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LABOUR OFFICE

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EXPERTS ON SOCIAL

IN NON-METROPOLITAN

TERRITORIES

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First Session - London - March 1947

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REPORT OF THE COMMITTEE

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R Smith Requies.

Ms. 101

REPORT OF THE FIRST MEETING OF THE COMMITTEE ON
SOCIAL POLICY IN DEPENDENT TERRITORIES

The Committee met at the Ministry of Labour and National Service in London from 17 to 26 March 1947. 14 sittings were held. Several of the substantive members of the Committee were replaced by substitutes and the Committee was finally composed as follows :

Mr. Guillermo ATILES MOREU,
Administrator, State Insurance Fund of Puerto Rico
(Substitute for Mrs. Maria PINTADA de RAHN).

Mr. Frederic P. BARTLETT,
Division of Dependent Area Affairs, Department
of State, U.S.A.
(Substitute for Mr. Benjamin GERIG).

Mr. N. S. BLOM,
Former Director, Department of Justice,
Netherlands Indies
(Substitute for Dr. P. HONIG).

Professor Chang Heng CHEN,
Delegate to the Chinese National Assembly,
Chairman of the Finance Committee, Legislative
Yuan, Nanking.

Lieut.-Col. Alvaro Eugenio NEVES da FONTOURA,
Former Governor of the Portuguese Colony of Timor,
Professor at the Colonial University of Portugal
(Substitute for Mr. Antonio Vicente FERREIRA)

Father T. McLAUGHLIN,
Superior, Mill Hill Congregation
(Substitute for Monseigneur E. BEAUPIN).

Mr. Paul MONIE,
Chief Labour Inspector, Assistant to the Inspector
General, French Overseas Territories
(Substitute for Mr. M. de COPPET).

Sir Granville ORDE BROWNE,
Labour Adviser, United Kingdom Colonial Office
(Substitute for Sir Wilfrid JACKSON).

Dr. Margaret READ,
Head of the Colonial Department, London
University Institute of Education.

Mr. William van REMOORTEL,
Member of the Belgian Senate.

Mr. Claude William SLARKE,
Senior Urban Areas Inspector, Department of
Native Affairs, Union of South Africa.

Governing Body Representatives :

Miss G. STEMBERG,
Government Representative.

Mr. W. GEMMILL,
Employers' Representative.

Mr. H.W.A.A. MARTENS, Head of the Labour Inspectorate
of the Netherlands Indies, accompanied Dr. Blom.

Dr. Joao de Deus RAMOS, Counsellor at the Portuguese
Embassy in London, attended the Committee's meetings as observer
for the Government of Portugal.

United Nations Observer :

Mr. Wilfrid BENSON,
Director of the Division of Non-Self-Governing
Territories.

Representative of the Director-General of the International
Labour Office :

Mr. David H. BLELLOCH.

Expert of the International Labour Office :

Mr. Pierre de BRIEY.

The Committee elected Miss Stemberg Chairman, and Mr. van Remoortel Reporter.

Sir Guildhaume MYRDDIN-EVANS, Chairman of the Governing Body, welcomed the members of the Committee. Following this, the British Secretary of State for the Colonies, the Right Hon. Arthur CREECH JONES, on behalf of the United Kingdom Government, wished the meeting a successful outcome in its work.

The following were the items on the Agenda of the meeting :

1. Preliminary consideration of the question of migrant labour.
2. Consideration of technical matters arising out of the decisions at the International Labour Conference concerning social policy in non-self-governing territories.
3. Consideration of the future programme of work of the Office in this field.
4. Consideration of the form in which reports to the Office required under the Recommendations on Social Policy in Dependent Territories should be submitted.

First Item on the Agenda : Preliminary Consideration of the Question of Migrant Labour.

The Committee had to give its views on the terms of a Report submitted by the Office on this question. This Report had two aims : providing the Committee with basic information on the problem of migrant labour in Africa and the Western Pacific; and formulating practical proposals designed to give rise to discussion of the conclusions to be adopted. In regard to the first of these aims, the information provided was limited to Africa and the Western Pacific for the following reason. Migrant labour in Africa and the Western Pacific was not perhaps the most important form of migrant labour from the point of view of the number of migrant workers. Nevertheless, labour migration in these areas undoubtedly gave rise to the most serious social consequences as regards the equilibrium of indigenous communities as a whole. In addition, these labour migration systems had characteristics in common which permitted their being analysed as a whole and the framing of common recommendations for their solution of the same kind. Finally, the documentation available in regard to these labour migration systems was easier to collate than that relating to other migrations.

