The I.L.O. in a Changing World

Report of the Director-General
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Twelfth Report
of the International Labour Organisation
to the United Nations
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INTRODUCTION

In recent years I have in my annual Report to the International Labour Conference drawn attention to a major issue of social policy so as to obtain the advice of the members of the Conference on its significance for the I.L.O. Such issues as productivity, housing, the balance between rural and urban employment, labour-management relations and automation have in this way been considered in the general discussion. This has been useful in planning the I.L.O.'s future work. The attention given to such subjects suggests, moreover, the developments which have taken place in the I.L.O.'s activities in recent years, the widening range of problems with which it has been called upon to deal. At each annual session the Conference has also had before it an account of I.L.O. activities, but never in recent years has the Conference attempted to take stock of the breadth of the evolution of the I.L.O.'s work. This year, accordingly, I have concentrated my Report upon the activities of the I.L.O. with particular emphasis on the way in which the Organisation has responded to the evolution of the world social situation and on the I.L.O.'s impact upon the world. I think it is important for the Conference to have from time to time an opportunity to look at the I.L.O.'s work as a whole in the perspective of change over a period of years. This is all the more important in that the Conference itself, through its agenda items, normally deals directly only with a part of this work. While the Governing Body directs continuously the growth of the I.L.O.'s activities, it would, I feel, be helpful to have the constituents of the Organisation, through the general discussion at the Conference, make an evaluation from their own viewpoints of the direction and effectiveness of I.L.O. programme action. This would, I feel, give invaluable guidance to those directly responsible for the planning and execution of the programme; and also perhaps be of interest to those members of the Conference who wish to become more familiar with the range of I.L.O. activities falling outside the scope of Conference action.

The Economic and Social Council of the United Nations is also interested, in the light of its general co-ordinating responsibilities, in the development of the programmes of the specialised agencies. It seemed therefore logical to make this Report serve also as the Twelfth Report of the I.L.O. to the United Nations. The Council has been
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particularly concerned to know about programme emphases in the work of the agencies and their priorities, and the information on these questions contained in this Report may therefore help show the Council how these emphases and priorities in the I.L.O.'s work have evolved in response to the changing world situation. The appendix to the Report, although intended for the Economic and Social Council, may also be of interest to members of the International Labour Conference. While the questions raised as to the evaluation of the I.L.O.'s activities are, of course, addressed to the International Labour Conference, the Economic and Social Council would doubtless be interested to know that a special effort is being made this year to review the development of the I.L.O.'s work as a whole in a broad context. These remarks will, I hope, explain the purpose and structure of this Report.

The scope and emphasis of social policy throughout the world have changed markedly, particularly since the Second World War; and the international setting within which the I.L.O. does its work has during the same period been radically transformed. It is perhaps worth while recalling some of these changes which have been determining factors in shaping the I.L.O.'s programme, before entering upon a more thorough examination of this programme.

Since the Second World War some 20 nations, containing more than one-third of the world's population, have come to independent status. The balance between the continents has thus been altered rapidly and profoundly. Africa, Asia and Latin America have assumed a greater place in international preoccupations. Governments in those areas are committed to programmes to overcome poverty and its attendant evils. Social policy is therefore in the forefront of their concern; but their needs are different from those of the industrialised countries which were formerly preponderant in determining the direction of I.L.O. activities. The industrialised countries were preoccupied with reaching agreements about standards of working conditions and related matters. They were less preoccupied with the machinery for executing these standards, since they were well endowed with the necessary state administration. The underdeveloped countries are, of course, preoccupied with standards too; indeed, much of their legislation is inspired by or modelled on I.L.O. Conventions and Recommendations. But their primary concern in this field is not with legislation so much as with creating the institutions needed to give a practical content and effect to legislation. Thus, it was necessary for the I.L.O. to find a means of assisting these countries to build up the necessary institutions. The expansion of technical assistance activities has in large part been a response to this need.
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Moreover, some more recent Conventions, such as the Social Security (Minimum Standards) Convention, 1952, have been constructed with the problems of underdeveloped countries as well as of the industrialised countries in mind; and certain others, like the Indigenous and Tribal Populations Convention, 1957, have been framed for the special needs of certain underdeveloped countries.

The underdeveloped countries have been faced with a desperate need to set in motion an industrial revolution so as to increase the production of wealth. The purpose of this revolution would be to improve social conditions; but the need to increase production gave an emphasis to social policy different from that hitherto current in the more industrialised countries. A purely protective legislation defining standards of working conditions was hardly good enough where these conditions were bad and the means of improving them lacking. More immediate attention was needed to those aspects of social policy conducive to expanding production, such as training, the organisation of employment, and the raising of productivity. These needs have been reflected in the I.L.O.’s work through the development of programmes in the field of manpower and productivity.

The shift in emphasis from “protection” towards the creation of greater employment opportunities and increasing production is characteristic of recent social policy in the industrialised countries as well as in the underdeveloped countries. Many examples could be given. Pre-war concern with unemployment, for example, has become today a concern for maintaining full employment; and, as the Secretary-General of the United Nations recently suggested, full employment being too static a conception for the modern world we should increasingly be concerned with expanding employment opportunity. The need to adjust to new economic situations and technological advances has directed greater attention to problems of labour mobility. This is notable, for example, in connection with measures being taken towards greater economic integration or “harmonisation” between certain European countries. Pre-war social insurance, focused mainly on benefit payments, has been transformed into a post-war concern with social security which comprises also preventive aspects of health and welfare and the attainment of conditions in which insecurity is less prevalent. There is more concern today with youth problems; and in the realm of women’s work less attention is now given to protective legislation and more to the creation of equal opportunities. The area of social policy has thus tended to expand, to include more and more the promotion of positive welfare, and to become more closely integrated with national development as a whole. These trends have also been reflected in the I.L.O.’s
work in the fields of full employment, social security, workers' welfare, vocational training and guidance, problems of women and young workers and so forth.

Legislation supplemented by labour inspection is the method par excellence for ensuring that certain standards are maintained in respect of working conditions. But when it comes to the broader type of social policy which has evolved through recent years, including within its scope the promotion of economic expansion and greater opportunity and security, then legislation covers only part of the ground. There has accordingly been a great expansion in the range of instrumentalities of social action; and this in turn has led the I.L.O. to reconsider some of its methods. For one thing, the number of institutions influencing and executing social policy has grown. Not only do trade unions, employer organisations and labour departments have responsibilities in this field, but also social security institutions, training institutions, employment services, co-operatives, educational institutions, voluntary agencies, organisations for the handicapped or to promote safety, and many others. Thus, problems of an administrative, organisational and institutional character are among the concerns of social policy today. Collective bargaining is dealing with a widening range of issues in some countries; and its procedures and methods have become a special branch of study. Trade unions and employer organisations, moreover, have in a number of countries assumed responsibilities beyond the scope of collective bargaining in relation to national economic and social policy, through consultative or other machinery. The role of education as an instrumentality of social action is increasingly important. These trends are reflected in the I.L.O.'s concern with such questions as labour administration, the promotion of better labour-management relations, workers' education and management development, all of which broaden the base of social policy from an earlier exclusive preoccupation with legislation.

Social policy is also broadening, in respect of the occupations covered by it. The I.L.O. in its early programmes reflected the general concentration of social and labour policy on problems affecting industrial workers. These were the most obvious, the most dramatic; and the industrial workers were best organised to bring them to the fore. Agricultural labour also claimed the attention of the I.L.O. from the outset, but in more recent years there has been a widespread movement to extend to agriculture some of the benefits acquired by industrial workers. No small factor in this movement is the growing awareness in many countries of the importance of a sound agricultural basis for economic expansion, particularly in the underdeveloped countries where
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Agricultural workers are the largest segment in the labour force. Thus, agricultural problems have become more important within the I.L.O.'s programme. The non-manual workers were for long virtually outside the range of social policy. Today, however, in many countries government employees, office workers, commercial employees, workers in the service trades, teachers, entertainers and many other non-manual workers constitute an increasingly significant proportion of the labour force. In the industrialised countries technological changes appear to tend towards an increase in the numbers of non-manual workers. In the underdeveloped countries there are the problems of the educated unemployed. There is a need to pay closer attention to the problems of this increasingly important segment of society constituted by the non-manual workers, a need which the I.L.O. has recognised by placing the question upon the agenda of the 1959 Session of the Conference. In the years to come the I.L.O. may be expected to devote still greater attention to these various categories of occupations.

This evolution in the scope and emphasis of social policy has had its effect not only on the programme but equally upon the structure and organisation of the I.L.O. The I.L.O. now has many experts working on its behalf in the different countries, where they are providing technical assistance. At headquarters, other officials are engaged in supervising, technically and administratively, this technical assistance work. Field offices have been set up to assist in the development of the I.L.O.'s programme in underdeveloped areas. More ad hoc meetings are being held to deal with special contemporary questions, such as the 1957 Meeting of Experts on Radiation Protection. There are more meetings for the purpose of spreading information or techniques, for example about supervisory training methods. The I.L.O. publishes a greater number of practical handbooks on employment services, social security, vocational training and other specialised techniques; and there has been perhaps less emphasis on general research work. Whatever methods are used by the I.L.O., however, efforts are made to achieve a full organisational integration in the approach to a subject, utilising research, the preparation of standards of policy, technical assistance and promotional or educational activities. This integration is essential in the interest of efficiency; but it is even more essential in the interest of carrying forward a consistent approach inspired by the same principles and working towards the same objectives.

Thus, the research work of the I.L.O. lays the ground for operational, educational and standard-setting activities. The standards set by the Conference provide the framework for the operational and educational activities. The I.L.O.'s technical assistance work uses the standards
contained in the Conventions and Recommendations either as a guide to practical action or as a point of departure for further steps to improve working and living conditions; and the research work serves as a basis for determining needs and problems and as a reservoir of international experience in the various technical fields covered by the I.L.O. The labour-management programme combines all these aspects of the I.L.O.'s activities and adds further activities, primarily of a practical and of an educational character, which grow out of and are closely related to the rest of the work.

Similarly, the various ways by which the programme is carried out are closely interrelated and complement one another. The standard-setting approach is a means to the end of obtaining a wide measure of agreement on basic labour standards and of providing guiding principles of policy and administration. The technical assistance approach is a means of providing the administrative and technical help needed to apply the standards and principles and to deal with the many local and practical problems of social policy in their own environment. The educational approach is a means of reaching ever-widening circles of nationals in the various countries, learning from them of their problems and needs and giving to them the services most appropriate for meeting them. Thus, each approach has its own place; each is necessary to the development and implementation of a well-rounded and flexible programme; each is developed, not at the expense of another, but in an effort to find the best means of tackling the social problems confronting a changing world.

The I.L.O.'s programme can never be "stabilised" or rounded off in a final way. Social realities change; new social problems call for new methods of solution. The I.L.O. must always be prepared for a new departure if a situation calls for it. For me at any rate, there emerges from a review of the evolution of our programme in recent years a heightened awareness of what a dynamic organisation the I.L.O. is. Some ten years ago the I.L.O. began to develop its operational work, first in the manpower field, then, especially through the United Nations Expanded Programme, in virtually all its other fields of competence. This has included work towards raising productivity, an entirely new departure for this Organisation which has now become one of its regular responsibilities. Still more recently the Organisation's traditional concern with industrial relations (which in the past dealt mainly with the structural and legislative side) has been transformed into a programme for the conscious promotion of better labour-management co-operation. Workers' education is another new programme emphasis. Problems connected with the peaceful uses of atomic energy
and the social consequences of automation and other forms of technological change now claim our attention.

Today the I.L.O. must, I feel, be prepared for yet another new departure. To consider this, the forward-looking aspect, rather than merely to take stock of recent developments, was my main purpose in bringing the I.L.O.'s activities before the Conference for special consideration this year. It is about this need for a new departure that I particularly seek your advice. It seems to me that the formulation of standards on the one hand and the transmission of techniques and information on the other do not cover all the needs for international social action today. They leave a gap: there remains the need to be able to understand and deal constructively with social problems in their concrete shape as they arise in specific times and places. This need cannot be met by a book of rules, a set of tried formulas or the construction of machinery on a standard pattern. It is primarily a matter of education, and of education in the classical sense of the development of the individual's latent capacities which will enable him to assume social responsibilities and to help work out in his own way the solutions to the social problems of his community. To help close this gap is, I believe, to help strengthen the fabric of society. This is a matter of international concern. The I.L.O.'s objectives can be achieved only to the extent that national societies are resilient and can respond creatively to the problems which confront them in the course of their own evolution. We in the I.L.O. therefore have the greatest interest in promoting this resiliency; and the best way we can get at the problem is through education.

Educational activities would assist management, trade unionists, government officials and social workers. The essence of an educational programme would be training in finding facts, in rational discussion of them, in understanding differing viewpoints, and in taking all these into account so as to frame specific proposals for the solution of a problem. These activities would not, therefore, lead to formal conclusions or reports but would aim at setting in motion a process towards more rational and responsible ways of dealing with social problems. This educational approach is, moreover, well adapted to dealing with certain of the social issues which have claimed the I.L.O.'s attention of late—issues which touch upon the problems of adjustment faced by individuals and groups in a rapidly changing economy. For such problems there is no one "best method" of solution. A discussion of practical experiences in different countries facing similar situations, an emphasis upon the special factors arising from local conditions and a greater understanding of the diversity of the world's social situation
would, I suggest, be the most helpful way of enabling people to deal constructively with such issues by themselves. In its educational work the I.L.O. would, of course, continue to be inspired by its own principles and objectives; education should be considered as a flexible instrument to promote these basic aims of the Organisation in a variety of differing situations.

