; plantation labour problems must therefore be considered in another context than that of the rural environment. This does not mean that the production of plantation crops is divorced from agriculture, but only that different methods of organising the factors of production are employed. The supply, proper utilisation and care of the human capital are of paramount importance to production, for without this the whole endeavour is doomed to failure. In most plantation countries and areas the workers not only work on plantations but live there with their families; therefore the undertaking is inevitably concerned both with their working and living conditions. The need of the plantation worker for help starts when he leaves his place of origin and continues to grow as he becomes a permanent part of the production process. Owing to the low level of development in most of the countries where plantations exist, the employer's responsibilities are extensive and constitute a large part of the cost of production.

The nature of plantation cultivation in some areas led employers to make special arrangements for labour supply. The public authorities then intervened to establish certain rules and standards in regard to the working and living conditions of plantation labour. As a result, there is a considerable amount of regulation by law and custom. Continuous adjustments have been made in the regulations

and living conditions by both employers and public authorities under the pressure of changing circumstances and the influence of progress in other parts of the world and in the countries and areas themselves.

Consequently, when the Committee on Work on Plantations met, the subject for its consideration had already been studied and conditions had already been to some extent regulated in the various countries. Its task was therefore to make recommendations capable of practical international application so as to lead to rapid amelioration of conditions in the national spheres.

The Committee's discussions brought out the following points : (1) Although certain principles (such as those laid down in international labour Conventions and Recommendations) could be followed in regulating some labour problems, more information was required before further action could be taken. The question of recruitment, for example, which the Committee discussed at length and on which it made certain recommendations, could not be conclusively discussed until more information was available in each country. Consequently, it was recommended that Governments should carry out enquiries regarding the methods and actual practice of recruitment. Similarly, the questions of wages, nutrition, social security, etc., were referred to the Office for fuller study. (2) On the principles underlying other matters (such as workers' housing, hours of work, holidays with pay, etc.) there was general agreement among Governments, employers and workers, and the Committee was able to recommend certain definite lines of action.

Finally, the work of the Committee constitutes a new venture by the I.L.O. into a field which has remained for a long time outside the scope of international action. It is hoped that, in view of the general desire of Governments to raise standards of living, the awakening of plantation workers to a consciousness of their rights, and the growth of enlightened enterprise, the Committee will be able to carry the spirit of the International Labour Organisation to all parts of the world.

Resolutions adopted by the Committee

I

Resolution concerning Recruitment and Engagement of Labour for Plantations

The I.L.O. Committee on Work on Plantations,
Having been convened for its First Session by the Governing
Body of the International Labour Office,

Having met at Bandung from 4 to 16 December 1950,

Considering that it is of primary importance to plantations
to have a regular supply of suitable labour, since this is a
prerequisite of efficient production ;

Considering that the principal aim of any method used in
obtaining workers for plantations is to adjust labour supply
to demand ;

Considering that a normal flow of labour cannot be
maintained unless the machinery employed is kept under
constant revision, permitting its adaptation to new circum-
stances, and unless the conditions of employment are such
as to attract workers by providing them with satisfactory
conditions of life ;

Recognising that the methods and practices used in
obtaining labour have developed in different ways in the
various regions, as regards both the recruitment of labour
and its engagement either directly by employers or through
employment agencies ;

Recognising that the system of recruitment in some
countries still leaves scope for a number of desirable improve-
ments ; and

Recognising that the method of engagement, where it has
been possible to employ it, has contributed to a better organisa-
tion of the labour market ;

Adopts this fifteenth day of December 1950 the following
resolution :

1. Where the system of recruitment is used, Governments
should make the necessary enquiries into the operation of the
system, its extent and its effects on the labour market.

Steps should be taken where necessary to enact com-
prehensive legislation governing the various recruitment opera-
tions, in conformity with the international standards embodied

in the international labour Conventions and Recommendations concerning recruitment, migration for employment, etc.

The transport of recruited workers and conditions in transit camps should be governed by legislation containing provisions ensuring adequate enforcement.

2. To supplement the system of engagement, either directly by employers or through employment agencies, the authorities should establish free public employment services.

Such employment services should be organised in such a way as to provide for the close co-operation of employers' and workers' organisations.

