

FINAL REPORT

Inter-American Tripartite Seminar on Training, Productivity and Decent Work

Background

A dialogue about the various central concerns of the realm of labour has always been a main area of work for the ILO. This event was devoted to dialogue and discussion, on this occasion about occupational training in the region.

There were several reasons that justify an event of this nature.

- The transformations that have occurred in the financing of vocational training, as well as in the roles and responsibilities of various actors in the design, management and application of training programmes.
- The emergence of new alliances and forms of collaboration among institutions and social agents in the region.
- Participation of trade unions in the development of vocational training and in the implementation of employment, income generation and education policies, as well as private initiatives in the design, management and application of vocational training.
- Participation of labour and education ministries and local communities in training.
- Renewed importance of tripartite management in training, and advent of new funding arrangements and mechanisms.
- Recognition of competency based qualification standards and creation of national certifications systems.

The Seminar afforded an opportunity to share ideas, experiences and facts to build up a new recommendation on the training of human resources, and to pave the road for the discussions that will take place in the next International Labour Conference in 2003.

It was also a good setting for bringing together the experiences of governments and social actors, researchers and professionals, for the exchange of national and

international views on promoting the development of knowledge and abilities in order to achieve higher levels of performance and offer men and women better opportunities of decent work.

Objectives

Exchanging and disseminating national, regional and international experiences about reforms in training policies that may promote greater investment in learning, the recognition of competencies and development of training frameworks in a context of improved productivity and decent work.

A concern with the new forms of institutional organization of training, the growth of investments in that field and the development of clear-cut mechanisms for recognising competencies led to work on three main subject areas: i) innovation policies and reforms promoting the development of knowledge and skills in the labour force; ii) national and regional systems for the recognition and certification of abilities and qualification frameworks; and iii) policies and mechanisms promoting greater investments in knowledge and skills, training in enterprises and the respective roles of different actors in the process.

Seminar structure

The Seminar included technical sessions on each one of the subject areas. The topics for each session were planned by ILO officials and experts who prepared documents and presentations. The tripartite representatives then gathered in working groups for in-depth discussions of them, and submitted their conclusions to the plenary.

The working groups were organised into three sub-regions. The first one, English-speaking Caribbean, was made up by Jamaica, Barbados and Trinidad & Tobago and was later joined by Canada. The second one, South America, included Argentina, Brazil, Chile, Colombia, Paraguay, Peru and Uruguay. The third one, Central America, gathered El Salvador, Guatemala, Honduras together with Panama and Mexico.

The social actors represented in each group prepared presentations on the basis of a number of questions that had been distributed to them as debate guidelines. A member elected by each group submitted their respective conclusions and recommendations.

This methodology optimised participation by all the social agents attending the event.

Participants

The meeting was attended by high government officials and representatives of employers' and workers' organizations, all of them with responsibilities in the management of training institutes, ministerial departments, and employers' and workers' organizations involved in the development of human resources.

There was a total of 61 representatives from 18 different countries of the region, and more than 20 local and international observers.

REVIEW OF THE MAIN IDEAS UNDER DISCUSSION

Session 1: Innovative policies and reforms in the management of vocational training for the development of worker's competencies

Several experiences by the countries in Latin America and the Caribbean were presented as examples of adapting the policies, forms of organization and management of vocational training to the rapidly changing economic and social situation in the region.

Based on such experiences it was found that, unlike previous years, there is no single model of vocational training organization and management in the region. While national or sector institutions are still fundamental agents in several countries, new management schemes have emerged basically as a result of a more active and direct action by the Labour Ministries.

In some countries the national institution model, tripartite or managed by employer organizations, funded with specific taxes on company payrolls, continues to be the prevailing institutional arrangement. In other countries, the management of policies in this field is basically the responsibility of the Labour Ministry which, in some cases, relies on participation of social partners in management. Lastly, there are also countries where both organization models coexist, albeit with different rationales.

Nevertheless, the transformation of training does not end there. In general, the region is found to have at least two more trends: the increase in supply of private training; and greater participation of employers' and workers' organizations in this field.