The Office report consisted of four parts. The first part was a description of some examples of migration in Africa along with some statistics which should be primarily regarded as

estimates. The second part, entitled "The General Nature of the Migrant Labour System", was an attempt to describe the characteristics of the different aspects of the migration arrangements surveyed. The third part was a digest of international labour regulations on the subject. The fourth part constituted the conclusion to the report and ended with practical proposals submitted for the observations of the Committee.

It should be noted that, in addition to the Office Report, the members of the Committee had before them a note prepared by Sir Wilfrid Jackson, a note communicated by the Secretariat of the United Nations regarding migrant labour in New Guinea and a study submitted by Mr. de Coppet of migrant labour in French Overseas Territories with certain proposed conclusions.

Attention may be drawn at the outset to certain statements made on questions relating to international labour regulation in general. Mr. Gemmill drew the attention of the Committee to the fact that in certain territories under British administration, such as Nyasaland, the authorities did not permit the Natives to leave the territory unless they were in possession of a duly visaed certificate of identity. The necessity for having such a visa and the differential restriction on its issue resulted in diverting the majority of emigrating Natives towards Southern Rhodesia instead of to the Witwatersrand gold mine where much better conditions were provided for workers. This practice seemed to Mr. Gemmill to be contrary to one of the provisions of the 1930 Recommendation concerning indirect compulsion to labour: "The desirability of avoiding any restrictions on the voluntary flow of labour from one form of employment to another or from one district to another which might have the indirect effect of compelling workers to take employment in particular industries or districts, except where such restrictions are considered necessary in the interest of the population or of the workers concerned."

Other statements of importance resulted from a question about the ratification of the Conventions concerned with the protection of indigenous workers.

The Committee was informed that on 20 February 1947, the Government of Belgium had laid before the House of Representatives a draft Law for the ratification of the Recruiting of Indigenous Workers Convention and the Contracts of Employment (Indigenous Workers) Convention. A report on the draft texts had been unanimously adopted by the Colonial Committee of the House. Approval of the Government's proposal, although delayed by the crisis in the Government, would probably meet with no difficulties. In regard to the draft text relating to the Convention on Penal Sanctions, the Government had undertaken to lay a Bill before Parliament to ratify the Convention, but with a reservation limiting the abolition of such sanctions to workers whose apparent age is less than eighteen.

It was also drawn to the Committee's attention that, at the Montreal Conference, the French Government representative had announced the intention of the French Government to take steps as soon as possible to ratify the three Conventions cited above. This decision had had to be reconsidered in the light of subsequent events, in particular, the adoption of certain legislative

and constitutional changes. The Law of 11 April 1946 and the French Constitution of 13 October 1946 contained provisions and terms which were not in conformity with the terms of the International Conventions concerned. Moreover, the French texts went beyond the provisions of the Conventions.

The essential incompatibility in law between the provisions of the Conventions and those of the French Constitution arose from the fact that the Conventions used the term "indigenous workers" while the Constitution, in Article 80, laid down that all inhabitants of the Overseas Territories had the status of French citizens, with the same rights as nationals of metropolitan France. It was therefore impossible to regard any person living in an area under French jurisdiction as having in law the status of "an indigenous person". It was, however, remarked that this interpretation was based on a personal point of view and not on any official statement.

General Discussion : Opinions of Members of the Committee.

Members of the Committee gave their views on the terms of the report submitted by the Office. Some members considered that distinctions made in the report were too clear-cut and that not enough account was taken of intermediate situations. In particular, the Report went too far in attributing all the evils attendant on migration to the development of industry. In addition to migration, other disintegrating factors played their parts in the changes in the social structure of African societies. Among the factors which could be cited were the extension of education and of means of communication. Undoubtedly, labour migration constituted a social problem of significance and it should not be thought that any system for controlling migration could effectively protect tribal and family life. The labour migration system presented other problems as well : when a labour force was stabilised, arrangements could be made for the establishment of systems of social insurance and old age pensions, but under the migrant labour system, it was the country of origin of the workers which had to bear the cost of sickness and old age.