This is, I suggest, an important and urgent matter. Political and economic changes are proceeding rapidly; and this places a great strain upon society. It makes a great demand for social maturity, not only in government but in all the institutions within a country which can influence social evolution, and also among individuals. Governments can exert a certain leadership. A form of government is only, however, as strong as the social order upon which it rests. Peaceful and orderly transition will only be assured to the extent that individuals and organisations show the capacity and willingness to bear social responsibility. Ability to deal responsibly and rationally with social issues thus may affect the prospects of a sound and democratic political evolution; and provide ultimately the best and only long-term effective way to ensure that individual rights and freedom of association are respected. Rights will not long endure when they are not used responsibly and creatively; and to create the conditions in which they are so used is perhaps our best service in their cause. For these reasons I feel it is important for the I.L.O. to look ahead now towards the possibilities which education offers as a flexible instrument for achieving its objectives. I ask the members of the Conference to give this their special consideration.
CHAPTER I

NEW APPROACHES—NEW ACTIVITIES

In recent years the issues of greatest concern to the I.L.O. have been related to three central objectives of social policy: the raising of living standards, the promotion of social security and welfare, and the pursuit of human rights and equality of opportunity. In respect of the first, special interest centres upon the possibilities of technological advance and greater efficiency.

In these areas of policy many possibilities and problems close to the dominant themes of national and international life have emerged. In each region and in each country they have assumed their own dimensions and character and in order to come to grips with them in their own environment and in the most effective manner the I.L.O. developed its programme with new approaches and activities.

This chapter illustrates these new approaches and activities and suggests their relationship to the central objectives of social policy mentioned above.

THE EXPANSION OF REGIONAL ACTIVITIES

The increasingly diversified social situations throughout the world have induced the I.L.O. to widen its regional approach to industrial and labour problems and to expand its regional activities. The shift of emphasis towards operational work has also induced a steady growth of regional activities, since technical assistance activity is by its nature work where the regional approach is paramount.

In recent years I.L.O. regional activities have taken five main forms: general conferences of regional composition, regional technical meetings and seminars, technical assistance and advisory missions within countries of each of the regions, co-operation with other international organisations active in the region, and field office operations. The primary purpose of all these activities is to enable the I.L.O. as a whole to find out more about the preoccupations and problems of the peoples of the different regions of the world and to enhance its capacity to deal with them directly and in practical terms. The regional activities widen the contacts
of the Organisation with the countries it is servicing and thus bring it closer to the realities of present-day social life.

Regional conferences have become a regular part of the I.L.O.'s activities. They have been held in America, Asia and Europe; and one preparatory regional meeting has been held in the Middle East.

The regional conferences have dealt with most of the major subjects that have occupied the Organisation as a whole in recent years. For example, both American and Asian conferences have dealt with questions of vocational training, social security, wage policy, labour inspection, handicrafts and co-operation and labour-management relations. The American and European conferences have dealt with the role of employers and workers in programmes to raise productivity. In each region the conferences have dealt with problems of special concern to that particular region: in Asia with small-scale industries and the conditions of life and work of plantation workers and of sharecroppers, tenant farmers and similar categories of semi-independent and independent workers in agriculture; in America with specific manpower and migration questions and with agricultural problems important to Latin American countries; and in Europe with problems of closer economic co-operation.

In some cases the regional conferences have drawn attention to problems of wider international interest which have later been dealt with through one or another part of the general machinery of the Organisation—the General Conference, for example, or the Industrial Committees, or meetings of experts on specific problems of social policy. In fact, in most cases the resolutions of the regional conferences serve as points of departure for further action and provide guidance in determining the technical meetings, operational activities and field research to be undertaken in the region.

Regional technical meetings have been held in all the different regions on a wide variety of special questions—vocational training, labour statistics, labour administration, social security, co-operation, and so forth. These meetings have brought together groups of people directly concerned with these questions for discussion of the outstanding problems and for an exchange of views on how to solve them. They often originate from regional conference resolutions or from technical assistance work done within a given region or country of the region. In some cases a series of technical meetings advances the consideration of a subject, such as social security or supervisory training, through a series of planned stages.

Technical assistance and advisory activities organised within countries of the different regions or on a regional basis are one of the main
current forms of regional activity, as illustrated in later sections of this Report. These activities are adapted to regional and national needs and conditions and bring the I.L.O. into direct contact with those it serves.

Co-operation at the regional level with other international organisations has been a marked feature of recent developments in the I.L.O.'s programme. In some cases formal agreements have laid the basis for co-operation. Examples are the agreement with the Organisation of American States, the agreement with the Council of Europe, and the agreement currently being concluded with the League of Arab States. In Europe the I.L.O. has worked closely with all the organisations which have been set up to promote economic and social co-operation and progress. In all the different regions, including Europe, the I.L.O. has co-operated actively with the regional bodies of the United Nations and of the specialised agencies, both in the work carried out at the regional level and in the work carried out at the national level.

The expansion of regional activities of these various kinds created the needs for the regional field machinery of the I.L.O. and led, as has been mentioned, to the establishment of regional field offices supervised from the headquarters establishment.

The evolution of regional activities has been somewhat along experimental lines. A conscious effort has been made to find out what types of problems required or best lent themselves to regional treatment, to evaluate the effectiveness of the different types of regional activities in relation to these problems and to develop new methods and procedures of action.

While the same types of regional activities have evolved in most of the regions, the emphasis has fallen on one or another form according to the character of the region and the desires of its peoples. Thus, regional conferences have proved highly effective means of promoting the objectives of the Organisation in Asia, but so far it has not been practicable to hold such conferences in the Middle East. Again, experience has shown that technical meetings and seminars organised on a regional basis can be useful only when the needs and experiences of the countries of the region are sufficiently similar to permit a fruitful examination of problems and solutions. Where this common denominator does not exist the emphasis has been on national technical assistance.

While the internal emphasis of the regional approach has varied considerably from one region to another, it is clear that the programme in each region has been enriched substantially by the more numerous and flexible forms of activity which have come into being with the evolution of the operational work of the Organisation. Technical
meetings, discussion seminars, staff training institutes, regional working parties, regional workshops—these and other variants of regional-based discussions on technical questions have been tried out successfully in recent years. Technical assistance projects within the different countries have multiplied during the last five years or so and given new and extremely varied shape to regional activities, as indicated later in this Report.

Within the different regions each type of activity relates to the others. Thus, a national technical assistance project often grows directly out of previous discussions at a regional conference or technical meeting, while the regional-based discussions almost invariably draw on the experience gained through all the various types of activities contained within the programme of a given region. Moreover, a particular effort has been made to keep the regional activities within an international framework and where appropriate to relate the activities of one region to those of another. In this way a number of major questions—for example, productivity, industrial relations or social security—can be looked at from the regional standpoint in one region after another and then the results can be compared at the international level.

Indeed, the expanded regional activities have had a number of marked repercussions at the international level. In the first place, they have influenced the questions taken up by the International Labour Conference. In recent years the Conference has given more attention to questions brought to its notice by the regional organs—questions relating to agricultural, indigenous and plantation workers, for example. Secondly, it has been possible to take greater account of the preoccupations of the underdeveloped regions, in which the bulk of the Organisation's regional activities have been concentrated, in fixing the agenda of industrial and technical meetings. Thirdly, the wider contacts of the Organisation at the regional level have made for fuller and more effective participation at the international level.

The regional programmes of activity during the last year, described in the next chapter, illustrate the widening range of I.L.O. efforts to deal, by the most appropriate means, with the current problems of the different regions. A significant recent development has been the beginnings of regional activity in Africa and the larger-scale programmes undertaken in the Near and Middle East.

The rapid evolution of such activities in recent years is thus the outcome of a growing awareness of the diversified problems of the different regions and of the legitimate claims of their peoples on the Organisation's services. These activities, in all their various forms, need to be kept under continuous review and to be developed as
necessary to meet new conditions. Further, there is the recurrent problem of balance. How far should regional activity be carried? Should we seek more or less regionalisation of the Organisation's programme? These questions, too, require to be kept under review as the regional work takes on new shape in response to new needs.

THE GROWTH OF INDUSTRIAL ACTIVITIES

In the increasingly complex and diversified post-war world, one of the first and most urgent tasks of the I.L.O. was to find means of widening its contacts with those in every country concerned with the improvement of working and living conditions and the solution of labour and social problems. It had become more and more apparent that these problems differed widely from one industry to another and that any international approach to them had to take account of this incontrovertible fact. In recent years, therefore, another type of I.L.O. work has expanded rapidly: Industrial Committee activities. These are the outgrowth of the increasingly varied and differentiated needs of the world of industry and labour. They represent a deliberate effort to bring more of the practical experience of this world to bear on the analysis and solution of the specific labour and social problems of different industries and occupations.

Immediately after the Second World War the first Industrial Committees, composed of representatives of the industries themselves, were set up to deal with the problems of certain basic world industries: coal mining, inland transport, iron and steel, metal trades, textiles, building, civil engineering and public works, petroleum and chemical industries. Later, two other Committees—the Advisory Committee on Salaried Employees and Professional Workers and the Committee on Work on Plantations—were set up on an analogous basis.

The object was to fill several gaps in the structure and programme of the International Labour Organisation. The Committees were to provide machinery through which the special circumstances of the principal international industries of the world could receive special and detailed consideration and through which the I.L.O. could reach the people working in these industries and gain greater knowledge of their needs and problems.

Since the war nearly 50 member States have participated in the work of the Industrial Committees and more than 50 meetings have been held. It is in these Committees that miners, dockers, steelworkers, construction and refinery workers, those engaged in growing and harvesting tea, sugar, coffee or rubber, as well as people from other walks of life, together
with the representatives of management in such industries and occupations, are able to discuss their particular problems and examine matters concerning their employment, welfare or professional status. This point was well taken by the Government of the United Kingdom which, in submitting in 1943 its proposal for the establishment of Industrial Committees, emphasised the need to "enlist that most powerful bond of unity between men and women which comes from working in the same industry or occupation".

To some extent, the Industrial Committees have been asked to break new ground. They are not International Labour Conferences in miniature nor do they draft formal standard-setting instruments. The Committees were set up to discuss problems, not to attempt to reach firm agreements binding governments, employers or workers. Whatever conclusions they may reach are informal in character and subject to consideration in the countries concerned in the way customary to the governments, employers and workers of those countries.

The Industrial Committees have filled a further gap in the I.L.O.’s programme in that they have made it possible to widen the range of social issues brought under review. There are obviously limits to the number of questions related to specific industries or occupations that can be taken up by the Conference at its annual session. But the Industrial Committees can take up a series of such questions, each selected in terms of the social preoccupations and needs of the industry or occupation concerned. In this way, it is possible to pioneer in the consideration of certain kinds of questions rather than to await the gradual cumulation of an industry-wide denominator for international action. True, the International Labour Conference has always given some attention to conditions in particular industries. This remains true, with this difference: where matters relating to a single major industry are placed on the Conference agenda, they have usually been examined by the Industrial Committee concerned, as, for example, in the case of the Minimum Age (Coal Mines) Recommendation, 1953, which the Conference adopted following a proposal of the Coal Mines Committee. Further, at the suggestion of the Committee on Work on Plantations, the Conference, in 1957, discussed a proposed Convention and a proposed Recommendation concerning conditions of employment of plantation workers with a view to adopting these two instruments in the course of its Ordinary Session in 1958. The work of the Committees has also paved the way for the consideration by the Conference of problems relating to particular groups of workers. For example, problems of non-manual workers have been placed on the agenda of the 1959 Session of the Conference for the purpose of a general discussion.
Further, the Committees offer an opportunity of applying to individual industries the general standards and principles laid down by the Conference. In the field of industrial relations, for example, they have done much to promote appropriate application of the international instruments on freedom of association and collective bargaining. Since the relations between employers and workers is one of the fundamental problems of every industry, and since, whatever nation-wide machinery may be established, the problem must be tackled within the various industries according to their own needs and circumstances, the Committees have had an important contribution to make. Its significance has been fully appreciated, and the Committees have discussed various aspects of labour-management relations.

From the beginning the Committees have been open to countries in all stages of development in every continent. At first, however, relatively more attention was given to problems of importance to the industrialised countries. In addition there was some emphasis on certain general problems common to a particular industry as, for instance, classification and labelling of dangerous substances in the chemical industries. More recently the emphasis has shifted. Industrially less advanced countries have participated far more actively in the work of the Committees. And the Committees have given increasing attention to problems of concern to these countries, such as conditions of employment of contract labour in the petroleum industry and conditions of work and social problems in the iron and steel industry of the countries in course of industrialisation.

This tendency has been reinforced by the fact that a number of less advanced countries are members of only one Committee because the industry it deals with is either their main or one of their few important industries. This tends to be the case with the Petroleum Committee and also with the Committee on Work on Plantations, which is chiefly concerned with conditions obtaining in tropical and subtropical countries.