Beyond the diversity of organizational arrangements and management schemes for vocational training, the actors involved in every country are dealing with a series of common challenges:

- To overcome the historic constraint of a significant proportion of the population not having achieved an acceptable minimum level of basic learning which hinders the development of general and specific competencies.
- To achieve further and better coordination between vocational training, and all other forms of learning, in order to provide people with lifelong learning/training opportunities.
- To update and adapt vocational training systems and policies to the changes in the labour market, society and new technologies.
- To enhance the contribution of vocational training to productive and labour market policies, as well as to all policies that promote social integration and cohesion.

With respect to the first objective, it was noted that it is necessary to increase public investment in basic learning, and to adjust methodologies and intervention strategies.

Coordination between the systems of vocational training and general education is increasingly viewed as an urgent need. There are several examples of mechanisms which improve coordination and facilitate linkages between different systems of learning and training.

Different alternatives are being tested to reform and update vocational training systems. One alternative is to focus on productive sectors, supply chains and social groups requiring special qualifications. Another is the diversification of institutional actions towards developing several technological services. The participation of the social partners in management and social dialogue on training is increasingly instrumental in policies and institutions which reflect the requirements of a changing social and economic order.

Moreover, the contribution of vocational training to active labour market and income generation policies can be strengthened by having social dialogue at national, local and sector levels.

Session 2: Investment in vocational training: the role of the social players

The national experiences and cases throughout the seminar reveal diversification in the forms of funding vocational training compared to past practices.

Although the traditional forms such as quasi-fiscal taxation and budgetary allocations continue, new alternatives have emerged. These include tax exemption systems, public funds collected from contributions by companies and employees and managed by tripartite entities. Other combinations include strategic alliances between various actors and agencies, which not only provide economic resources

but also infrastructure and teaching materials. International cooperation also plays a leading role in several cases.

It was agreed that it is necessary to increase both public and private investments in vocational training. However, it was also mentioned that this effort should be accompanied by efficient, effective and transparent management of existing resources and funds.

Social dialogue was considered to be a useful tool for developing new schemes of funding and promoting investment in vocational training. Its role was also considered important in making training fund management transparent.

It was concluded that a combination of schemes and devices is necessary for addressing the needs of both the modern and traditional sectors, and the needs of employees in the formal and informal sectors, the unemployed and those in vulnerable conditions.

The concentration of public funding in vocational training programmes on initial training or re-training, and promotion of private investment in continuous and in-house training was demonstrated as a possible strategy.

Similarly, the incentive to set up effective and transparent mechanisms for regulating quality and effectiveness of training policies, as well as undertaking impact and cost-benefit analyses of the various alternatives, was considered an important recommendation.

Session 3: Trends in recognition and certification of labour competencies: the role of training systems

It was noted both in the plenary sessions and working groups that competency certification was an important policy mechanism for addressing the skill recognition needs of both employers and employees.

Nevertheless, it is found that there are several approaches to the design of certification systems. They have in common the concern for better quality and achieving an effective involvement of employers and employees as guaranties of such quality.

The members of the plenary stressed the importance of certification as an element affecting the quality of the training process, in both training institutions and the workplace.

There was major interest expressed in developing pilot approaches in specific critical sectors, important for generating employment and where certification contributed to improved performance and more relevant training.

The countries have endeavoured to identify successful experiences at an international level. Detailed study of such experiences permits them to progress in defining and structuring their own certification models.

The participants emphasized the need for such models to respect principles such as equity, access, reliability and legitimacy, in order to develop transparent certification and quality control systems. Emphasis was given to the important role of the government in regulating certification systems rather than intervening in their execution.

Discussions also addressed the widespread possibilities for certification systems to include the informal economy and groups more prone to unemployment and social exclusion, and facilitating their integration in the framework of decent jobs.

It is of the utmost importance for certification systems to have funding mechanisms, if they are to eliminate many barriers to access and to enable the inclusion of large groups of workers in such processes.