3. Legislation should be enacted as rapidly as possible to abolish recruitment by professional recruiters and to prohibit any person other than an employee¹ of a plantation or of a group of plantations from recruiting workers.

Recruitment should not be entrusted to a person who performs or is likely to perform the functions of a supervisor on plantations, where such a practice might cause harm to workers.

Employers' and workers' organisations should be associated in the formulation and implementation of such legislation.

4. The Governing Body of the International Labour Office is invited to instruct the Office to undertake a fuller study, based on enquiries made by the Governments concerned, on the methods and organisation of recruitment, and its effective operation, in the various countries, with a view to consideration at a future session of the Committee.

The International Labour Office should also be instructed to include in this study the question of equality of treatment between workers from abroad and workers who are nationals of the country.

II

Resolution concerning the Regulation of Employment on Plantations

The I.L.O. Committee on Work on Plantations,
Having been convened in its First Session by the Governing
Body of the International Labour Office,
Having met in Bandung from 4 to 16 December 1950,
Considering that in most countries plantations are generally
located in distant areas and the workers are required to move
from their place of residence to the place of work ;

¹ This term means a person paid on a time basis, but excludes one paid on a commission basis.

Considering that the worker contracting for a relatively long period is compelled to be absent from his customary place of residence for a long time ;

Considering that the offer of service by a worker and its acceptance by an employer constitute a contract of employment, and that the conditions of the contracts are governed sometimes by law and sometimes only by custom ;

Considering that the rights and freedom of the workers are the better protected, the more precisely the terms of the contract are formulated ;

Considering that it is a desirable aim of policy that workers shall be free to change their employment after giving reasonable notice, which should normally not exceed one month ; and

Recognising that the contract of employment, involving the free engagement of workers for a relatively long period, has undergone a considerable change through action taken by public authorities ;

Recognising that in practice a written contract has provided better protection for the respective rights of workers and employers ; and

Recognising that the practice of engaging workers without a written contract by the day, the week or an indefinite period, or for the completion of a specified task, is still predominant in certain areas and during certain seasons, and that this practice is based mostly on custom and tradition ;

Adopts this fifteenth day of December 1950 the following resolution :

1. The Governments should take steps—

To enact legislation governing the provisions of contracts of employment, such as may provide for suitable regulation of the conditions binding workers and employers.

To supervise contracts where occupational organisations are not sufficiently developed or collective bargaining is not yet a current practice.

To enact legislation containing model contracts, the provisions of which would automatically apply to workers in the absence of a written contract.

To ensure that infringements of contracts of employment should no longer give rise to penal sanctions applied to workers.

To bring national legislation into harmony with the standards laid down in the international labour Conventions.

2. The Governing Body of the International Labour Office is invited to instruct the Office to undertake a study of the circumstances under which contracts of employment on plantations may be terminated before their date of expiry.

III

Resolution concerning Hours of Work, the Weekly Rest and Holidays for Plantation Workers

The I.L.O. Committee on Work on Plantations,
Having been convened in its First Session by the Governing
Body of the International Labour Office,

Having met in Bandung from 4 to 16 December 1950,

Considering that the regulation of hours of work in industry has for many years been the object of various international labour Conventions and Recommendations and has been adopted in many countries where plantations exist ;

Considering that the Permanent Agricultural Committee of the I.L.O. has made recommendations for the adoption of international regulations governing hours of work in agriculture, including plantations ;

Considering that the principle of holidays with pay has been accepted by the International Labour Conference and has been applied in many countries ;

Considering that the extension of holidays with pay in agriculture is to be considered at the forthcoming session of the International Labour Conference with a view to adopting international regulations ;

Recognising that strict adherence to definite hours of work at certain seasons of the year is not practicable on plantations and might interfere with production ;

Recognising that it is nevertheless desirable to regulate the hours of work of plantation workers ; and

Recognising that holidays with pay enable the worker to maintain his standard of living during the period of rest and recuperation which the holidays provide ;

Adopts this fifteenth day of December 1950 the following resolution :

1. Measures should be taken to enact or to extend the application of legislation governing hours of work to plantations.

Normal working hours in the factories on plantations should not exceed eight per day ; for field workers there should be established a maximum annual total number of basic hours of work together with basic weekly limits ; overtime rates should be paid for additional hours of work.