The work of the Committees covers a wide range of subjects. In addition to the various aspects of industrial relations several Committees have discussed principles and methods of determining wages, guaranteed wages, hours of work, recruitment and training. Some have devoted their attention to stabilisation of employment, which is of particular importance in industries such as docking, where the pace of work is set by the arrival and departure of ships, or the construction industry, dependent on climate and weather conditions. Others have examined the effect of technological improvements on employment. Productivity has also been taken up by a number of the Committees because of its influence on the rate of economic development and consequently on
living standards and welfare. Safety is a topic to which much thought has been given, as the risks and hazards involved in some of the industries in question still take a heavy toll of human lives. Social conditions and services have also been discussed. These matters are of special significance in countries and areas where the facilities, elsewhere normally provided by the community, have not yet been fully developed, or in isolated places where the industry, in order to secure manpower necessary to carry out its operations, has to contend with the obstacles created by nature, and to provide essential amenities.

It is not easy to assess the usefulness of the Industrial Committees. What, in fact, has been their practical effect and how have they contributed to the achievement of the aims and purposes of the I.L.O.?

The Committees have come in for some criticism. Concern has been voiced, for example, regarding their methods of work and the nature of their discussions and conclusions. Some feel that the Committees have not realised the hopes held of them. Others, that they have attempted too much. Some have expressed a fear that the Committees were becoming a forum for international collective bargaining or additional agencies for initiating, drafting or laying down the foundation for legislation. Others have felt that the Committees have not really constituted a forum where representatives of governments, employers and workers could meet to exchange views and information so that all could become better informed and better able to approach their own problems in their own way, and that they had lost sight of the essential things wanted from them and of the ways and means of obtaining them.

These criticisms are well worth examining; and they are in fact receiving thorough consideration. They are among the questions under consideration by a Committee which the Governing Body has set up to examine the programme of I.L.O. meetings. At the same time, it is essential to look at the positive side of the record.

In the first place, the Committees have widened the channels through which people in the industrial world tell the I.L.O. what they want and through which the I.L.O. renders the services required. The Committees also on occasion make a direct practical contribution to the solution of a specific problem. In Europe, for example, employment standards are now to be included in the rules which international road transport undertakings must observe in order to obtain a licence to operate outside their own country. The first draft of these conditions was drawn up by the I.L.O.'s Inland Transport Committee. This Committee also fostered the conclusion of agreements on conditions of employment and social security of Rhine boatmen, the International Agreement concerning the Social Security of Transport Workers and
the drafting of model provisions relating to the protection of employed drivers against civil law claims arising out of their employment. An idea expressed in a resolution of the I.L.O. Coal Mines Committee was taken up in the European Convention concerning Social Security for Migrant Workers, concluded by the States Members of the European Coal and Steel Community under the auspices of the I.L.O. and the High Authority. Another resolution of that Committee was endorsed by the Conference on Safety in Coal Mines, held in Luxembourg in 1956-57, under the auspices of the High Authority.

Secondly, there is no lack of evidence of active interest in the work of the I.L.O.'s Industrial Committees. Several thousands of persons have attended the meetings held during the last ten years alone—people intimately linked with the future of the industrial and social world. In addition, many meetings were attended by observers from States which are not members of the particular—or even any—Committee but which have asked to be represented and to follow the work of the meeting, and by observers from non-governmental organisations. Those attending have come to know the Organisation at first hand and to appreciate its basic purposes. Moreover, in the last few years a number of requests have been received for the establishment of new Committees to deal with the problems of other industries. It has not been possible to meet these requests fully, because of their financial implications, but the Governing Body decided that ad hoc meetings should be convened for some selected industries. Up to now arrangements have been made for holding three such meetings. The first was an ad hoc Meeting on Civil Aviation, which was bipartite, held in 1956; in 1957 a Tripartite Technical Meeting for Mines Other than Coal Mines was held; and a Tripartite Technical Meeting on the Timber Industry is scheduled for 1958.

Thirdly, it may be noted that the number of governments reporting on action taken in the light of the Committees' conclusions has increased considerably in recent years. For instance, at their second sessions, the Petroleum, Textiles, Coal Mines and Metal Trades Committees had before them information supplied by two, six, eight and eight governments respectively, whilst at their most recent sessions these Committees learnt the position obtaining in 19, 24, 15 and 25 countries; and at their third sessions, the Advisory Committee on Salaried

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1 Mines other than coal mines; timber and wood working; civil aviation; non-ferrous metals; printing and allied trades; paper and cellulose; hotels, restaurants and cafés; leather and shoe; glass and ceramics; sugar; margarine, oils and fats; bakery; and clothing.

2 The last figures include two (Coal Mines) to four (Petroleum, Metal Trades, Textiles) countries which are not members of the Committees.
Employees and Professional Workers and the Inland Transport Committee considered observations from 16 and 7 countries respectively, whereas at their most recent sessions they both discussed information from 23 countries.¹

Fourthly, discussions and conclusions of the Committees have often provided useful guidance to governments and to employers’ and workers’ organisations. For example, a resolution of the Advisory Committee on Salaried Employees and Professional Workers proved helpful in preparing draft legislation to protect the health, welfare and safety of office workers in Ireland. In the United Kingdom the work of the I.L.O. Coal Mines Committee has given impetus to the many measures taken to raise the status and improve the conditions of the miner and, as stated by the Government of that country, “the United Kingdom can now claim to comply with the terms of the Mineworkers’ Charter”. The Social Committee of the Economic and Social Council of the Netherlands took into consideration a memorandum adopted by the Inland Transport Committee and the labour clauses concerning international road transport when advising on amendments proposed to a decree on hours of work of road transport drivers. In Italy resolutions adopted by the Chemical Industries Committee in 1955 concerning the classification and labelling of dangerous substances have been given full effect by a decree concerning standards for the prevention of work accidents. In some instances the Committees have also stimulated studies which have had a wider circulation and inquiries which have led to a more direct effect. Examples are the report on Labour Conditions in the Oil Industry in Iran², prepared by a mission undertaken on the proposal of the Petroleum Committee, and the report prepared for the Inland Transport Committee on methods of improving organisation of work and output in ports. Further, as a result of the work of the Building, Civil Engineering and Public Works Committee, which is particularly concerned with the improvement of social conditions of construction workers in less advanced countries, inquiries have been carried out in the construction industry of Egypt, India and Lebanon. The work of the Textiles Committee led directly to a study of the problems of the textile industry in Mexico, undertaken at the request of Mexican employers and workers. The solution to a recent labour dispute in Peru was based in part on the conclusions of the Inland Transport Committee.

Finally, the spirit of co-operation promoted by the I.L.O.’s tripartite discussion of the practical problems of these various industries has

¹ Including eight and six non-members respectively.
prompted some countries to set up tripartite committees concerned with particular industries. In India tripartite industrial machinery has already been set up for plantations, the cotton and textile industry, coal mines, cement plants, tanneries, leather goods plants, and the building and construction industry.

It is a healthy thing that there should be lively differences of opinion as to the methods and procedures of the Industrial Committees, the form of their conclusions and the practical impact of their work. When these Committees were set up they were frankly experimental. At this stage we should be in a position to appraise the results of the experiment objectively and realistically. Moreover, out of the very process of taking stock critically of the methods and accomplishments of the Committees, there may emerge ways of using this new approach to labour and social problems more effectively.

**Evolution of Operational Activity**

Operational activity has always been a part of the work of the I.L.O. but during the post-war period it entered a new and extensive phase of development. This was primarily because of the pressing character of the labour and social problems emerging in countries newly independent or in process of industrialisation, or both. These problems could not be met through centralised research and standard-setting activities alone or through the industrial and regional approaches alone. There was a clear need for experimentation with technical assistance of a direct and practical character and on a large scale.

*Early Experience under the Manpower-Migration Programme*

The first experimental efforts, made soon after the Second World War, were concentrated in the manpower field. Everywhere one of the most urgent requisites for raising living standards was more and better skills and one of the most urgent tasks was the development of the new skills required for peacetime economic and social progress.

Each country had its own special opportunities and its own special problems, and the real need was to find some way of bringing the services of the I.L.O. closer to these possibilities and exigencies, to uncover some means of helping to build up the plans and the technical and administrative services needed to stimulate and produce the most effective use of human resources in the whole process of economic and social development. To this end a more direct operational approach was tried out in the manpower programme, initiated in 1948.

A series of technical advisory activities on manpower were made
available to governments, in Europe, then in Asia, Latin America and the Middle East. These activities reflected the needs then most prominent. As the programme evolved, new activities came to the fore with the changing manpower situation in the different countries. First the emphasis was on vocational training in Europe and Asia to meet skill shortages, then on migration to solve the problem of manpower surpluses in Europe and shortages in other areas—especially Latin America—then again on employment information and organisation as a necessary basis for handling migration and other problems in the manpower field, and finally the programme included a series of projects, organised on a national basis within a framework of regional supervision and of international standards of policy. In a sense these various operational projects laid the foundation for the expansion of technical assistance work made possible later by the United Nations Expanded Programme. The methods and machinery set up in the first instance to meet manpower needs in different parts of the world set the pattern for operations in other fields.

The more direct operational approach to manpower problems was not easy to work out, but much was learned from these first experiences. For one thing, it was found that the most successful projects were those which had a practical impact on a specific problem requiring solution and which tended to generate cumulative results. The Brazilian National Service of Industrial Apprenticeship (SENAI) project is a long-standing example of this trend of activity. Under this project the I.L.O. has been providing Brazil with vocational instructors needed to increase national technical knowledge and Brazil has been providing trade scholarships for trainees from other Latin American countries which have deficits of skill and instructor personnel. This is a project which has proved both practical and cumulative in result.

For another thing, it was found that a soundly based project had to be an integral part of the whole process of economic and social development in each country. Manpower problems are simply a reflection of the movement of the national and international economy, and any shift in the character or pace of economic development has repercussions on these problems.

Thirdly, it was found that manpower problems, particularly in the less developed countries, had to be attacked beyond the industrial and industrialising sector of any economy. At the beginning, for example, attention tended to concentrate upon the training requirements of the industrialising sector of the economy; subsequently, more attention has been given to training and related problems in handicrafts and in rural sectors and in expanding service sectors of the economy.
Fourthly, it was found that one of the greatest needs of the less developed countries was staff training in the widest sense—administrative training in particular—in order to develop the nucleus of key personnel required for operating the more complex labour and manpower services needed in industrialising economies.

Early experience of operational activity under the manpower-migration programme also taught the value of keeping objectives, projects and methods of action under continuous review in order to ensure that the specific services requested by governments were rendered in the most effective manner and were cut to the scale of the governments’ possibilities of continued financing and operation. Projects have to be practical in terms of future maintenance by the countries concerned.

The manpower-migration programme provided useful experience in recruiting experts for manpower work. This experience was turned to good account in later operations under the Expanded Programme of Technical Assistance.

At the same time, the more direct operational approach typified by the manpower programme made necessary the development of the first regional field machinery of the Office. This machinery was subsequently expanded and became the basis for field supervision of the I.L.O.’s technical assistance work in all spheres.

What was the practical impact of the manpower-migration programme? The question is not easy to answer. Many useful things were done. Much was learned by the I.L.O. through experience acquired. Attention was drawn to the importance of human resources in the development process and to the need to anticipate and cope with the inevitable manpower problems of industrialisation. One way of judging the results of these early projects is through the sustained cumulation of requests for further I.L.O. assistance in the manpower field which has been characteristic of the over-all technical assistance programme in recent years.

*Evolution of Expanded Technical Assistance Activities*

With the initiation in 1950 of the inter-agency Expanded Programme of Technical Assistance and the provision of special budgetary resources for its implementation, the I.L.O.’s operational work enlarged in scale. Operational work has become a major feature of the over-all activity of the Organisation.

As indicated in table I, this part of the Organisation’s programme has grown considerably. In 1953, the first full year of the Expanded Programme, the I.L.O. undertook 112 projects, whereas in 1957 it undertook 203. Some 800 experts have been or are on I.L.O. assignments.
The fellowship and worker-trainee activities have attained considerable proportions. It is significant that in terms of budgetary resources the Expanded Programme activities are now roughly equivalent to about 40 per cent. of the regular programme of the Organisation.