CONTRIBUTIONS OF THE SUB-REGIONAL WORKING GROUPS

TECHNICAL SESSION 1: *Innovative policies and management reforms to promote the development of workers' knowledge and skills*

Sub-topic 1: Literacy, basic learning and training for everyone: Which learning and training policies should governments and members adopt to develop individual employability and basic labour competencies?

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The group found that the three questions were multifaceted. Before addressing the questions, the group confirmed that

“every citizen should be ensured equal access to, and completion of, a secondary education that will provide the literacy, numeracy, computer, core work, and other skills that individuals need for living and working in the knowledge society”

On the particular questions, the following answers were suggested:

- Education and training policies should be developed in equal partnership between government, employers, trade unions, training providers and other stakeholders.
- The social partners and the government should develop and maintain industry-led competency standards that are benchmarked nationally and internationally. Sector councils can facilitate this process.
- Government should lead policy reforms of post-secondary education and training in order to make lifelong learning and training effective and all-inclusive.

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- Lifelong or occupational learning does not exist. What does exist is learning as a lifelong process.
- It is necessary to eradicate illiteracy and ensure a basic education for everyone at the proper age. Therefore, it is not to be regarded as passive free learning but rather that it is necessary to have strategies for active free learning. All countries should strive for quality and pertinence in the eleven years of basic learning for everyone.
- Theoretically, basic and cross skills should be assured from basic learning, while specific skills are the responsibility of vocational training. Nevertheless, reality shows that vocational training has many people in its population – young and old alike - who do not dominate such basic and general competencies. Currently, then, the vocational training systems and institutions must contribute to achieve such learning goals.

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- All learning must be directed towards the world of work.
- People do not have the basic competencies for vocational training. Every worker must know how to read and write, communicate, dominate basic mathematics and handle new technologies.
- Integration of learning subsystems.
- Vocational training institutions should be those which orient learning programmes for work.
- Basic learning should be adapted towards a technical career.

- Vocational training students must have basic fourth grade education.
- Basic learning based on skills with a regional model for horizontal country-to-country mobilisation.
- Learning re-engineering.
- Lifelong learning to achieve individual and collective wellbeing.
- Learning at the different levels must have alternative options in vocational training according to the potential of each region.
- Learning must be lifelong and developed through labour competencies.
- Why learning? on what basis? what does the country need? to solve what? to determine the requirements.
- We must train non-mechanical individuals in order to reduce illiteracy, globalise culture-based learning, for lifelong learning and practice, to have full learning using as few technical tools as possible.
- Lifelong and vocational learning to combat occupational illiteracy.
- To have minimum standards.
- Each graduate must teach one citizen how to read and write.
- Public and private institutions must contribute towards literacy.
- Mechanisms for the government to concentrate its resources in basic learning.
- Academic education must have technical options.
- Youth guidance programmes.
- To promote technical learning stressing its vocational importance.
- To consider the rural zones and provide minimum labour guidance.
- To formulate regional learning policies.
- In order to integrate learning systems for horizontal and regional mobility, this integration must be based on competencies in written, oral and corporal communication; basic mathematical knowledge, and one which offers opportunity for technical side options.

Sub-topic 2: Training policies and reforms of the training systems: How can the learning and apprenticeship programmes respond better to the fast economic changes and in social requirements?

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- Social partnership in education and training will ensure that policies and programmes are flexible and coherent, and that they are relevant to market and social needs.
- There should be a formalized process, whereby training stakeholders review, monitor, and ensure the relevance and effectiveness of the output of public and private training providers.

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- The fundamental pillars of vocational training are quality, pertinence, flexibility and integrality. Moreover, it must be directed by the concepts of social integration and attention to diversity.
- In striving for further pertinence of training actions, a number of institutions represented have made great progress based on focusing attention on productive sectors and chains.
- Socio-productive realities are extremely heterogeneous, even within the same country. Vocational training, in addition to attending the more dynamic and modern sectors of the economy, must bear in mind the unstructured traditional sectors and the more vulnerable social groups. It is necessary to understand each reality and make the necessary methodological and curricular reformulations.
- In contexts of slow economic growth, vocational training policies should be integrated with policies to ensure minimum subsistence income. Without it, it may be hard for vocational training to contribute against social exclusion.
- It is necessary to address public vocational training policies to the people. Further coordination is therefore necessary from the different State organizations and institutions to achieve a single integrated vocational training policy. On this matter, endeavours are being made in Argentina by the Ministry of Education, Science and Technology and the Ministry of Labour, Employment and Social Security to sign an agreement to set up an inter-ministerial area, which would become the “sole lookout” for training topics. The purpose of learning and training for everyone is to develop training institutional networks that match their experiences, knowledge and resources.
- The matching of training policies with economic and social change also requires, two complementary strategies: first, the development of vocational and qualification observatories; second, preparing flexible and modularised training routes based on identifying vocational profiles.