Hours of work for children under fourteen years of age should be regulated with a view to protecting their health and in any case should not be more than six per day.

The employment of children under twelve years of age should be prohibited.

Where the system of work is on a task basis, the size of the daily task should be such as to accord with the foregoing principles.

Night work for women should be prohibited.

2. Rest periods of a reasonable length as required by the nature of the work and the climatic conditions in the different areas should be accorded during the working day.

3. Legislation should be enacted providing plantation workers with annual holidays with pay and a weekly rest. Clauses to this effect should be included in individual and collective contracts.

4. Public holidays, both national and religious, should be determined by negotiation between the Government, the employers' and the workers' organisations concerned, with a view to establishing a uniform number of paid holidays corresponding to the social conditions in each country.

IV

Resolution concerning the Regulation of Wages of Plantation Workers

The I.L.O. Committee on Work on Plantations,
Having been convened in its First Session by the Governing
Body of the International Labour Office,

Having met in Bandung from 4 to 16 December 1950,

Considering that the International Labour Conference,
having at its 33rd Session reached certain conclusions with a view
to adopting a Convention and a Recommendation concerning
minimum wage fixing machinery in agriculture, will take final
action on this matter at its 34th Session to be held in June 1951 ;

Considering that the scope of the proposed Convention and
Recommendation extends to plantation workers ;

Recognising that the intermittent character of employment
in some plantation areas results in irregularity of earnings ; and

Recognising that inadequate wages have undesirable effects

Adopts this fifteenth day of December 1950 the following
resolution :

1. Measures should be taken to fix minimum wage rates, by
collective agreement, legislation or other methods, with the
participation of representatives of employers and workers in
the wage fixing machinery.

2. The rates for piece and task work should be such as will
yield a wage at least as high as would be given to a worker paid
minimum wages on a time basis for similar work.

3. The wages fixed should provide an adequate standard of living for the worker and his family, and should be calculated in such a way as to make allowance for their needs on the weekly day of rest.

4. The workers settled on plantations should, if they present themselves for work, be guaranteed a minimum wage 24 days a month throughout the year, provided the contract has not expired.

5. The wages of casual workers should be so fixed as to reflect the money value of allowances and concessions granted to permanent workers.

6. The Governing Body of the International Labour Office is invited to instruct the Office to make a full study of wages on plantations, with special reference to the systems of wage payment and of wage determination, the levels of wages, the effect of the level of wages on employment and on the workers' standard of living, protection of wages, and other relevant factors, with a view to suggesting methods for stabilising the employment and earnings of plantation workers, to be considered at a forthcoming session of the Committee.

V

Resolution concerning Workers' Housing on Plantations

The I.L.O. Committee on Work on Plantations,

Having been convened by the Governing Body of the International Labour Office,

Having met in its First Session at Bandung from 4 to 16 December 1950,

Noting the fact that the geographical position of many plantations requires the bulk of the workers as well as their families to be resident on the estates ;

Recognising that the standard of the existing housing accommodation on plantations is not always satisfactory and often leads to overcrowding and insanitary conditions, such as frequently result in disease and ill-health ; and

Recognising further that adequate housing conditions contribute greatly towards raising the workers' health and living standards as well as to efficiency in production ;

Adopts this fifteenth day of December 1950 the following resolution :

1. On plantations where circumstances require workers to reside thereon, it is recognised that the responsibility for providing housing for such workers rests on the employer.

2. Various factors, such as climatic and topographical conditions, the availability of suitable building materials, and

the customs and habits of the workers, affect housing conditions and involve differences in the standards appropriate to the conditions obtaining in the various countries (and sometimes in different areas within the same country).

3. Notwithstanding these differences, minimum standards should be established by legislation, regulation or otherwise in order to provide workers with decent, hygienic, comfortable houses.

4. According to local circumstances, such minimum standards should include specifications regarding the following :

- (a) the construction materials to be used ;
- (b) the minimum size of accommodation, its layout, ventilation, and floor and air space ;
- (c) veranda space, cooking, washing, storage, water supply and sanitary facilities.