### TABLE I. DEVELOPMENT OF THE I.L.O. EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE, 1950-57

<table>
<thead>
<tr>
<th>Item</th>
<th>1950-51 (18 months)</th>
<th>1953</th>
<th>1955</th>
<th>1957</th>
</tr>
</thead>
<tbody>
<tr>
<td>Projects in hand</td>
<td>29</td>
<td>112</td>
<td>149</td>
<td>203</td>
</tr>
<tr>
<td>Experts on mission</td>
<td>65</td>
<td>324</td>
<td>544</td>
<td>808</td>
</tr>
<tr>
<td>Experts on payroll at the end of the year</td>
<td>37</td>
<td>112</td>
<td>172</td>
<td>199</td>
</tr>
<tr>
<td>Fellowships awarded during period</td>
<td>6</td>
<td>135</td>
<td>114</td>
<td>117</td>
</tr>
<tr>
<td>Worker-trainee grants awarded during period</td>
<td>—</td>
<td>158</td>
<td>305</td>
<td>210</td>
</tr>
<tr>
<td>Study grants made during period</td>
<td>44</td>
<td>120</td>
<td>132</td>
<td>141</td>
</tr>
<tr>
<td>Total expenditure incurred during period (in U.S. dollars)</td>
<td>336,316</td>
<td>2,268,106</td>
<td>2,632,222</td>
<td>3,253,580</td>
</tr>
</tbody>
</table>

1 Cumulative total.  
2 Provisional figure.

Table II shows the evolution, in terms of expenditure, of the Organisation’s operational programme according to the major substantive areas of activity. As may be seen, throughout the whole period manpower organisation has accounted for more than half of the activity and within this broad area the great bulk of the work has always been in the field of vocational training. Projects relating to labour conditions and administration have absorbed between a quarter and a fifth of the resources. Productivity missions have increased steadily in importance, as have projects in the fields of co-operation and handicrafts, while social security work has tapered off, primarily because of the policy of “phasing” the assistance provided under such projects.

### TABLE II. ANALYSIS OF EXPENDITURE IN FIVE MAJOR SECTORS OF ACTIVITY, 1950-57

<table>
<thead>
<tr>
<th>Field of activity</th>
<th>Percentage of expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1950-51</td>
</tr>
<tr>
<td>Manpower organisation (including vocational training)</td>
<td>59.7</td>
</tr>
<tr>
<td>Productivity</td>
<td>2.5</td>
</tr>
<tr>
<td>Co-operation and handicrafts</td>
<td>9.1</td>
</tr>
<tr>
<td>Social security</td>
<td>8.1</td>
</tr>
<tr>
<td>Labour conditions and administration</td>
<td>20.6</td>
</tr>
</tbody>
</table>
Table III shows the evolution of activities under the Expanded Programme by regions. In general the trend has been towards an increase in activity in Africa, though this is not apparent from the table because of changes in the countries included in Africa and in the Middle East; towards an increase in the Latin American programme to about a third of the total; and towards a stabilisation of the Asian programme at about a third. Activity in Europe has been tapering off; for the I.L.O. the figure appears substantial primarily because of the Yugoslav training project and secondly because of the programmes in Greece and Turkey.

**TABLE III. EVOLUTION OF THE PROGRAMME BY REGIONS, 1950-57**

<table>
<thead>
<tr>
<th>Regions</th>
<th>Percentage of expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1950-51</td>
</tr>
<tr>
<td>Africa</td>
<td>11.2</td>
</tr>
<tr>
<td>Asia and Far East</td>
<td>36.1</td>
</tr>
<tr>
<td>Europe</td>
<td>11.6</td>
</tr>
<tr>
<td>Latin America</td>
<td>25.7</td>
</tr>
<tr>
<td>Middle East</td>
<td>15.4</td>
</tr>
<tr>
<td>Inter-Regional</td>
<td>2.5</td>
</tr>
</tbody>
</table>

1 Including Egypt and Libya. 2 Including Libya but not Egypt (from 1955 on Egypt is included in the Middle East). 3 Including Turkey. 4 Including Afghanistan.

The resources made available under the inter-agency Expanded Programme have been supplemented by a much smaller credit included in the regular budget in order to permit the I.L.O. to respond in some slight measure to requests received which cannot be met under the Expanded Programme of Technical Assistance. In general, these funds are used for projects which for one reason or another cannot readily be implemented under the Expanded Programme—e.g. projects in more highly developed countries, or projects of a regional character or carried out in co-operation with regional bodies, or certain types of social projects given relatively low priority in relation to economic development.

What, under these various programmes, has been achieved so far? And what are the main problems which have arisen in the expansion of this important sector of the Organisation’s work?

As might be expected, the impact of the work has varied from country to country and from project to project. Undoubtedly in some cases the results have not been significant or have been disappointing. Sometimes shortcomings on the part of the I.L.O. have been responsible, sometimes the fault has lain in the lack of adequate government interest and co-operation, sometimes the vagaries of programming have jeopardised
accomplishment, sometimes the project, though well conceived in itself, has failed to produce fruitful results because of failings in other sectors of economic and social development. But in a very substantial proportion of cases positive practical results have been achieved. Detailed evaluation of the work done in certain countries, spontaneous expressions of appreciation from various governments, concrete physical results and institutional innovations (such as new training or productivity centres and new labour services) point to a gratifying measure of success in a great many cases—and in regard to both projects of directly productive economic interest and projects of essentially social character.

The fellowship programme has also produced both disappointing and satisfactory results but on balance the weight of evidence is quite heavily on the positive side. Once initial problems of selection, placement in the host country and utilisation of newly acquired knowledge on return to the home country had been thrashed out and so far as possible overcome, the fellowship programme improved in quality and it now seems to be meeting practical needs in a realistic and economical manner. It also has many indirect educational results, widening international understanding and promoting the types of contacts between the peoples of the world that are so essential in this age.

The worker-trainee programme is much like the fellowship programme. Its essential aim is to improve the technical knowledge of the persons sent abroad for training under it. But, unlike the fellowship programme, which is primarily employed for the further training of civil servants, the worker-trainee programme is for skilled or supervisory workers and the training is conducted as practical workshop and on-the-job observation and experience. Some 1,000 worker-trainees have participated in the programme and the direct results, in terms of new technical and human skills mastered and put to use, have been impressive. This, too, is a programme which produces indirect educational results, bringing the workers selected for training into contact with the workers of other countries and widening their cultural horizons.

During the last few years a considerable effort has been made to improve the means of evaluation of projects, their relationship to national economic and social development and their impact in their own sphere; but appraisal of results remains extremely difficult. The examples included in succeeding sections of the Report show something of what has been accomplished. They are not intended to convey any complacency or unwarranted self-satisfaction. We are fully aware of the limits of our action and of the success achieved. It would, however, be useful to have some expression of view from those directly concerned with this operational side of the Organisation’s work as to the results
accomplished and to get any suggestions they may have as to how the work can be improved.

In this connection it must be remembered that the scope, content and orientation of I.L.O. activities under the inter-agency Expanded Programme of Technical Assistance are determined primarily by the governments of the beneficiary countries and by the Economic and Social Council, which has laid down the policies and rules under which the Programme operates. This governmental and intergovernmental method of control contrasts somewhat with the tripartite procedures of the I.L.O. through which employers’ and workers’ organisations together with governments determine policies and programme. It has meant that to a very large extent the operational activities of the I.L.O. have not in fact been directly controlled by its constitutional governing organs, although they have been kept under constant supervision by these organs, and that employers’ and workers’ representatives have had only an indirect voice in the evolution of this increasingly important part of the I.L.O.’s work. It should, however, be remembered that technical assistance by the I.L.O. not only is inspired by the standards and policies worked out through tripartite discussion, but also brings the I.L.O. into new types of contact in the field with workers and employers.

It must also be remembered that the Expanded Programme is in general directed towards fostering economic development. This means that projects directly related to economic growth tend to be encouraged, whereas projects which cannot prove such a direct relationship tend to be discouraged. In practice, therefore, there has been rapid expansion of certain areas of I.L.O. operational activity—e.g., skill development and productivity—and a very slow growth of activity in other areas contributing primarily towards social stability and welfare. This tendency has raised problems of programme balance for the I.L.O., more particularly since there is so little margin under its regular budget for undertaking projects which cannot be carried out under the inter-agency Expanded Programme.

**Evolution of Educational Activity**

All of the approaches to social problems so far indicated have their limitations in the complex industrial and industrialising society of today. The industrial and regional approaches have proved to be useful means of widening the basis for I.L.O. activity, its channels of action and its contacts. International labour standards and technical assistance activities are both essential parts of our continuing programme but together they cover only a part of the ever-broadening area of
industrial and labour concerns. It has been necessary to find ways by which the Organisation can come nearer to the peoples it serves and nearer to the problems with which it deals. This has led to the evolution of the educational approach which has just begun to take shape and which will, I hope, usefully supplement the other approaches to the social problems of today.

In principle the educational approach extends over all the various fields of activity with which the I.L.O. deals. In practice, it has so far been applied primarily in the field of labour-management relations, and the work done in this field, together with the related work on workers' education, may illustrate some of the problems this approach may help to meet.

**Approach to Labour-Management Relations Programme**

Throughout the world it has been increasingly appreciated that management and labour have a vital role to play in laying the basis for economic growth and social change. Moreover, as I have emphasised before, the relations between management and labour are a significant factor in the transition towards industrialisation and in the maintenance of social stability during the transition. These relations measure a country's capacity to absorb change without unnecessary friction. If labour-management relations are poor, relationships throughout the social structure will be poor. If labour-management relations are good, this provides a solid practical foundation on which to build the new attitudes and institutions needed to keep pace with the dynamics of modern industry.

The important series of standards relating to freedom of association and collective bargaining were adopted by the International Labour Conference in 1948 and 1949. Standards alone, however, are not enough to tackle the problems in this area in a direct and practical manner: these have to be met through the joint efforts of the primary parties to industrial life and work—employers and workers. Thus, a new type of educational work consciously designed to develop better relations between employers and workers seemed required. The aim was to promote positive co-operation between management and labour and enable them to come to grips with the practical specific issues of labour and social policy confronting the industrial world today.

A number of steps have been taken to build up the resources needed to intensify and carry forward the Organisation's work in the labour-management field. In February 1955 the Governing Body approved a budget for the 1956 fiscal year which incorporated a new policy
emphasis on labour-management relations. The Conference, in June 1955, endorsed this emphasis and asked for a comprehensive review of the I.L.O.'s activities with a view to seeing how they might be modified or supplemented "so as to contribute effectively towards promoting labour-management co-operation and better human relations throughout the world ".

The review of activities with a view to their reorientation, where necessary, to develop a practical emphasis on labour-management co-operation was carried out in three stages. First, a United States expert, David L. Cole, held extensive consultations with Conference delegates and others concerned and on that basis prepared and submitted late in 1955 a report suggesting a programme for further I.L.O. action. Secondly, an international meeting of experts on industrial and human relations, held in July 1956, reported its views on the principles which should guide the programme and made practical recommendations. Thirdly, the Cole report and the results of this meeting of experts were studied within the Office with a view to developing both the broad lines of a long-term programme to promote labour-management co-operation and the specifics of plans for action in the immediate future.

As a result of this process an initial programme for action in the field of labour-management relations was drawn up and approved by the Governing Body in March 1957. The programme includes proposals for—

research, studies and reports (including manuals and individual plant case studies and research projects; priorities are being determined in consultation with national governments and through them with employer and worker organisations);

technical assistance (including expert assistance on industrial and human relations, the sending of teams of management and trade union leaders from older industrial countries to less developed countries, the granting of fellowships to management and labour leaders, either separately or jointly, for study abroad, and the organisation of seminars, workshops and other meetings for exchanging views and technical information); and

the provision of technical information (including periodic information on research concerning labour-management relations, the collection of collective agreements and industrial awards and the publication of information concerning trends and developments in labour-management relations).

This initial programme is now being carried out. Contacts with labour-management institutes and research centres have been intensified.
Governments have been consulted as to the specific areas in which they would like the Office's research activity on labour-management relations to be concentrated. Thanks to the co-operation of the Canadian delegation an informal exchange of views on the Canadian approach to the role of government in labour-management relations took place during the session of the Conference last year. Technical assistance on industrial relations has been given to several countries, some projects aiming at helping in the drafting of legislation, others at education in methods of collective negotiation and co-operation, and still others at overcoming certain practical difficulties in particular national situations.

In addition, a number of activities have been undertaken within the Office as a whole in a conscious effort to intensify work connected with promoting labour-management co-operation. For example, one of the basic functions of the programme is to collect and disseminate factual information. The statistical work of the Office has been reinforced for this purpose. Material has been published in the *International Labour Review* on industrial disputes and on real wages. The Office has also published a study on *International Comparisons of Real Wages*.\(^1\) Research in family living studies has been intensified. Technical assistance to governments wanting to improve their labour statistics has been expanded. The I.L.O.'s increasing advisory assistance on productivity also has a direct relationship with improving labour-management co-operation and much useful work has been accomplished in this field in recent years. Supervisory training has obvious importance from the standpoint of improving labour-management relations and the Office's programme of action in this field has likewise been developed and strengthened. Personnel policy and working conditions at the level of the undertaking are also important factors in labour-management relations; and studies on these questions are in progress. The expanding workers' education activities of the Office also have a close relationship to the general promotion of better labour-management relations.

As already emphasised, programming in the labour-management field is a gradual process, suited to the long-term needs to be met. In some respects time and experience alone can give the guidance needed to plan the next phase of the programme constructively.

Nevertheless, in future programming it will be necessary to maintain the ideas which have inspired the notion of this reorientation of I.L.O. activity. If I were to express this new programme emphasis in one word, that word would be "promotional". It differs from most other

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\(^1\) I.L.O.: Studies and Reports, New Series, No. 45 (Geneva, 1956).
aspects of the I.L.O.'s work in this respect: it is dependent upon the force of education, persuasion and promotion. Its basic aim is to spread the idea of labour-management co-operation in ever-widening circles within each country through nationals of the country. There can be no international interference in national labour-management patterns but there can be effective international assistance at the points where the problems have been identified nationally, where the need is for objective advice, well grounded in experience but adapted to national conditions. The job has to be done by nationals in their own way. The I.L.O.’s task is to sow the seeds for progress in labour-management relations, to take action which will have a “snowballing” effect at the national level, to assist and train those who will assist and train others. As an international organisation, with limited resources, it is necessary for the I.L.O. to think in these terms and, as in the case of technical assistance work, to apply effort where it has the greatest cumulative impact.