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- Further involvement in the productive system in the vocational training policies.
- To integrate the productive sector through twofold training.
- Concerning the technological and economic changes, the institutions must dictate policies towards organizational and technological upgrades and to include quality assurance systems to efficiently meet customer requirements: employers, employees and EAP.
- Human resources training must be based on labour competencies.
- To develop a national dialogue to set up different policies on various topics.

- The boards of directors of vocational training institutions must be tripartite and the ideas of the productive players prevail (employees and employers).

Sub-topic 3: Social dialogue on training: How can the social dialogue strengthen the “essence of learning and training” and the priority that society gives to competence development?

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- Social dialogue provides an opportunity to develop an integrated national development and training plan that addresses the needs and concerns all stakeholders.
- Social dialogue facilitates the establishment and use of a National Training Agency as a vehicle to promote skills development.

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- Participation of social players in training management reports major benefits to the relevant institutions and policies. Employers shall foresee and ensure that the requirements in the productive sector are met. Participation of employees shall ensure that the requirements of individuals are met. Experiences in this context are to be found in Argentina (Management Councils of tripartite management centres), in Brazil (Deliberative Council of Employee Support Fund, state and local employment committees), in Uruguay in the sphere of the Labour Ministry (National Employment Board) and in the Vocational Technical Training Council (School Advisory Councils), and in all training institutions in South America that consider the participation of these players.

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- Pleasant working environment to achieve a keener competitive edge.
- To integrate vocational training actions with other sectors to achieve student productivity.
- Social dialogue tools with private companies for change in vocational training.
- Regional agendas shall be drawn upon vocational training to upgrade institutions and obtain new technologies.
- Various examples on participation:

- In El Salvador the largest car sales company has developed training by opening up apprenticeships for young people using the dual system, and has recently increased its participation such a programme.
 - In Guatemala INTECAP was upgraded in its organizational, technical and quality assurance aspects. This permitted it to quickly improve the quality and pertinence of its supply. With the participation of the productive sector competence standards were defined and participated in preparing competence programmes and certification, as well as beginning the ISO 9000 certification process.
 - In Honduras, INFOP is working jointly with other institutions to set up a process ranging from capacity building to product marketing (UDECO). Each institution together with the community contributes and plays a role in the process.
 - In the Dominican Republic all sectors involved participate in a national Advisory Committee, the purpose of which is to achieve a national vocational training policy. Sector technical committees exist to detect requirements and supervise the quality of the graduates. Dual training is very successful and has graduated 4000 apprentices in the past five years.
- A negative factor is the change in senior executives in vocational training institutions – lack of continuity in training policies and the institutions must be outside party politics.

TECHNICAL SESSION 2: *Training funding: the role of the social players*

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Question 1. What are the most effective strategies to promote more investment in training by government and the social partners, based on successful experiences?

1.1. Successful experiences include: Jamaica's levy (3%) on employers wage bill. The employer shares 20-25% of the training costs with the employee for training provided above the entry level standard of the worker. In Canada's Quebec province –i.e. not elsewhere in Canada– employers must spend 1% of their payroll on training their workers. If they do not spend 1%, they contribute the amount to a central fund. In Canada, trust funds have proven effective in raising resources for apprenticeship and trades training, especially when workers have no permanent relationship with the employer, e.g. in the construction industry. Other sources of investment in Canada include: regular unemployment insurance which provides apprentices wage replacement funds while they undergo training away from the

work place; some Canadian employers also provide training to meet business requirements. In Barbados, a levy of 1% (½% employer, ½% employee) is imposed up to a maximum of B\$3100 per month. All education up to and including tertiary level is free. Government provides a training subsidy to trade unions and employers' organizations. In Trinidad and Tobago, foreign investors contribute to specific training funds in the energy sector; The government provides matching funds (Dollar for Dollar Programme)

1.2 General strategies to promote and encourage investment in training include: development of national competency standards; apprenticeship programmes; dedicated training funds; tax rebates; grants; and revolving loan schemes.