Even where monetary compensation was provided, this did not provide a complete solution for this problem. The problem of migrant labour had to be fitted into its broad economic and social framework.

Another assessment of the problem of migrant labour emphasised the widespread impact of this arrangement and at the same time the diversity of forms under which it arose. It was widespread because it was to be found everywhere in evidence, even in Europe where one found occasion to speak of the "lure of cities". On the other hand, the forms in which it appeared were very diverse. For example, comparison could not be made on the one hand between migration from one territory to another towards the large mining centres, and, on the other, migration for work on plantations. Stabilisation of the labour force could be

brought about in one case but not in another. Distinctions could also be drawn between differing types of migrant workers : seasonal migrant workers whose movement did not bring about serious social disruption and migrant workers who left their homes for a long period. The latter group could be subdivided into several categories according to whether they moved from an independent state to a dependent territory or from one area to another within the same dependent territory or from a dependent territory to an independent state. The solutions which might be offered for these different problems should obviously vary according to the category in which they were classified.

The attention of the Committee was further drawn to three principles of a general character which should be the framework for policies applicable to migrant labour systems. The first of these principles was the determination of the line of action to be followed in regard to each concrete case, each migratory movement being considered separately. The second principle was emphasis on the need for investigating fully and objectively the true causes of the system under consideration and action needed to be directed towards the cause, of which migration was a result.

The third principle emphasised that the core of the problem was its human character. Migration affected human beings living in society and the attitude to be adopted in regard to this phenomenon had to be framed in terms of the social improvement or the human degradation to which migration gave rise.

The individual and separate character of each migration movement was particularly emphasised in one intervention which pointed out that a policy for stabilisation would, if made general, meet considerable obstacles. For workers in the Witwatersrand goldfields in particular, attempts at stabilisation would be hampered by the following circumstances :

Difficulties due to distance and related geographical problems;

Difficulties arising from the risk of silicosis inherent in work in the mines. This difficulty was serious because the Native worker was more vulnerable than others to its effects. It was therefore absolutely necessary for him to have a period of rest after each period of service in the mines;

Economic difficulties which made it necessary to limit net costs if the mining industry were to remain in existence.

The importance of establishing close collaboration between the Committee and other organisations with similar aims was emphasised several times. Reference was made in particular to the responsibilities assumed by the United Nations and U.N.E.S.C.O. in the same field. The detailed proposals of the

Committee on this subject are given further on, but it may be noted here that within the International Labour Office it would be useful to establish and maintain continued collaboration with the Permanent Committee on Migration in view of the fact that the migration problem is essentially the same everywhere.

Information was provided the Committee in regard to migrant labour in the Union of South Africa and the measures taken by the Government of that country to remedy its defects. Serious difficulties had arisen because a large number of Natives, attracted by high wage-rates, had gone to live close to the industrial centres and, not being affected by any arrangements for compulsory repatriation, had remained there. As a result, a serious housing problem had arisen. The Government had had to make arrangements for temporary settlements while intensifying its housing programme. Other measures had to be taken in regard to the Native Reserves where unsuitable cultivation methods and over-stocking gave rise to difficulties of another kind.

The Government was taking steps to locate workers near the industrial centres and to establish new industries near Native settlements. The attention of the Committee was drawn to the importance of an enquiry undertaken by a Government Commission appointed to study these problems.

Finally, information was provided on labour migration in the Netherlands Indies. There had been on the one hand migration from Java to the Outer Provinces (particularly Sumatra) and on the other hand migration from Java to New Caledonia, Malaya, etc. In these cases, there had been no family or social disruption. The area of origin was over-populated. Migration had in fact been migration for settlement, although the worker had been given the right to repatriation. After some time, the worker came into possession of land and a house. The wife and children of the worker were normally permitted to accompany him. Migration of this kind was clearly of a different character from that described in the Office Report.

After these interventions, the general discussion was terminated and the Committee began examining the Office Report in detail.

The first part of the Report (Description of Some African Migrations) and the second part (The General Nature of the Migrant Labour System) did not give rise to any detailed discussion and were adopted. The third part (International Labour Regulations) led to discussion to which reference is made at the beginning of this report. This part was then adopted by the Committee.