To translate this promotional aspect into a future programme is not an easy task. From a practical standpoint, what are the next steps for the I.L.O.?

The first essential would seem to be to explore with each interested country its problems and needs.

The second would seem to be to make the I.L.O. a real clearing house for information in the labour-management field: a world centre for the exchange of information and research techniques and results and for the dissemination of labour-management experiences to employers, workers and governments in all countries. This means special efforts to increase the flow of materials and to improve those materials in quality and in so far as possible to make them available in many languages so that they may be widely used.

Thirdly, technical advisory assistance of various kinds directly related to the aims of this promotional programme should be expanded. A number of recent I.L.O. missions, including one to Peru, have assisted in improving labour-management situations and have helped to lay the basis for more solid relations. Of special interest in this connection is the work of a mission, consisting of a trade union leader and an employer from Belgium, which went to Bolivia at the request of the Government in order to make contact with workers’ and employers’ circles in Bolivia and to spread understanding of methods of labour-management co-operation.

It is my hope that the initial preliminary efforts in these fields will be the first phase of a growing interchange of practical experience which will gradually become a powerful vehicle for spreading understanding.
of the problems and desirability of labour-management co-operation within the different countries and for exchanging experience internationally. In this whole field of information and advice the I.L.O. will be experimenting with methods and techniques. Out of this process may come much useful knowledge which can be turned to good practical account in the different countries.

A possible area of future action is encouraging and fostering the establishment and development of national or even regional and international labour-management institutes or centres which can foster co-operation between labour and management and serve as focal points for exchanging views, for channelling international effort and for developing regional and national educational initiatives.

Moreover, the inclusion in the agenda of the 1959 Session of the Conference of the question of methods of co-operation between public authorities and workers' and employers' organisations at the national and industrial level should permit an extensive exchange of views on the different methods, whether voluntary or statutory, bipartite or tripartite, through which such co-operation is organised in the various countries. The conclusions of the Conference may help stimulate the development of a closer co-operation between the different parties according to the traditions of each country. A thorough discussion at the Conference, leading to agreement on standards, may in itself prove to be a means of promoting better labour-management relations.

The labour-management relations programme should, I feel, remain flexible. The I.L.O. has much to give as an international organisation but it has much to learn in finding the best techniques for promoting steady progress in this important industrial and social field. It will be wise to move ahead with deliberation, to meet needs as they arise, and to be ready to experiment with new methods and techniques as well as to use those tested by time and experience. As with all educational processes, results may be slow to emerge, at least in the initial stages. But there is an important job for the I.L.O. to do and with time greater efforts along these lines are sure to bear fruit among more and more people in more and more countries.

Approach to Management Development and Workers' Education

A primary factor in the development of constructive labour-management relations is the attitude of management and that of labour. To a very large extent these attitudes are formed by education and experience and modified by the current pressures of the industrial and social situation in each country.
With rapid technological change everywhere, and with the increasing momentum of the process of industrialisation in most of the under-developed countries, both management and labour have been faced with wider responsibilities and new problems. This has placed an accent on adaptation and learning and has given considerable impetus to management development and workers' education, particularly in the industrially less advanced countries where the needs are greatest and the problems most acute.

In many newly industrialising countries it has been observed that lack of skill and experience in management is an obstacle to industrial growth and efficiency and in particular to the development of sound human relationships within undertakings. Recognition of this has led to a good many different kinds of activity designed primarily to fill these gaps in knowledge and experience by educating top management in modern principles and techniques of industrial organisation and administration and labour relations.

This is a very difficult task and for this reason it is one which presents opportunities for international service. It seems to me that the I.L.O. might well consider whether it is making its full contribution towards management development. As indicated later a number of our technical activities relate to this area—for example, productivity work and the training of senior supervisory staff. The labour-management programme likewise touches as a matter of course on certain aspects of management development, particularly those relating to personnel and to human relations within industry. However, it may be worth considering whether these various approaches are adequate to the needs to be met and if not how they can be unified and expanded.

On the labour side the needs and opportunities for international service are equally great. Over large areas of the world trade unions are young and inexperienced. They often need to find a genuine leadership from among workers themselves, to build up a strong and stable trade union membership and to educate the membership in the processes of collective negotiation and in the ways of union organisation and activities.

The I.L.O. has been conscious of these needs for some time and in recent years has built up its services in the workers' education field. In 1956 the workers' education programme was launched and the first steps taken towards planning and implementing it. Its aim is to help equip the workers with the knowledge and understanding they need not only to carry out their functional and civic responsibilities in modern society but also to contribute fully to the whole process of economic growth and social development.
Under this programme the I.L.O. is not, of course, seeking to substitute itself for the trade unions or to undertake tasks properly theirs. It is simply trying to meet certain needs by providing services appropriate to its own status, structure, terms of reference and methods of operation. The bulk of the programme consists of education in questions dealt with by the Organisation and directly related to the interests of workers as workers, as, for example, labour law and administration, methods of collective negotiation and social security. The programme is built upon the standards contained in the International Labour Code and will, as it gains momentum, help to give effect to these standards.

Needs for workers' education vary from one country and region to another, and the I.L.O.'s programme has to be flexible enough to meet these varying needs in as practical and economical a manner as possible. The first task seemed to be to develop the materials helpful in stimulating the growth of educational activities on the part of workers' organisations and other bodies concerned. Thus, the 1956-57 programme placed special emphasis on the collection and analysis of workers' education materials from countries all over the world, the preparation of workers' education courses and other study material, the collection of the audio-visual aids used in workers' education, and related activities. At the same time, as a means of finding out and meeting needs, some emphasis was placed on participation in major workers' education conferences and seminars and on provision of advisory services in respect of workers' education.

The workers' education courses deal with subjects within the I.L.O.'s competence and are designed as guidance to workers' education teachers and discussion leaders. A series of workers' education manuals was inaugurated with a course on Co-operation, published in English, French, Spanish, Arabic, Hindi, Japanese and Urdu (a German edition will appear later). A course on Social Security has been published in English, French, Spanish and German, and is to appear also in Arabic, Hindi, Japanese and Urdu; and two courses on industrial relations are in preparation. Another will deal with the I.L.O. and its work. The one on Co-operation has been put to practical use by many workers' organisations and governments. In the light of the response to the subsequent courses, it will be possible to see how this kind of objective study material can best be expanded and made still more useful to interested organisations.

Another technical tool being developed under the I.L.O. programme is a manual on workers' education methods and techniques. This manual is designed to help trade unions and other bodies, particularly
in the less developed countries, in the organisation of workers' education programmes and facilities.

The I.L.O. has also helped other organisations to prepare study courses or materials for workers' education purposes. For example, the I.L.O. provided technical data and material aid to the Inter-American Regional Organisation of the International Confederation of Free Trade Unions (O.R.I.T.) as a result of which the latter published a correspondence course on labour legislation. The I.L.O. also helped the International Federation of Christian Trade Unions to meet part of the costs incurred by the Federation in publishing under its own responsibility a workers' education manual based on the proceedings of its Lomé seminar for African workers.

A collection of films and film-strips on labour questions for loan to trade unions and other workers' education bodies has been started. Some 50 films and film-strips have been brought together in this lending library. At the moment, the Office is trying to overcome some of the practical difficulties of their international use, for example by making sound tracks in additional languages and by preparing local-language commentaries for film-strips that may be particularly useful for workers in industrially underdeveloped countries.

At the same time all kinds of basic documentation on workers' education throughout the world have been assembled and classified. Little by little the I.L.O. will be able to build up an international documentation service and thus fill a further gap in this field.

Participation in workers' education seminars and courses is useful both to find out needs and to make known the I.L.O.'s expanding services. In 1956-57, for example, the I.L.O. took part in a great variety of workers' education schools and seminars in Asia, Europe, Latin America and North America. It also assumed a major organisational responsibility for an inter-regional seminar on workers' education held in Copenhagen in co-operation with the Danish Committee for Technical Assistance. These activities proved very instructive. I.L.O. representatives gained considerable knowledge both of the practical needs to be met in the workers' education field and of the various techniques and methods by which they can be met.

Direct advisory services on workers' education have begun on a limited scale. In a project undertaken in Viet-Nam the expert recommended a programme of educational activity to the Government and trade unions and the unions have established a series of workers' education courses along the lines recommended. It is hoped as the I.L.O. programme moves ahead to expand these activities and to give more practical help at the national level to governments.
desiring aid in building up their own workers' education programmes and facilities.

Thus, the foundations have been laid for a rounded programme of activity on workers' education. It is certain that the needs to be met are vast and relatively urgent. Experience alone can show whether the I.L.O.'s programme is soundly conceived and whether it can make a distinctive contribution to the solution of national problems. Meanwhile the activities undertaken and the broad outlines of the work done and planned in this field were submitted to a Meeting of Experts on Workers' Education in December 1957. The Experts formulated a series of general considerations to guide the work of the I.L.O. and a series of recommendations for the Organisation's future programme on workers' education. They recommended, inter alia, that the I.L.O. should continue to publish workers' education courses for instructors and group leaders on the subjects falling within the I.L.O.'s competence; that a new series of documents on the same subjects but of a more elementary character should be initiated; that a manual or manuals on methods and techniques of workers' education should be prepared; that action should be taken to make these materials available in various languages additional to the official languages of the I.L.O.; that the I.L.O. should serve as an international centre for the exchange of information on workers' education and among other things expand its collection of films and other visual aids; that it should organise or sponsor seminars on workers' education; that it should provide direct practical assistance; that it should pursue research work; and that it should consider the possibility of organising at its Geneva headquarters better facilities than it has hitherto been possible to provide for workers' education summer schools, seminars and study groups. These recommendations will be of great value to the Governing Body in planning and orienting future I.L.O. activities on workers' education.

EVOLUTION OF STANDARD-SETTING WORK

The changing world social situation has also had a direct impact on the standard-setting work of the I.L.O. in recent years. The varying needs of the ever-widening circle of member States have suggested the desirability of concentrating international labour standards on major social issues of general practical importance and of giving these standards increased flexibility. In general more attention has been given to the implementation of existing standards and rather less to the formulation of new standards except in the case of special issues of great international concern, such as the abolition of forced labour, or of concern to a group
of countries, such as questions relating to indigenous populations where new standards seemed necessary.

During the last ten years the total number of ratifications has risen from around 1,000 to nearly 1,800: in other words, during this brief period it has undergone an increase far in excess, both numerically and proportionately, of that recorded during corresponding periods before the war. There has also been a definite shift in the proportion of ratifications received from the different regions: a steadily increasing share of the total is being taken by Africa, Asia and the Middle East, with a corresponding decrease in the percentages (but not the absolute figures) for Europe and the Americas. This suggests that the I.L.O. standards are proving particularly useful to countries in the early stages of industrial and social development. In addition, there has been notable progress in the acceptance of Conventions on behalf of non-metropolitan territories during the past decade, since during this period some 800 declarations of application covering such territories were received.

In recent years the main emphasis of the standard-setting work of the Conference has been on treating important questions of fundamental and general concern—such as forced labour—and dealing with them in such a way that the standards will have the widest possible impact. Various means have been found to give greater flexibility to the standards adopted by the General Conference and in addition wider use has been made of the Recommendation as an instrument which, while not erecting any binding obligations, offers a flexible and suitable form for reaching conclusions on a great many of the labour and social questions which come before the Conference.

While fewer instruments have been adopted by the Conference during the last decade than during the first and second decades of the Organisation’s existence, those which have been developed are, in my view, well adapted to the needs of the world social situation today and have for that reason had a particularly healthy influence on the evolution of social policy in the areas which they treat. It is significant that six alone of the more important of the Conventions adopted since June

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1 These include, for example—

(a) the insertion into Conventions of optional parts (labour inspection, minimum standards of social security) or annexes (protection of migrant workers), or alternative parts (fee-charging employment agencies);
(b) the setting of more flexible standards for certain countries, with the possibility of making these standards applicable to other countries if the Conference so decides;
(c) recourse to certain exceptions in regard to sparsely populated areas, etc.;
(d) the use of statistical criteria designed to achieve greater flexibility in the application of social security measures;
(e) revision of older Conventions in order to give them more flexibility.
1947 (the two on freedom of association and the right to organise and collective bargaining, and those on employment service, protection of wages, labour inspection and equal pay) have already received a total of 172 ratifications.

Perhaps the most significant recent changes in the I.L.O.'s standard-setting activities relate to the machinery for supervising the application of Conference decisions. Post-war improvements in this machinery have enabled governments to report much more fully on the action taken on the Conference decisions and on the state of their national law and practice in relation to certain basic Conventions and Recommendations. Moreover, closer contacts have been maintained between the governments and national organisations of employers and workers and an increasing number of comments from these organisations on the implementation of I.L.O. standards in their countries are being received.