Question 2. What should be the role of government, workers' and employers' organizations in investing in training? What policies or practices promote a greater involvement of all social partners?

2.1. *Government* assumes responsibility for legislation, and for creating an "enabling" environment that encourages investment by all parties in training. Government should also provide financial contributions for training. *Employers' organizations* should contribute financially and provide employees paid training leave to participate in training activities. *Workers' organizations* should negotiate collective agreements that provide for training.

2.2. Policies and practices that promote social partners' participation include: advocating the national socio-economic benefits of more investment in training; providing individuals incentives to invest in their own and their children's future; and establishing dedicated trust funds that are managed by a tripartite board. All stakeholders should be involved in developing a national training policy. The system should be managed on a tripartite basis.

Question 3. What policies and measures can be developed to ensure that investments in training address concerns relating to equity, quality and cost-effectiveness?

3.1. Equity: Special programmes and initiatives should be targeted at disadvantaged and marginalised groups of people in order to ensure them equal access to training. Quality of training should be promoted by developing industry-led standards and certification. Cost-effectiveness can be promoted by developing job-based training; co-operative training programmes; apprenticeship programmes; and by aligning training to labour market needs.

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- In contrast to past years when there were basically only two funding schemes: quasi-fiscal contributions for training institutions and budget assignments; today there are, in addition to the earlier schemes, multiple forms of funding. For example: tax exemption, strategic alliances between players, international co-operation agreements, among others.
- The purpose of these different schemes is to meet training requirements of different groups and sectors. Some more effectively point to employees in the formal sector, others to informal workers or unemployed, others to vulnerable groups, etc.
- Although the increase in training investment is a goal in itself, resources should be managed from a systemic focus and through the participation of social players.
- The training from a systemic view helps level characteristics and contents of the courses and thereby guarantees equally valid certifications on a national scale.
- The topic of funding is not only based on the increase in economic resources but also basically on the enhancement of the existing knowledge, infrastructure and economic resources.
- Management must be competent, efficient and transparent, so that the social dialogue becomes a fundamental resource.
- Social dialogue is also a strategic tool both to define new methods of funding and to encourage a training culture.
- Training should be understood as the whole process relating to identifying needs, defining supply, curricular design, development of teaching resources and impact assessments after the actual training.
- Training is a workers' right, for this reason different ways are being considered for them to maintain this right and not solely for a more competitive economy.

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- To recognize the nature of investment which has funds for training.
- Collection mechanisms must be as effective as possible and give top quality and cover the beneficiaries.
- Payroll contributions should bring benefits for the country.
- The tripartite organization should benefit training.
- To support national and regional cooperation projects.
- To achieve further involvement of companies, as in the case of Dominican Republic and El Salvador which invested in on the job training (Dual System).
- To adopt selling strategies of specialised services.

- To encourage beneficiaries of training to participate in the costs.
- The institutions should be run and managed on a tripartite basis.
- The funds raised are handled in specialised institutions on a tripartite basis.
- To implement and/or reinforce social impact/cost-benefit assessment programmes, in which participation is tripartite.
- To guarantee that the Executive Boards of the vocational training institutions set up a strategic plan in which mechanisms are ensured for resources to be used with social justice and administrative efficiency.
- To urge governments to invest resource in vocational training.
- Independent and systematic assessments.