The fourth part, comprising the Conclusions to the Report, was then considered. At the beginning of this fourth part, the Report proposed that some members of the Committee might consider it useful to offer a general assessment of the migrant labour system considered as a whole. Effect was given to this proposal. The statements which were made are reproduced below.

The representative of the Employer's group of the Governing Body said that while the uncontrolled emigration of male Africans without any obligation to return to their homes is disruptive to family and tribal life and so tends to break up the indigenous communities, the controlled migrant system evolved by the Witwatersrand Gold Mines had been found by experience to have no such ill effects. Under it, the Natives are engaged subject to a mutually agreed condition that they must return to their homes at the end of a stipulated period. This is the system under which all Tropical Natives and Portuguese Natives are engaged for the Witwatersrand Gold Mines. The original term of contract is one year, which may be extended by agreement to a total maximum period of 18 months on the completion of which the employee is repatriated to his place of engagement (the corresponding International Labour Office maximum period is two years). This system has the approval of the Portuguese Government and the British Colonial Office Governments of Northern Rhodesia and Nyasaland. With repatriation after a comparatively short period of employment, tribal and family life in the Native areas is preserved; while the educative influence of the men on return to their home villages is an important factor in the progress of these areas.

Under this system, Mr. Gemmill added, the Native concerned establishes and maintains his home in his own country, amongst his own people in what to him are usually desirable and pleasant climatic and agricultural conditions. He need only be absent from his home for a small part of his lifetime and (remembering that 45 per cent. of the mine workers are single men) for a still smaller part of his married lifetime. He spontaneously offers himself for employment when it suits him, he is transported from his home to the Witwatersrand in circumstances that conform in every respect to the requirements of the International Labour Office and he is employed on the mines under excellent conditions, with a death rate from disease amongst Tropical Natives of only 4.28 per thousand per annum. He returns home with cash, including deferred pay, averaging about £15 per head per period as well as with an assortment of useful articles, mainly clothing, and his physical condition has improved during his sojourn on the mine (the average increase in the weight of Nyasaland Natives is 6.4 lbs., viz. from 129.4 lbs. on arrival on the mines to 135.8 lbs. on repatriation).

This is a life far superior to that of the peasants in many European countries and one that might well be envied by them.

The system when supplemented by agreed arrangements for the deferment of a portion of the wages to be paid to the employer on his return home and compulsory remittances to families (both of which apply to Portuguese and Tropical Natives employed on the gold mines) is one exceedingly well suited to the circumstances of the African Native.

Another member expressed the view that the system of migrant labour could not be condemned absolutely since in some cases it might be necessary. Nevertheless, the evils resulting

from this labour system were evident. Authorities such as Lord Hailey (An African Survey, p. 699) had described the social evils which resulted from the abandonment of their families by a large number of adult males and the problems raised by the creation of large industrial centres whose populations found themselves no longer under traditional tribal control.

Families were disrupted and women left in material distress and exposed to immorality. Workers employed in the large centres received no aid for their moral welfare. There was a lowering of the birth-rate in the villages of origin of the migrant worker, a condition which arose not merely because of the absence of the males, but also as a result of the spreading of venereal diseases and of tuberculosis.

Governments on the one hand and industrial enterprises on the other should take steps to mitigate the unfortunate results of the migrant labour system. The civilisation of Africa and the establishment of an organised and stable society were possible only if the worker was kept within the framework of his social group.

The development of tribal life was necessary to counter-balance the attraction of urban life, but this development was hampered by the migration of young workers. It was only this class, educated and well directed, which could ensure the evolution of family life and a balanced system of property and labour. The young worker, therefore, must stay in his native country, and to this end the control of recruitment, and in some cases its prohibition, would be necessary. In addition, positive means should be used by Governments to attract people to remain at home to prevent great areas of Africa from becoming depopulated. The Committee should express its desire to see the Native protected so that an African civilisation might grow up which would be of great benefit to the community.

One member of the Committee thought that the truth should be sought between the two contradictory opinions which had just been expressed. While it was certain that migratory movements had very serious consequences, it might on the other hand be argued that the controlled system of migrations was a lesser evil, and that the sole cause of this evil was the bad distribution of labour and population over the earth. It was a fact which must be taken into account and accepted. The only problem was to find a solution to mitigate its consequences.