There is a growing body of evidence that the various developments just described have helped to further the effectiveness of the I.L.O.'s standard-setting work, as witnessed by the indications concerning the impact of international labour Conventions and Recommendations on national law and practice, supplied both by the governments themselves and by the I.L.O.'s supervisory machinery referred to above. A few recent examples may serve to illustrate this trend. During last year's session of the Conference Government delegates from Ghana and the Philippines pointed out that in the comprehensive reviews of labour legislation now under way in their countries full account was being taken of international labour Conventions and Recommendations; a Labour Code drafted by the Costa Rican Government in 1956 provided for the application of I.L.O. standards whenever a given contingency is not covered by law, equity or custom. Similarly, labour protection measures enacted in certain special fields have given specific effect to the relevant I.L.O. Conventions and Recommendations: e.g. a Cuban decree of 1953 to complete and consolidate the laws respecting employment of young persons, the post-war organisation of Japan's employment and labour inspection services and the Maritime Navigation Act brought into operation in Switzerland in 1957. Finally, the organs entrusted with supervising the implementation of I.L.O. standards discover every year instances where Members have taken action or are about to take action in order to bring their national law and practice into conformity with the I.L.O. standards by which they are bound. Thus, the 1957 Session of the Conference learned from its Committee on the Application of Conventions and Recommendations that no less than 80 such cases were to be found in the report submitted that year by the Committee of Experts which examines the data received annually from governments,
and that during the course of the session itself "a number of governments supplied information... on changes recently introduced in their national law and practice with a view to ensuring fuller compliance with ratified Conventions".

For the purposes of the present Report, the central question for examination is: how have the new approaches and activities which have been mentioned above affected the I.L.O.'s traditional standard-setting activities? In particular, how has the expansion of operational and educational activities influenced the setting of standards of social policy?

It is still too soon to give any definitive answers to these questions. But several points seem to me to enter into the situation. First, the operational work of the Organisation has been strengthened because of the existence of the standards laid down in the International Labour Code. The standards have served as a practical guide in the carrying out of projects in all the major fields of I.L.O. competence. Moreover, in a number of cases technical assistance projects have been followed by a decision of the government concerned to accept formally the standards in question, thus, in a sense, consolidating the progress made. Secondly, the standards lie at the heart of the new educational approach which is now taking shape. In dealing with questions of freedom of association, forced labour and discrimination in employment, for example, the standards are a first basic step in a continuous educational process aimed, as the case may be, at establishing real and meaningful freedom of association or at eliminating forced labour or discrimination in employment in all its forms and in all areas. The standards are not enough; the educational process as a whole is all-important; but the standards are an integral part of this process just as they are an integral part of the operational activities.

So far as the reaction of new approaches and activities on the standard-setting work itself is concerned, there is some evidence that the branching out of activity in recent years has revitalised certain aspects of the standard-setting work. In any case there has been no falling-off in the standard-setting activities; there has rather been a healthy expansion of programme in other areas and an essential widening of methods of work and this has been accompanied by a vast expansion in the network of accepted standards throughout the world. Moreover, there has been a real effort to adapt traditional standard-setting activities to the changed needs and conditions of the post-war world. This process of adaptation will continue, in the future as in the past, to strengthen this aspect of the Organisation's work and to make it fully responsive to the types of issues now arising in the changing and diversified world social situation.
THE SEARCH FOR HIGHER LIVING STANDARDS

The technical assistance programme described in general terms above illustrates the new approach of the I.L.O. to the practical problems arising with the process of industrialisation in the less developed countries. The emphasis is on the development of direct and practical assistance to governments. This represents a significant change in the direction of the I.L.O.'s work—a change growing out of increased preoccupation with the economic and social problems of the large majority of the world's population whose conditions of life call for improvement. Technical assistance, reinforced with related research, information and standard-setting activities, helps the less developed countries to increase their production and employment and consequently their ability to provide higher living standards for their people.

A great many of the I.L.O.'s recent activities have a direct bearing on economic growth in underdeveloped countries. Some of these are mentioned here; others (for example, the labour-management programme) are referred to in other parts of the Report. In view of the fact that in the present world situation the gap between living standards in the underdeveloped countries and those in the highly developed countries is widening, it is essential to scrutinise closely the I.L.O.'s programme in order to see whether the Organisation is contributing as much as it can to the process of economic growth in the underdeveloped areas of the world.

Skill Development

In the process of economic growth in the great majority of underdeveloped countries, the need for new and better skills is next in importance to—and in some countries even more important than—capital shortage. The most pressing demands are for organisational, administrative and technical skills, in other words for skill development at the key levels where decisions and action have a relatively large impact on the use of a country's material and manpower resources. Clearly, there are extensive needs for new and improved skills at lower levels of the industrialising structure, but most often the development and effective use of these skills is a function of skill development at higher levels.

In recent years the I.L.O. has made a particular effort to focus its work in underdeveloped countries on these essential areas of skill development. Its activities connected with productivity, with supervisory training and with vocational training for youth and adults all have the specific purpose of raising the level of skill in industry and in other
sectors of the economy in order to raise production and productivity. All of them tend to concentrate on developing the key skills needed for economic growth: co-ordinating and organising skills, supervisory skills, instructor skills and specific technical skills.

Expanding Work in the Productivity Field.

The I.L.O.'s work in the field of productivity is one of the clearest examples of the shift in emphasis towards promotion of an increase in production and enlargement of the opportunities for social progress which increased production brings. During the 1930s it was possible to argue—in the western world at least—that problems of production had been solved and that what was needed was an understanding of how to distribute the goods that the world's factories, farms and mines could turn out. Since the Second World War, it has become abundantly clear everywhere that the "production cake" is still far too small, that needs and desires for more goods and services are growing as rapidly as the means for satisfying them, and that increasing the size of the cake is just as important for the objectives of the I.L.O. as cutting it into fairer slices.

It may therefore be said that the chief purpose of the I.L.O.'s work in the productivity field is to contribute to meeting world needs for increased production, particularly in the underdeveloped countries, where these needs are both vast and urgent. This is not an end in itself, of course: it is a means to the end of promoting better social conditions.

The I.L.O.'s productivity work has been accomplished through many different parts of the Organisation's machinery. Throughout the post-war period there has been intensified study and research into productivity problems. The International Labour Conference discussed in 1950 and 1953 the main policies and problems of productivity and its relationship to social welfare. A tripartite meeting of experts on productivity in manufacturing industries, held at the end of 1952, reached unanimously a series of conclusions on methods of improving productivity which, together with a report subsequently prepared by the I.L.O. and incorporating the conclusions, have been widely used in countries in all parts of the world.¹ Seven of the Industrial Committees have discussed productivity questions on the basis of reports prepared by the Office. The role of employers and workers in programmes to raise productivity was discussed both at the European Regional Conference in 1955 and at the Sixth Conference of American States Members of the

I.L.O., held in 1956. Methods of labour productivity statistics were examined by the Seventh Conference of Labour Statisticians in 1949. Finally, operational activities in the productivity field have been greatly expanded in recent years.

Each part of the expanding programme of work reacts on the others. The extended field work has made necessary the preparation of good technical materials. For example, the *Introduction to Work Study*, published in 1957, was written primarily for the use of I.L.O. experts, to provide a manual on which teaching could be based. A critical evaluation of the work done on four major productivity projects, based on a study tour as well as on information previously assembled, was published recently in the *International Labour Review*. Moreover, the experience being gained through operational activities is laying the basis for further international discussions and exchanges of views on productivity problems and for further information and research work.

The I.L.O.'s productivity projects are directly concerned with the increase of production by means, very largely, of management training and the application of techniques such as work study and production planning and control. At present the manufacturing sector is stressed, because in most countries this is the sector from which substantial increases in output and employment are to emanate. But this is not the only sector where higher productivity is needed for economic and social growth. Administration, transport, public works and agriculture can all benefit from productivity improvement.

I.L.O. productivity missions—varying in size from one to five members, generally specialists in industrial management and engineering—are or have been at work in Argentina, Bolivia, Brazil, Burma, Ceylon, Colombia, Egypt, Greece, Hong Kong, India, Israel, Pakistan, Yugoslavia and the countries of Central America. A number of other governments have indicated their interest in receiving assistance in the productivity field and, following the completion of a short-term (three months) demonstration project at present being carried out in Burma, similar demonstration projects will be carried out in the Federation of Malaya and in Thailand. Up to the end of December 1957 expert service amounting to some 50 man-years has been given to these various countries; a number of fellowships have been granted to permit study of productivity abroad; and a certain amount of equipment has been supplied.

In no two countries are conditions or problems identical, and no two missions have been able to adopt identically the same approach. They work on a flexible pattern, adapted to the situation and needs in each

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1 "I.L.O. Productivity Missions to Underdeveloped Countries ", in Vol. LXXVI, No. 1, July 1957, pp. 1 to 29, and No. 2, Aug. 1957, pp. 139 to 166.
country, industry or plant. They attempt primarily to impart practical knowledge of management techniques, beginning usually with work study; the practical results that can be achieved through the use of these techniques can do much to bring about changes in attitudes of mind among management and labour and so pave the way for economic growth and social progress.

Notwithstanding differences of approach there is a certain similarity in the pattern of the activities of the missions. Preliminary surveys of requirements and the establishment of contacts with government departments and representatives of employers and workers have been followed by demonstrations in individual plants of techniques which may be used to raise productivity and by training courses often given in close conjunction with the demonstration projects. While a variety of training courses have been given, emphasis has been placed on short appreciation courses for top management and on longer courses, of about two months' duration, for lower ranking management officials and in some cases also for workers, in the simpler techniques of work study. These courses have included practical work in their own plants carried out by trainees under the supervision of the I.L.O. experts. Each of these missions has also been called upon to advise and assist the government in setting up or developing the work of organisational machinery, such as national productivity centres, designed to promote productivity—a matter to which great importance is attached, since productivity missions, like other technical assistance missions, aim to be "self-liquidating".

Community projects have been a special feature of the work of the Indian mission. Assistance in the training of industrial engineers at university or technical college level has been provided, notably in Israel and Hong Kong.

Results vary from one country to another and from one project to another within countries. Few generalisations can be made. But two things can safely be said: first, the sum total of accomplishment has been out of all proportion to the relatively small amount of time and money expended; and secondly, direct practical results, sometimes quite impressive, have been achieved under nearly all the projects.

A few examples may illustrate the impact of these productivity missions. I.L.O. assistance to the Delhi Transport Services improved productivity and enabled the overhaul time of the buses to be cut substantially; this was expected to make it possible to increase the number of buses in service by 50 per cent. without purchasing new vehicles. In Egypt a pilot project in a silk-weaving mill achieved increases in pro-

1 Numerous examples of the impact of the work of I.L.O. productivity missions are to be found in the Review article on these missions, already referred to.
duction ranging from 23 to 40 per cent. in the different departments of the mill, decreases on labour ranging up to 57 per cent., increases in productivity of from 23 to 208 per cent., and increases in earnings for the workers of from 7 to 19 per cent. At the time this project was undertaken an extension to the plant was well under way, and redundant workers were transferred to the new departments for training at their previous rates of pay. Through projects initiated by productivity trainees, new methods were introduced which led to increases in output of from 6 to 400 per cent., with increases of productivity ranging from 12 to 400 per cent. In Pakistan the productivity missions have concentrated on the textile industry. In the weaving shed of one mill, relatively minor changes in operating conditions led to increased output (from 14,000 to 18,000 yards per day) and productivity (an increase of 30 per cent.) in less than two months. In another mill, as a result of improvements in the relations between the managers, supervisors and workers, the productivity of the spinning and weaving sheds increased by 30 per cent. in two months and later by 40 per cent., with an increase of 19 per cent. in workers' earnings and a considerable drop in labour turnover. In Nicaragua an I.L.O. expert was able to assist the management to double the output of a footwear factory, with no increase in the labour force or in the capital invested in the plant.

Aside from these immediate practical results the I.L.O. productivity missions have had many other and more significant results. Counterpart personnel have been trained in the use of well-tested techniques of management, and governments have been aided in setting up or developing machinery for progress on productivity problems, for example national productivity centres. Many hundreds of management officials, technicians and workers have been given some training in certain productivity improvement techniques. This has undoubtedly contributed to a heightened awareness in both management and labour circles of the need for increased productivity and of the importance of a systematic and scientific approach to the complex of technical and human problems involved in developing the organising and co-ordinating skills needed for raising the level of production and productivity. These changes of

1 In Israel, where the mission has been outstandingly successful, thanks largely to the whole-hearted support its work has received from the highest authorities, there has been a vigorous and sustained campaign to raise productivity and the concept of higher productivity has penetrated every aspect of the country's economic life. More than 6,000 people drawn from all levels and from many different fields have attended the various courses given by the Israel Institute of Productivity. The bulk of the training has been done by the Institute's own staff, but the influence of the I.L.O. mission in training staff members and others, in formulating programmes, in advising and in "selling" the idea of productivity to industry and to the country at large has been generously acknowledged by the Israelis.
attitude—intangible and thus impossible of precise measurement—are fundamental to advance in the productivity field. Moreover, in the last analysis, they determine the extent to which the knowledge of the trained personnel can be turned to practical use.