TECHNICAL SESSION 3: *Recognition and certification of labour competencies: the role of training systems*

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- *Difficulties*
 - Culture of acceptance of traditional academic qualifications.
 - Lack of system to identify non-certified skills (prior learning).
 - Lack of resources (technical and financial).
 - National and Regional coordination and promulgation of qualification systems
 - Lack of proper nexus between academic education and vocational training systems.
 - Inability of some of the social partners to fully participate in the process (particularly in reference to small and medium sized enterprises).
- *Recognition*
 - Public awareness and acceptance of the need for recognition of skills gained informally.
 - Benchmarking against national and international standards.
 - Evaluation and documentation of skills gained informally (by accreditation bodies).
 - Link to additional compensation.
 - Articulation and equivalency with formal system.
- *Role of Social Partners*
 - Cooperation in identifying issues and in developing and implementing systems.
 - Active participation and resource allocation (including financial).

- Take responsibility for dissemination of information to stakeholders.
- Expand to include all communities of interest (NGOs etc.).
- *How International Agencies Can Help*
 - By responding to requests from individual countries.
 - By identifying benchmarks and best practices.
 - By identifying funding.
 - By sharing training and knowledge.
 - By conducting research and surveys.
 - By creating framework for international portability and recognition.

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- Certification is inevitable. Sooner or later, the workers and employers themselves will ask for certification.
- There are two meanings to 'competencies'. On the one hand, qualifications to proceed with further studies, and on the other, skills for the performance of an occupation or a given job.
- Difficulties in establishing which abilities are to be certified.
- Conflicts that the issue arises among teachers and trainers as a group.
- Resistance of trade unions to the issue of competencies, for fear of loss of power or occupational identity.
- Difficulty of the social actors to decide their level of participation in the subject. Need for the State to act as facilitator of agreements among private agents, without monopolising the issue or shedding its responsibility for guaranteeing equity to the system.
- Costs of certification processes. It is out of the question that workers should bear them in Latin American economic realities. If employers assume the responsibility, they will no doubt do so in proportion to the impact certification may have on their productivity.
- Potentially double exclusion arises from the above: workers cannot afford certification costs, and employers will only pay for them selectively.
- The setting of standards poses another difficulty. Standards should be established according to realistic criteria and not by norms of excellence.
- Certification systems should be flexible, with a safety net for workers unable to reach the standards required.
- There is not much social dialogue on the issue.
- It has low social visibility.
- As there is a forward shift of training requirements, the certifications issue may serve to legitimise that excessive demand for qualifications.

- Regarding international organizations, their collaboration with Latin American countries in building systems for the certification of competencies or accreditation of abilities, is basically a matter of financing and transfer of knowledge. Supporting the actors that have to take part in this issue and promoting their bargaining ability.
- It will also be very useful to us if, apart from letting us know about their successes, our friends should tell us about their difficulties and bad experiences. Our impoverished countries cannot afford to finance any more failures.

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Which are the greatest difficulties faced by countries?

- An empirical approach to vocational training.
- Lack of national regulations in vocational training.
- Negligence of human capital in recognising qualifications acquired through practical work experience.
- Prevalence of the academic approach in formal systems (diplomas).
- Proliferation of isolated training programmes.
- Lack of information about the advantages of vocational training.
- Low educational level of societies of the region, that fail to recognise the importance of vocational training.
- Resistance of the population to accept training.
- Lack of a positive mental attitude concerning new forms of training.
- Education for practical work tends to be seen as second rate, despite the fact that it often leads to higher incomes.
- Difficulties in labour relations. This affects motivation to get training (construction industry). No social security is provided in this sector or others.
- Shortcomings of formal education. Lack of integration and coordination in educational system.

Greater recognition of informally acquired skills and competencies.

- Development of systems that include standardisation and certification.
- Devising information programmes about the advantages of certification.
- Informal education systems are not contributing to vocational training.
- Employers should rely on certification systems, which promote the mobility of workers.

What is the role of the social partners in improving certification?

- Getting participants involved along the whole training process, up to and including certification.
- Disseminating the advantages of certification.

In which way may international organizations help?

- Supporting the process of adopting certification, in line with the individuality of each country.
- Supporting the dissemination of experiences in the recognition of occupational competencies.
- Promoting the advantages of achieving occupational standards of regional application.
- Providing resources for training of the social actors involved.

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