Another member said that if in fact the migrant labour system resulted in the undermining of the family and social life of the population, this consideration was enough to condemn the system. He added that certain figures for wages which had been mentioned seemed disturbing. These figures were very low in comparison with those for wages in more developed countries, and with the value of the metals extracted from the mines. It did not necessarily follow that the employers obtained exorbitant profits, for taxes were probably calculated in proportion, but the Natives should be able to have increased benefit from the undertakings which they helped to exploit.

On this question of the wages paid to workers in the mines, another member pointed out that high wages frequently resulted in encouraging the Native to cease work, as the indigenous worker only wanted a certain amount of money for definite objects, and had no other needs to satisfy.

The Committee decided after hearing these statements to adopt the general principles of social policy concerning migration described by Mr. de Coppet in his note submitted to the Committee. (The text is appended at the end of the concrete Conclusions adopted by the Committee).

The Committee then passed to the consideration of the detailed conclusions of the Office report, considering at the same time the practical measures of the same nature put forward in Mr. de Coppet's note. It was also decided that Sir Wilfrid Jackson's report on migrant labour, the value of which was recognised by the Committee, should also form a basis for the Committee's work. The measures proposed in this report were in complete accord with those recommended in the other two reports.

It was pointed out that Sir Wilfrid Jackson's note (see Annexe) contained the following passage :

"This is the justification for imposing on immature and unsophisticated peoples limitations and restrictions in the way of migration to urban areas which would be regarded as unjustifiable and intolerable in the case of a more mature people."

This passage might appear to contravene the principle of non-discrimination expressed in international labour legislation. It was pointed out, however, that this passage had to be interpreted in the light of another passage in the same note, a little farther on, where Sir Wilfrid Jackson states :

"It is not of course suggested that there should be anything approaching a prohibition of movement to urban centres. This is obviously entirely impracticable and undesirable; but only that some measure of regulation of movement is justified."

If the measures envisaged by Sir Wilfrid Jackson were designed merely to maintain order and protect the workers' health in their own interests, the principle of non-discrimination was not affected.

Text of Conclusions Adopted by the Committee

General Principles (Text submitted by Mr. de Coppet).

In considering migration, any evaluation and any plan of action formulated on an a priori basis must necessarily be unsound and result in failure. They could never be evolved in general terms, covering migratory movements as a whole, but only for the specific case of one particular movement. That is the first principle to be stated.

The second is the need to examine, objectively and fully, the causes of the movement established. Understanding and action cannot be brought to bear effectively on migration itself, which is merely an effect, but only on its true causes. These may range from biological tendencies, which activate every creature, to mental aspirations on a very wide scale, - economic, political, spiritual attractions or repulsions, etc.

The third principle : the need to emphasise, in the process of study or solution, the core of the problem, which is its human aspect. Every social problem has financial, economic, and political aspects, one of which may be the best-known or seem the most important. But it should never be forgotten that the problem is one concerning human beings, living in social groups, and that the other aspects are only superficial facets of this essential and living reality, and should be so considered.

Only in the sphere clearly delimited by these three principles should the methods of action be sought and prescribed which, as has been made evident, may be for the cases under consideration similar or different, even opposed to each other.

The insertion of this text in the
Report was approved by the Commission.

General Statement of Principles on the Migrant Labour System

(Text submitted by Mr. Bartlett)

The following statement of principles concerns temporary migration as distinct from permanent migration for settlement or colonisation, which latter should be further considered by this Committee in co-operation with the Permanent Committee on Migration. It is not conceived in terms of any one area or migratory problem but is suggested for general application. Under these conditions :

Migration of workers in so far as such migrations disrupt family and social life in either the communities from which the workers come or in these to which they migrate is held in principle

to be undesirable. Economic benefit to the workers, their families, or their communities may for the time being justify such migration, but ultimately disruptive labour migration should be replaced by a more stable social form of economy. The detailed principles in paragraphs I and II below are suggested as improvements on existing conditions rather than cures for the underlying cause of disruptive labour migration, the remedies for which are proposed in paragraphs III, IV and V below.

The insertion of this text in the Report, with a few amendments proposed by Mr. Gemmill, was approved by the Committee.