5. The said minimum standards should also ensure that—

- (a) each family consisting of a husband and wife and one or more children is accommodated in a dwelling consisting of at least two rooms ;
- (b) where other dependent relatives live with the family, correspondingly larger accommodation is provided ;
- (c) as far as practicable, one room each is available to unaccompanied workers.

6. The Governments of the countries concerned should formulate national programmes with the object of achieving the above minimum standards within a reasonable period.

7. Garden plots and facilities for the keeping and grazing of domestic animals should, wherever possible, be made available to resident workers and, in case of termination of employment, adequate compensation for standing crops should be allowed.

8. Whenever a resident worker is discharged, he should be allowed a reasonable time in which to vacate the house, such time being determined by negotiating machinery. Where this procedure breaks down, recourse should be had to the normal procedure of the civil courts.

9. The occupation by the worker of a house on the estate should not be made subject to any restrictions in respect of social relations, including the entertainment of visitors.

10. The Governing Body is invited to instruct the International Labour Office to investigate the most appropriate means of rendering effective assistance in the promotion of schemes for cheap house construction for plantation workers.

VI**Resolution concerning the Supply of Food, Clothing
and Other Necessities and the Nutritional Standards
of Plantation Workers**

The I.L.O. Committee on Work on Plantations,
Having been convened in its First Session by the Governing
Body of the International Labour Office,

Having met in Bandung from 4 to 16 December 1950,

Considering that plantations are in many cases situated at long distances from local markets, and that it is desirable in such cases that adequate arrangements be made for the supply of food, clothing and other necessities for plantation workers ;

Considering that it is in the interests of workers' welfare and efficiency that such commodities be of good quality and be made available at reasonable prices ; and

Considering that the standard of nutrition of plantation workers requires improvement, and that fuller information is needed to serve as a basis for effective action in this regard ;

Adopts this fifteenth day of December 1950 the following resolution :

1. Steps should be taken by the employer to ensure that adequate supplies of food, clothing and other necessities are available to plantation workers.

2. Appropriate action should be taken to ensure that such commodities are made available at fair and reasonable prices, and that any stores established and services operated by the employer are conducted not for the purpose of profit but for the benefit of the workers concerned.

3. The workers should be given all facilities, such as the provision of suitable accommodation and assistance in bulk purchase, to organise co-operative stores on plantations.

4. The Governing Body is invited to instruct the International Labour Office to undertake, in collaboration with the other specialised agencies concerned and in consultation with the appropriate Governments, an enquiry into the state of nutrition of plantation workers.

VII**Resolution concerning the Education and Training
of Plantation Workers**

The I.L.O. Committee on Work on Plantations,
Having been convened in its First Session by the Governing
Body of the International Labour Office,

Having met in Bandung from 4 to 16 December 1950,
 Recognising the fundamental necessity of enabling children on plantations to acquire education similar to that provided by public authorities in other parts of the country concerned ; and

Recognising that education and vocational training are essential means of improving the productivity of workers and their standard of living ;

Adopts this fifteenth day of December 1950 the following resolution :

1. Steps should be taken by Governments to ensure the establishment and maintenance of adequate schooling facilities for children of workers on plantations. Minimum standards in respect of school premises and the character of the education to be provided should be laid down by regulation.

2. Where State facilities for education are not available to children of workers on plantations, employers and public authorities should collaborate—financially and otherwise—in the establishment of schools, the adoption of educational programmes, and the recruitment of teaching staff.

3. Appropriate steps should be taken by Governments in conjunction with employers to promote facilities for vocational training for plantation workers and their children above school-going age ; such training should be organised with due regard to employment opportunities in the country concerned.

4. Anti-illiteracy campaigns and adult education schemes should be extended to plantation workers.

VIII

Resolution concerning Health and Social Security of Plantation Workers

The I.L.O. Committee on Work on Plantations,
 Having been convened in its First Session by the Governing
 Body of the International Labour Office,

Having met in Bandung from 4 to 16 December 1950,

Considering that the health of the workers and the members of their families is an important factor both in their welfare and in the workers' productivity ;

Recognising that employers have shown concern for the improvement of the health of their workers by promoting preventive and curative health services, but that the standard of health among workers leaves room for considerable improvement ;

Recognising, further, that in certain areas plantation workers have the benefit of medical care services and enjoy a certain

degree of social security through provisions for workmen's compensation and maternity protection, and that the extension of social security is essential to the promotion of stability of employment and of a higher standard of living ;

Adopts this fifteenth day of December 1950 the following resolution :

1. Where adequate free State medical services are not available to plantation workers, employers should provide, free of charge, medical services for workers and members of their families resident on the plantation, and dispensary facilities for non-resident workers. Such services should be adequate, having regard to the number of persons involved, and should be operated by a sufficient number of qualified personnel. The standards in respect of such services should be prescribed by the public authorities.