It is true that the results of some of the productivity missions have been disappointing. Traditional management attitudes are slow to change. Workers' suspicions—and a deep-seated fear of redundancy—are hard to dissipate. In some cases indifferent government support has adversely affected the atmosphere of the work and slowed down accomplishment. Other problems relate to the need to match the personal abilities and qualifications of experts to the job to be done, and to the need for full technical preparation. These difficulties are perhaps inevitable in opening up any new area of activity, and experience to date suggests the ways by which many of them may be overcome in future.

On the whole, though, the record of activity has been distinctly encouraging. It is a field of work in which the practical impact of I.L.O. efforts is relatively clear and impressive—even though much more needs to be done, and done on a larger scale—and in which the almost imperceptible changes of attitude generated by the work may make a far-reaching impression on the future course of economic growth and social welfare.

**Developing Supervisory Skills.**

Practical action to help develop the key supervisory skills needed at middle management and supervisory levels in the key industries for economic development has been a priority item in the I.L.O.'s training programme in recent years. In countries in progress of industrialisation the shortage of qualified middle management and supervisory personnel is generally acute and very often represents an important obstacle not only to economic expansion and the efficient use of scarce resources, but also to social adaptation to industrialisation.

The main problem for the I.L.O. had been to find the most effective ways of providing training for supervisors in the less developed countries. Several methods have been tried and tested over a number of years. I.L.O. action in African and Asian countries has aimed primarily at the introduction of a few basic courses of supervision using the T.W.I. method and at the establishment of a central service for the training of supervisory staff with the ultimate aim of its gradual expansion to a fully fledged supervisory training centre. In India, for instance, a pilot scheme was introduced in co-operation with the Ahmedabad Textile Industries Research Association in the Ahmedabad area, where T.W.I. courses, in which all supervisors concerned participated, were run in a
number of plants of the Association. The experiment was sufficiently successful to draw the attention of the Planning Commission of the Government of India to the important role of supervisory training in raising industrial productivity and improving industrial relationships. An expert mission was requested and I.L.O. specialists, while training Indian nationals to take over, introduced training for supervisory staff on basic supervisory skills to about 100 industrial undertakings. In each area close co-operation was established with local industrial associations, research bodies, etc. A supervisory training centre (the T.W.I. Centre) was created by the Government of India Ministry of Labour in Bombay, and another in Ahmedabad under the control of the Textile Industries Research Association. By the middle of 1957 it was estimated that over 20,000 supervisors had been trained in this way.

The I.L.O. has also tried out on a fairly large scale the method of sending supervisors abroad for further training. This method was carried furthest in the Yugoslav supervisory training project, under which, during the last few years, several hundred Yugoslav foremen have undergone training, lasting from two to 12 months, in firms in other European countries. The programme for training supervisors abroad has been extended to other countries. Turkey, for example, has sent some 150 trainees abroad and Afghanistan, Colombia, Greece, Iran, Israel and Lebanon have also made use of similar schemes. India, Jordan and Pakistan also plan to train some of their supervisors in this way.

The Yugoslav project is a good example of the use of a combination of methods aiming at producing a real practical impact in an area of skill requiring substantial development. Thus, while, as mentioned, large numbers of supervisors and skilled workers were sent abroad for training, the I.L.O. also sent some 40 foremen-instructors from various European countries to Yugoslavia to demonstrate good supervisory and working methods in Yugoslav plants and to give on-the-job instruction to future foremen and skilled workers. Moreover, in order to provide further specialised training in management and supervisory fields, the Government, with I.L.O. assistance, set up at Zagreb a centre for managerial and supervisory training. In the initial period I.L.O. experts are helping to run the centre, organise the courses and to train the staff, and are also directly responsible for the training given to managers and supervisors drawn from various branches of Yugoslav industry. A decentralised network of training centres is now being set up and personnel for the local centres are being trained at Zagreb by national and international staff. A number of fellowships have been awarded to enable the staff of the centre to obtain further training, and equipment and
technical materials, including a basic library on management problems, have been made available for the centre's operations.

In Egypt the supervisory training expert works within the framework of the national Productivity and Vocational Training Centre. The supervisory training programme has thus been developed in close cooperation with productivity experts and as a part of a skill-training programme which covers all aspects of vocational training for industrial personnel at levels ranging from semi-skilled workers up to specialised managerial staff. The supervisory training itself, which commenced as a limited approach mainly based on the three T.W.I. programmes, is being widened to include job safety training, supplementary technical training and orientation for supervisors about the policies of the undertakings; and it is planned to establish in due course a full-scale supervision and management development programme in key industries and undertakings.

In Morocco a training project has been undertaken in order to facilitate the replacement of Europeans by Moroccans in the supervisory and middle-management ranks through promotion from the ranks of the workers and training of other suitable personnel. Because of inadequate past preparation most of the Moroccans needed training before they could assume the new responsibilities of supervisory and managerial work. The I.L.O. is helping to meet these needs in two ways—first, by providing direct assistance to individual undertakings in organising and giving the necessary training, and secondly, by carrying out a survey of the needs to be met and the possibilities of future action.

As in the case of the I.L.O.'s work in the productivity field in recent years, the supervisory training programme has taken shape gradually and on the basis of careful study of the needs of the different countries and careful adaptation of methods to the situations and needs to be met and the characteristics of the people being trained. In Asia, for example, a supervisory training course was held on a regional basis in 1950 to explore needs and to focus attention on the importance of supervisory training in economic development. This course paved the way for a series of national supervisory training projects in Asian countries and, in turn, the experience gained through these projects paved the way for the Asian seminar on supervisory training held in 1957, which, in its turn, will be followed by a further series of carefully planned national projects, all benefiting from the experience of the last eight years. In Europe supervisory training work began in 1949 with a regional meeting of experts; a second meeting was held in 1951 to carry the discussions and programme planning a stage further; direct technical assistance was provided to a number of European countries between 1950 and
1956. In 1956, at the request of the European Productivity Agency of the Organisation for European Economic Co-operation I.L.O. experts prepared a comprehensive report \(^1\) on the selection and training of foremen in Europe, based on a survey carried out in ten European countries and on supplementary information gathered from five other countries. The I.L.O.-E.P.A. project has had a direct practical influence on the evolution of supervisory training in Europe and will serve as the basis for further action in the supervisory training field, not only in Europe but in other parts of the world as well.

Action in the field of management and supervisory training is, of necessity, a long-term undertaking. The aim is to raise the level of supervision and to increase the knowledge of most supervisors in a country in regard to the supervisory functions, such as organisation and administration of production and maintenance, human relations and the handling of personnel. It has been found useful to commence action in a given country with a few basic, task-oriented courses so as to convince management and supervisors that the acquisition of skill in supervision can lead to practical results that can be measured in the form of improved production, a decrease in rejects and waste, improved maintenance and a decrease in grievances. These basic courses must, however, be followed rapidly by a more comprehensive approach and one of the main conclusions of the recent Asian seminar on the training of supervisors was that the training of training officers must be broadened to include all aspects of industrial training within the undertaking.

Altogether some 50,000 supervisors have so far benefited from some basic training in supervisory skills provided with I.L.O. help. A large number of undertakings have reported such improvements as referred to above. The most important result, however, seems to be that I.L.O. action in this field has assisted in creating an awareness of the need to train supervisors and managers for their supervisory tasks. While only a few years ago the reaction to I.L.O. promotional work was at best lukewarm, on the part of governments as well as management, requests for help are now coming directly from management and many of the national supervisory training centres are having great difficulty in meeting the large and increasing numbers of requests being made.

*Promotion of Instructor Training.*

A further key area of skill development in industrialising countries is instructor training. In all these countries there is an urgent need to

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expand vocational training facilities and to build up an integrated network of training schools and centres. There is, at the same time, a shortage of vocational instructors to teach in the schools and centres. Thus, in expanding facilities, one of the first tasks is to train the instructors needed to staff them.

A good deal of the I.L.O.'s work in the vocational training field has been directed towards increasing the supply of vocational instructors in the less developed countries. One example is the I.L.O. project in Brazil carried out in co-operation with the National Industrial Apprenticeship Service (SENAI), under which the I.L.O. assisted the Service to develop its training facilities and SENAI opened its doors to selected instructor trainees from other Latin American countries. Special training courses for SENAI instructors were held and a training centre for instructors was opened; and in addition 131 instructor trainees from other American countries attended SENAI instructor training courses between 1952 and 1956. Courses were also held for principals and top administrators of vocational training schools and programmes in Latin America. This project has proved an interesting experiment in co-operative assistance. The I.L.O. lent its facilities and expert services where they were most needed and SENAI, in turn, lent its facilities and services, so reinforced, to other Latin American countries which were suffering still more than Brazil from the shortage of properly qualified vocational instructors. As might be expected, the impact has varied from one country to another. But all in all the results have been impressive and have been recognised in the countries concerned as a practical contribution to the development of the key skills needed for technological progress and economic growth.

Experience with this and with the many other I.L.O. projects for instructor training has shown that such training is and must necessarily remain a priority area in the development of national skills.

**Skill Development at Lower Levels.**

It is probably true that a strong concentrated effort to develop skills in key areas and at top levels of responsibility is, as a rule, more effective than a fragmentation of effort over all areas and levels. Nevertheless, current needs in many underdeveloped countries are such as to suggest many instances in which a dispersion of effort is the only practical way to start to remedy skill shortages. Thus, vocational training projects of many different kinds and directed towards skill development at many levels have fitted into the pattern of I.L.O. activities relating to economic growth.

Some of these have been concerned primarily with developing the new skills needed for particular kinds of work. A good example is the
training of motor mechanics: several projects have been carried out in this field, particularly in Asia, and the I.L.O. also published an instruction manual on the maintenance and repair of motor vehicles. Others have been concerned with laying a first basis for all further developments in vocational training in countries which are starting from almost nothing. Libya is an example of a country which until a few years ago lacked practically every type of skill and vocational training facility. In 1950, after a preliminary survey carried out under I.L.O.-U.N.E.S.C.O. auspices, the Government decided to concentrate on the necessary administrative and technical staff required for the country’s general economic and social development, and a training centre, comprising a clerical section and a technical section, was organised jointly by U.N.E.S.C.O. and the I.L.O.; the I.L.O. assumed complete responsibility in 1952. Under the project, some 200 young people have already been trained as semi-skilled and skilled workers for industry, commerce and public administration. But the main purpose of the project is to lay the foundation for the further development of national vocational training facilities: Libyan technicians, instructors and administrators are being trained, and suitable teaching materials are being prepared in Arabic. Courses of a higher standard are being introduced progressively. The I.L.O. assistance is now being tapered off with a view to assumption of full control by Libyan authorities in 1960. This is a project which has already had a demonstrable practical impact on the Libyan economy and which will leave behind it the essential basis for continued long-term progress.

Activities relating to skill development at all levels have a direct bearing on economic growth in the less advanced countries. They help to adapt the skill structure to present and prospective needs and to raise the level of skill and productivity. Clearly, the I.L.O.’s work is on a very small scale in comparison to the needs to be met. Moreover, it has not always been possible to concentrate even these efforts on projects likely to make the most effective contribution to skill development in the countries concerned. Nevertheless, what has been done has proved practical and useful. Most important of all, the majority of the projects have left behind a basis for growth.

Employment Development.

Another series of I.L.O. activities with a bearing on the use of human resources in the process of economic growth relates to employment development. In the overwhelming majority of the less developed countries human resources are the greatest asset to economic and social progress. Yet in most of these countries there is poor and inadequate
use of manpower, extensive underemployment, imbalance between rural and urban employment, haphazard movements from one sector to the other and instability in the labour force as a whole. Industrialisation often moves too slowly to absorb the labour force and particularly to make a far-reaching impact on underemployment, and in many cases simply imposes additional problems on an increasingly strained social structure.

In recent years the I.L.O. has given a great deal of its attention to the employment problems bound up in economic development. It has fully appreciated the fact that unless these problems are understood little can be done to solve them and that unless they are solved industrialisation not only may be retarded but may make little net contribution to economic growth and social welfare. The I.L.O.'s employment development work extends over a wide range and has two main areas of concentration: the promotion of more and better information about manpower resources and their use and about the employment problems of industrialising countries, and the solution of specific employment problems inextricably involved in the industrialisation process.

Most of the underdeveloped countries have little detailed knowledge of their human resources and have found that more information is essential both for development planning and for carrying out the plans. Moreover, in a number of the less developed countries, particularly in Asia, widespread unemployment and underemployment, together with the rapid natural growth of the labour force, have compelled the authorities to give increasing attention to the creation of employment opportunities; and this has brought a need for better information about the nature of employment and unemployment problems in the underdeveloped areas of the world.

The I.L.O. has been able to help meet the needs for information in several ways. In the first place, it has been making an intensive study of underemployment—how to measure it, its nature and extent, its economic and social implications, and measures which may be taken to reduce it. It is also engaged on a parallel study of the problems of employment expansion in economic development. Secondly, the I.L.O. has helped a good many countries to survey their manpower resources and to develop employment information programmes on a continuing basis. Such projects, undertaken in a number of Asian, Latin American and Middle Eastern countries, have laid the foundations for more effective use of manpower resources in the process of industrialisation.