Practical Measures to be Adopted

It should be noted here that the Office had made certain suggestions for the solution, or rather the amelioration of the problems raised by migrant labour. The Committee decided to propose some amendments to these suggestions. To make the points of difference between the two texts clearer, the original text proposed by the Office has been put parallel with the text, the adoption of which has been recommended by the Committee.

Original Text submitted by the Office.

1. In regions where economic conditions necessitate the employment of male workers at a distance from their homes, it is important that all practical measures shall be taken by the administrations and by the employers to maintain contact between the workers and their families. Among the measures to be recommended are :

- (a) that the length of any contract of employment should be limited and the workers be required to return home at the expiry of their contracts;

Text recommended for adoption by the Committee.

I. Measures Designed to Protect the Migrant Worker.

In regions where economic conditions necessitate the employment of male workers without their families at a distance from their homes, it is important that all practical measures shall be taken by the administrations and by the employers to maintain contact between the workers and their families. To this end such measures should be taken as :

The addition of the words "without their families" was recommended by the Committee on the proposal of Mr. Gemmill in order to clarify the text.

- (b) that the workers' journeys to and from employment should be facilitated;
- (c) that provision should be made for holidays enabling the workers to visit their homes if their contracts exceed one year;
- (d) that system of deferred pay and family remittances should be established and popularised;
- (e) that visits should be organised to the places of employment by tribal leaders;
- (f) that at the place of employment welfare officers should be appointed who are conversant with the languages and customs of the workers, and
- (g) that appropriate steps should be taken to support rural betterment institutions in the areas from which the workers come by contributions from the economic gains of the areas of employment;
- (h) in the case of male workers who are separated from their families, remuneration should be considered unreasonably low unless the combined income of the worker from wages and from rural production is sufficient to provide him and his family with a proper livelihood both during employment and during a reasonable period of stay in the rural areas in the intervals between employment.

(a) The terms of contract of employment of migrant workers should conform to the provisions of the existing International Labour Conventions and should be supervised by an official of the Labour Supervision Service, where such a Service exists.

The Committee had considered the adoption of a paragraph on the execution of a contract, written whenever possible, and controlled by the Labour Supervision Service. It was thereupon pointed out that the Convention on Contracts of Employment (Indigenous Workers), 1939, provides in Article 3 that "all contracts to which the present Convention applies shall be made in writing" when it

(a) is made for a period of or exceeding six months, or for a number of working days equivalent to six months; or

(b) stipulates conditions of employment which differ materially from those customary in the district of employment for similar work.

The Convention provides, in Article 6, that "Every contract shall be presented for attestation to a public officer duly accredited for the purpose.

Mr. Blom then suggested the insertion of a reference to the existing Conventions and Mr. Bartlett suggested that endorsement by a labour inspector should be provided for.

(b) The length of any contract of employment should be limited according to Article 4 of the proposed Convention Concerning the Maximum Length of Contracts of Employment; the workers should be required to return home at the expiry of their contracts.

On the proposal of Mr. Bartlett, the Committee suggested that the text on the limitation of the length of contracts should refer to Article 4 of the Proposed Convention Concerning the Maximum Length of Contracts of Employment.

(c) In the case of male workers separated from their families, remuneration should be considered unreasonably low unless the combined income of the worker from wages and from rural production is sufficient to provide him and his family with a proper livelihood both during employment and during a reasonable period of stay in the rural areas in the intervals between employment.

(The Office text was unchanged - sub-paragraph (h)).

(d) The workers should be assured of adequate food and suitable accommodation.

(This text reproduces the substance of sub-paragraph (c), paragraph A of Mr. de Coppet's note).

(e) The workers' journeys to and from employment should be facilitated by mechanical means and the organisation of rest camps along the route for the workers' lodging.

Migrant workers engaged on contract should have assured transportation at the outset and on the termination of the contract.

(The above text is the result of the combination of the text submitted by Mr. de Coppet (section A, paragraphs (d) and (e) and of the Office text).

(f) Provision should be made to enable the workers to visit their homes if their contracts exceed one year. According to the Paris Recommendation, 1945, the annual leave with pay may be replaced by leave calculated on the same basis for a longer period of employment.