2. Employers and public authorities should take steps in plantation areas to eradicate or control prevalent endemic diseases.

3. In order to improve health conditions on plantations employers should make arrangements as far as possible to provide, free of charge or at concession rates, medicinal foods to counteract such nutritional deficiencies as may exist.

4. Workers' children attending school should be supplied with milk or a free meal.

5. The legislation concerning employment injuries and maternity protection which applies to industrial workers should be extended to plantation workers. Where such legislation does not exist, it should be introduced within the shortest possible time. Every effort should be made to achieve as rapidly as possible the standards laid down in the relevant international labour Conventions.

6. Wherever Government pension fund schemes do not exist, contributory provident fund schemes should be introduced for plantation workers.

7. The Governing Body is invited to instruct the International Labour Office to undertake studies regarding health and social security services on plantations, with a view to formulating proposals for comprehensive social security schemes for plantation workers, to be considered at a future session of the Committee.

IX

Resolution concerning Industrial Relations on Plantations

The I.L.O. Committee on Work on Plantations,
Having been convened in its First Session by the Governing
Body of the International Labour Office,

Having met in Bandung from 4 to 16 December 1950,

Considering that harmonious relations between workers and employers contribute to a better social and economic development of the plantation industry ;

Adopts this fifteenth day of December 1950 the following resolution :

1. Plantation workers should organise themselves into free, independent and democratically controlled trade unions.
2. Employers should remove existing hindrances (if any) in the way of the organisation of such trade unions by workers. They should provide such unions with facilities for the conduct of their normal activities, including free office accommodation, freedom to hold meetings and freedom of entry. Furthermore, employers should recognise such unions as bodies competent to negotiate with them on all matters affecting their mutual relations.
3. *Bona fide* organisations of workers and of employers should, wherever possible, determine conditions of work and wages on plantations by collective agreement. Such organisations should set up suitable negotiating machinery for the settlement of disputes and the regulation of their mutual relations.
4. Governments of countries where plantations exist should assist in the development of organisations of workers and of employers, and encourage collective bargaining by all means. They should also endeavour to create conditions which will render possible the ratification of the relevant international labour Conventions on the subject.

X

Resolution concerning Labour Inspection on Plantations

The I.L.O. Committee on Work on Plantations,

Having been convened in its First Session by the Governing Body of the International Labour Office,

Having met in Bandung from 4 to 16 December 1950,

Considering that the laws and regulations for the protection of plantation workers can be effective only to the extent that they are implemented, and that implementation calls for the establishment of enforcement machinery consisting of a labour inspectorate technically competent and adequately staffed ;

Adopts this fifteenth day of December 1950 the following resolution :

1. A system of inspection adapted to the special needs of the plantation industry should be established and maintained by the Governments of the countries concerned.

2. In establishing inspection services for plantations, due regard should be paid to the principles concerning labour inspection embodied in the relevant regulations adopted by the International Labour Conference and the resolutions of Regional Conferences of the I.L.O. Particular attention should be paid to the powers and responsibilities, status, qualifications and training of inspectors and to the periodicity of inspection.

XI

Resolution concerning Employment Conditions of Plantations Staff

The I.L.O. Committee on Work on Plantations,
Having been convened in its First Session by the Governing
Body of the International Labour Office,
Having met in Bandung from 4 to 16 December 1950,
Considering that the scope of the resolutions at the First
Session of the Committee on Work on Plantations does not
cover the conditions of employment and living of a number of
workers, such as junior technical, clerical, field, medical, and
educational staffs, etc.,

Adopts this fifteenth day of December 1950 the following
resolution :

The Governing Body is invited to instruct the International
Labour Office to make a special study of the conditions of
employment and living of this class of workers for consideration
at a future session of the Committee.