(The reference to the Paris Recommendation in the above text was made on the suggestion of Mr. Bartlett).

(g) Conditions of work in the area of employment should be made the subject of an agreement between the local authorities and the authorities in the workers' area of origin in accordance with the provisions of Article 24, paragraph 2, of the Recruiting of Indigenous Workers Convention, 1936.

(This text was prepared as a result of suggestions made by Mr. Atilès Moreu, Mr. Gemmill and Mr. Bartlett).

(h) Among the measures necessary to safeguard the workers' health, provision should be made for medical examination before departure for employment, a period of acclimatisation at the outset of employment, and a second medical examination before the workers' return home.

(This text includes the substance of sub-paragraph (f) (paragraph A of Mr. de Coppet's note) as well as proposals made by Mr. Gemmill and Mr. van Remoortel adopted by the Committee).

(i) Systems of the transfer of savings and of compulsory remittances to families to be established and expanded.

(The word "saving" has been retained, following a statement by Mr. Monié, who explained that the worker frequently accepted unwillingly the system of compulsory savings represented by deferred pay. The suggestion of compulsory remittances was supported by Mr. Gemmill, who pointed out the necessity of having families benefit by the earnings of workers).

(j) Visits should be organised to the places of employment by tribal leaders.

(The Office text was unchanged - sub-paragraph (e)).

(k) At the place of employment, welfare officers should be appointed who are conversant with the languages and customs of the workers.

(The Office text was unchanged - sub-paragraph (f)).

(l) Exchange of correspondence between workers and their place of origin should be ensured. Facilities should be provided to enable workers to satisfy their legitimate intellectual, moral and religious aspirations. Provision should be made for leisure time activities for the workers.

(This text includes the substance of sub-paragraph (h) of paragraph A of Mr. de Coppet's note as well as suggestions made by Father McLaughlin and adopted by the Committee).

(m) The establishment of free public employment agencies should be promoted.

(This text covers sub-paragraph (i) of paragraph A of Mr. de Coppet's note).

II. Measures Designed to Protect the Migrant Worker's Social Unit in the Area of Employment.

2. In regions where economic conditions make it possible for the families of workers to accompany the workers to areas of employment, even though there is no prospect of their permanent settlement, such family migration should be encouraged as soon as suitable arrangements have been made for the continuance of normal family life.

Wherever economic and other conditions make it possible for the families of workers to accompany the workers to the area of employment, even though there is no prospect of their permanent settlement, such family migration should be encouraged according to Articles 9 and 11 of the draft Convention on Social Policy in Non-Metropolitan Territories. Arrangements should

These arrangements should include the provision of suitable housing and gardens, of education for the children, of medical care, and of proper nutrition.

Wherever practicable, local community councils should be established by which the workers may take an effective share in the organisation of the social services which have been created for their use.

be made for the continuance of normal family life. To this end such measures should be taken as :

(The reference made in this text to the draft Convention was proposed by Mr. Bartlett and adopted by the Committee).

(a) These arrangements should include the provision of suitable housing, facilities for the education of children, medical care, proper nutrition and gardens where possible.

(b) Wherever possible, workers should be located in settlements around employment centres in such a way as to allow them to have cultivable land at their disposal so that they should not depend exclusively on industry for their means of existence.

(This text was proposed by Mr. van Remoortel).

(c) Wherever practicable, local community councils should be established by which the workers may take an effective share in local administration and in particular in the organisation of the social services which have been created for their use.

III. Measures Designed to Limit Labour Migration and Man-power Wastage.

3. Nevertheless, although it may be necessary in certain cases to employ male workers separated from their families and although in other cases the prospects are unfavourable for the permanent settlement of workers and their families near the place of employment, it should

Although it is at present necessary in certain cases to employ male workers separated from their families and although in other cases the prospects are unfavourable for the permanent settlement of workers and their families near the place of employment, it should be an aim of policy, wherever appropriate,

be an aim of policy wherever practicable to replace the employment of migrant labour by stabilised labour. To this end, such measures should be taken as :

- (a) the planning of new economic enterprises within convenient distances of areas of labour abundance;
- (b) the resettlement of populations near centres of employment;
- (c) the organisation of economic enterprises so as to make the best possible use of existing local labour resources;
- (d) the introduction of labour-saving devices and the training and appointment of workers to operate these devices;
- (e) the development in rural areas of improved agricultural production;
- (f) the development in rural areas of local industries to supplement agricultural production.

to replace the employment of migrant labour by stabilised labour. To this end, such measures should be taken as :

(The proposal of Mr. Gemmill to replace the words "may be" in the first line with the word "is" and that of Father McLaughlin to insert the words "at present" were adopted).

- (a) the planning of new economic enterprises within convenient distances of areas of labour abundance;

(The Office text was unchanged - sub-paragraph (a)).

- (b) the organisation of economic enterprises so as to make the best possible use of existing local labour resources;

(The Office text was unchanged - sub-paragraph (c)).

- (c) the introduction of labour saving devices and the training and appointment of workers to operate these devices.

(The Office text was unchanged - sub-paragraph (d)).

IV. Measures Designed to Stabilise Workers in Their Area of Origin.

In order to give workers more opportunities for economic and social advance in their district of origin, steps should be taken to make conditions in their towns and villages much more attractive and profitable, so as to counteract the attraction of urban or industrial centres. To this end such measures should be taken as :

(This text was proposed by the Office in the course of the discussion, amended by Dr. Read, and adopted by the Committee).

(a) decreasing the extent of labour duties in areas where such duties exist and in so far as they are permitted by the Forced Labour Convention, a requirement which becomes a more serious burden in rural areas when the inhabitants best fitted for such work have gone to employment centres;

(This text was proposed by Mr. van Remoortel and adopted by the Committee).

(b) providing the inhabitants in rural areas with the opportunity of engaging in activity of a genuinely lucrative character, by the planting of valuable crops, stock raising and the growing of food on scientific principles, through such methods as the improvement of agricultural production by irrigation works and the use of fertilisers as well as better cultivation practices, and soil conservation work;

(This text resulted from the combination of a text proposed by Mr. van Remoortel and the text of Mr. de Coppet. It was adopted by the Committee).

(c) giving encouragement to producers' co-operatives, marketing co-operatives and distributive co-operatives, as well as to undertakings designed to supply satisfactory markets for the products of the area;

(This text was proposed by Mr. van Remoortel with the

addition of a proposal by Dr. Read. It was adopted by the Committee).

(d) improving living conditions for the inhabitants by the provision of facilities for education and public health, by the creation of numbers of model villages and by the provision of roads and means of communication, of consumers' co-operatives, and of facilities for the employment of spare time;

(The original sub-paragraph (d) relating to the establishment of local industries was deleted as duplicating sub-paragraph (a) of paragraph 3. The present sub-paragraph (d) was suggested by Mr. van Remoortel with certain additions by Mr. Bartlett and approved by the Committee).

(e) bringing about greater elasticity in local systems of land tenure so as to allow the occupier to obtain a direct and individual return from his labour, in accordance with the provisions of Article 13, paragraph (c) of the Proposed Convention on Social Policy in Dependent Territories.

(The reference to Article 13 of the Proposed Convention on Social Policy in Dependent Territories was suggested by Mr. Bartlett, and adopted by the Committee).

(f) making available or arranging for the retention of cultivable land for the local communities for the purpose of supplying their requirements in respect of food;

(This text was adopted on the proposal of Mr. Slarke and Mr. van Remoortel.

(g) appropriate steps should be taken to support rural betterment institutions in the areas from which the workers come by contributions from the economic gains of the areas of employment.

(The word "bénéfices" was substituted for the word "gains" in the French text of the Report, following a statement by Mr. Monié).

V. Measures Designed to Stabilise Workers at the Place of Employment.

In order so far as possible to maintain the economic and social structure of the communities, it would in certain cases be desirable to encourage the re-settlement of populations near centres of employment, in such a way as to take into account both the requirements of the population of the workers' place of origin and the necessities of their work.

(The word "encourage" was substituted for the word "permit" on the suggestion of Mr. Bartlett and with the approval of the Committee).

Collection Number: AD1715

SOUTH AFRICAN INSTITUTE OF RACE RELATIONS (SAIRR), 1892-1974

PUBLISHER:

Collection Funder:- Atlantic Philanthropies Foundation

Publisher:- Historical Papers Research Archive

Location:- Johannesburg

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