The I.L.O.'s employment information work has aimed to provide governments with practical recommendations for dealing with immediate problems, together with recommendations suggesting the guide lines for
longer-range programmes of manpower utilisation. Experience so far suggests that these recommendations must be based on a fairly accurate and precise measurement of labour supply and demand and of employment opportunity if manpower policy—for example, in regard to vocational guidance or training—is to be adapted to the real needs of the economy. Thus, a number of I.L.O. projects have aimed at laying the basis for further employment and skill development. In Pakistan and in India, for example, extensive projects of manpower assessment have been carried out with I.L.O. assistance. These aim at arriving at a more precise evaluation of the qualitative and quantitative labour requirements of industry and at assessing the absorptive capacity of their development programmes. In both countries the emphasis has been on the improvement of existing machinery in order that the needed information on labour supply and demand may be available on a continuing basis. This is necessarily a long-term process involving the development of organisation and techniques adapted to Asian conditions. In India a pilot scheme was inaugurated and tested in the Delhi employment market area in 1955-56 with the aid of an I.L.O. expert, who returned for a follow-up phase in 1957 to assist in its wider application on an all-India basis. The data collected will provide fundamental information for planning purposes, both at state and national levels. It will be used to ascertain changes occurring in the level of employment, in testing the success of development schemes in combating unemployment and in identifying further manpower measures that need to be taken. The information will assist in the orienting of training programmes and will also serve as a guide in framing educational policies. The authorities will also be able to use the data in extending vocational guidance services and in other fields such as housing and social insurance, as well as for the proper administration of the employment service itself. A manpower survey carried out in Ghana recently served the same basic objective of providing immediate guidance on manpower developments.

One of the basic problems of employment development in economic growth is the problem of balanced employment as between the rural and urban sectors of an industrialising country. How is it possible to develop and maintain a balanced employment structure, with manpower movement from one sector to another integrated with the pace of industrial progress? What factors account for a too rapid or too slow movement of workers out of agriculture? This is a problem area of special importance to healthy economic growth. In 1956 rural-urban employment relationships formed the central theme of my Report to the International Labour Conference and the discussion indicated widespread concern with the labour and social problems arising out of these changing relationships.
The Office is studying the various aspects of the question, with reference to both the rural and urban sectors of the economy; it is also investigating the spread of industry to rural areas to see what contribution this can make towards a balanced development of both sectors.

A whole series of specific employment problems is also bound up in the transition towards industrialisation and the I.L.O. has been giving increasing attention to their analysis and solution. In parts of Africa, in Asia, Latin America and the Middle East, new industrial labour forces are coming into being and are gradually achieving a structure and character of their own. New types of employment problems arise—how to organise the movement of workers from one area and occupational sector to another, how to recruit, select and place workers in suitable employment, how to overcome initial instabilities in a labour force unaccustomed to the restraints of industrial work, how to protect workers against employment "middlemen", how to cope with urban unemployment and underemployment. These problems are engaging the attention of the Organisation.

The general inadequacy of the machinery for the organisation of employment in the less developed countries has meant that a great many I.L.O. projects have been primarily concerned with the development of basic organisation to assist in the recruitment and selection of workers. In Colombia, for example, an assessment of the manpower situation made with the assistance of the I.L.O. has led the Government to bring together in one department the employment service and vocational training organisations and the employment information programme, in order to establish an integrated basis for attacking its manpower problems. It is not always a question, however, of merely establishing an organisation of limited proportions with procedures and methods designed to cope with employment problems that are essentially simple in character. The introduction of modern manufacturing processes and equipment in industrialising countries often raises highly technical problems of worker recruitment and selection in a social setting which is still primarily tribal in character; and the introduction of advanced methods and techniques of worker selection and placement may be desired to meet a very genuine need. Often, therefore, two approaches have to be used simultaneously: the strengthening of basic organisation and the introduction of specialised methods and techniques which ordinarily would have been the outgrowth of a far more gradual evolution of industrial development.

The I.L.O.'s work on occupational classification and job analysis illustrates the duality in the needs of the lesser developed areas. The Organisation has had to develop an international system of occupational
classification which could be adapted to both the simplest and the most complex of occupational structures and which could respond to refinements in the division of work in the individual sectors of the economy as they might occur. Assistance in this more specialised area has become part and parcel of all advisory assistance in the field of manpower in view of its basic importance to the whole range of activities concerned with selection, placement, employment counselling, employment information and training. In some instances the need has been so acute that it has presented a bottleneck in carrying forward the various activities connected with effective utilisation of manpower resources in relation to productivity. This was the case in Egypt, which had embarked on a productivity programme of broad scope and required urgent assistance regarding the classification of workers and jobs and the analysis of occupations in Egyptian industry. As the result of an appeal from the Government the I.L.O. sent an expert to train officials from the various departments concerned with manpower utilisation in the principles and methods of job analysis, and the analysis of jobs in Egyptian industry was undertaken as part of the training. Selected officials among those trained helped to give further training to groups which included representatives of industrial establishments. This extended the impact of the project and resulted in the application by Government and by industry of systematic job study to a variety of activities including the selection of trainees the drawing up of training courses on the basis of job requirements, and worker selection and upgrading.

The evolution of the manpower programme reflects the changing preoccupations of governments in seeking to meet their real manpower needs and conditions. In the beginning there was a tendency for governments to think that adoption of the employment institutions and methods of the older industrialised countries would foster development automatically and provide solutions for the main problems of employment organisation; and there was too little concern with the deeper issues of what was suitable and practicable in the light of the real problems of the particular countries and regions. Thus, the early requests for assistance on employment service organisation envisaged blueprints for setting up a full-blown employment service complete with draft legislation, organisational structure, a network of local employment offices and an expanding staff. It soon became clear, for a variety of reasons, that employment services along traditional lines had little practical relationship to certain local problems, social habits and institutional structure. A partial solution was gradually arrived at; and pilot employment offices designed to cope with the realities of each situation were set up and used in testing methods and carrying out activities which would
respond to the practical needs. In some cases these offices have been successful but in most instances they have been working on very limited segments of the employment market owing to financial limitations and even within these segments effectiveness has been curtailed by too close imitation of traditional patterns of employment service organisation.

There is no simple formula by which the employment problems of the less developed regions of the world can be attacked. Action in one area of activity calls for action in other related areas. And it is clear that the mechanics of employment service organisation are of little avail in the absence of expanding employment opportunities.

The I.L.O. has a special responsibility to promote employment opportunity and to seek to prevent unemployment. Since the Second World War the emphasis has swung from the prevention of unemployment to the promotion of full employment. The Organisation, independently and in co-operation with the United Nations, has been studying post-war problems of full employment and in particular methods of reconciling full employment with the achievement of other social objectives. An analysis of government policies on employment and unemployment since 1950 was published in an article in the International Labour Review. Full employment has proven difficult to reconcile with price stability and, in some countries, with a satisfactory balance of payments. An important role is played by the power of trade unions to raise wages, through bargaining, as well as that of other groups to increase their share of the national income. The Office is now studying the problem of economic stability under full employment, including relations between wages and inflation.

Today, the nature of unemployment tends to vary more widely from country to country and from industry to industry than it did in the 1930s. Since the Second World War there has been a tendency for fluctuations in production and employment to appear in some industries quite independently of those in others; and in some countries unemployment in particular industries has begun to show special characteristics that do not apply to the whole economy. For these various reasons, among others, the I.L.O. has sought to broaden its approach to unemployment problems in recent years and to devote more attention to the study and analysis of national and regional unemployment situations and problems, of unemployment in different world industries—for example, the metal trades, the textile industry and the construction industry, and of unemployment among particular groups of workers—

for example, salaried and professional workers. The Organisation's Industrial Committees and regional conferences have served as useful channels for the analysis and discussion of problems of employment and unemployment within different industries and regions.

New problems of unemployment have begun to emerge on the world scene during this last year or so. The most striking changes have taken place in the underdeveloped countries where, as a result of a series of developments, including increasing population pressure, urbanisation and the character and pace of industrialisation, new groups are appearing on the employment market as obviously unemployed, instead of remaining more or less invisibly underemployed. The village and youth unemployment problems in Ceylon and in other Asian countries typify a difficult situation, creating widespread political controversy and unrest. It may be that these new groups, emerging into unemployment status in both urban and rural areas, will intensify and make more critical a long-standing unemployment problem. It is certain that the problem cannot be solved merely by improvements in employment organisation; it must be tackled from an economic as well as an organisational point of view. In other more developed areas of the world the employment situation has shown signs of instability.

The I.L.O. may therefore have to review its programme and activities in the field of employment and unemployment in order to ensure that it is properly concentrating its work on the major problems in this area of economic and social policy and in particular that it is in a position to deal effectively with any problems of unemployment which may emerge with industrialisation and technological progress.

Wages and Wage Policy.

In the transition towards industrialisation, many difficult problems of wage policy arise and must be dealt with in such a way as to promote economic growth. There are no clear or simple answers to these problems. The most important need is for greater knowledge and understanding of them; and for that reason the I.L.O. has expanded its research into problems of wage policy in industrialising countries. Secondly, the I.L.O. can and does seek to promote the conditions in which real wages can rise in the different countries. Its productivity and labour-management relations work makes a major contribution in this regard. Thirdly, technical assistance in the fields of wages and wage policies has also been given, although so far on a limited scale.

A few countries have requested and received assistance in the field of minimum wage fixing and it has been possible to help them in clarifying the meaning and the economic feasibility and limits of effective
measures in this field in the light of local conditions. An I.L.O. expert on wage questions has carried out two missions in Burma, which have resulted in the establishment of two Minimum Wage Councils, for the cigar and cheroot manufacturing industry and the rice-milling industry respectively, and in the promulgation of orders fixing minimum wages in these industries. By virtue of these developments Burma has been enabled to ratify the Minimum Wage-Fixing Machinery Convention, 1928. Certain wage problems, such as the introduction of incentive wage systems, have been tackled under the I.L.O. productivity projects. In other cases governments have requested advice on far more difficult problems of general wage policy. Such problems are apt to arise when, with the growth of vocal labour and political organisations, governments of industrialising countries have to accommodate pressures for the immediate improvement of wage earners' living conditions within the extremely limited resources of their countries. Thus the Governments of Bolivia, Indonesia and Uruguay have sought advice from the I.L.O. regarding, inter alia, ways in which measures of wage policy might help in reconciling the aspirations and demands of active trade union organisations with the need for controlling an inflationary situation presenting dangers to a stable development of the national economy. The scope for effective technical assistance in such cases may be considerable. Even if it cannot be said that older industrial countries have found the final answers to some important questions of wage determination, collective bargaining and industrial relations generally, the continuing preoccupation they themselves have with these problems has resulted in an accumulation of experience, both negative and positive, which can be helpful in seeking ways of reconciling conflicting interests and in balancing social aspirations and economic possibilities in the younger industrialising countries.

It is not possible to do very much about wages in the international field other than to promote conditions in which real wages will rise in each country, to pursue research into wage problems and to provide technical information and assistance along the lines indicated above. But it has been possible to take some action to eliminate or prevent discrimination in wage policy. The I.L.O. has made particular efforts to promote equal remuneration for work of equal value and to establish the principle of equal pay for men and women. The Equal Remuneration Convention and Recommendation, 1951 (the Convention has already been ratified by 26 countries) is one result of this effort and represents, at the same time, a clear example of the shift in emphasis from social protection to the promotion of equal rights. The I.L.O. has also sought to assure equal remuneration to foreign workers and to other minority
groups in circumstances in which there appeared to be unfair discriminatory treatment.

It may be, too, that developments tending towards closer economic and social co-operation among neighbouring countries within different regions of the world will provide the I.L.O. with additional opportunities for international service in the field of wage policy and practice.

**Closer Economic Co-operation.**

The post-war years have witnessed encouraging progress in achieving closer economic co-operation between countries both in particular regions and on a world-wide scale. Through the General Agreement on Tariffs and Trade steps have been taken to reduce restrictions on international trade. Each in its own sphere, the United Nations, the International Bank for Reconstruction and Development and the International Monetary Fund have made important contributions. On a regional basis some of the most interesting experiments of our time have taken place in western Europe—the O.E.E.C., the European Coal and Steel Community, Benelux, and within the last year the signing of the treaty for the establishment of the European Economic Community and the declaration by the O.E.E.C. countries of their determination to secure the establishment of a European free trade area.

Progress in freeing the channels of trade and in integrating more closely the economies of different countries can make a significant contribution to economic growth throughout the world. At the same time, it raises problems for employers and workers as well as for governments—such questions as whether and under what conditions international differences in labour costs, including social charges, constitute obstacles to the establishment of freer international markets; the need for and the nature of policies designed to reduce to a minimum the hardships which closer economic co-operation may involve for persons engaged in particular industries; the question whether, if freer international markets are established, it may be necessary for countries to shape and carry out their social policies with a greater measure of international consultation and co-operation than at present; and social problems connected with freer international movements of labour.

The I.L.O. has been studying these problems in a western European context and in co-operation with a group of experts who reported on *Social Aspects of European Economic Co-operation.¹* It has produced a statistical fact-finding study on *Wages and Related Elements of Labour Cost in European Industry, 1955.*² It has also published a methodological

and factual study on the problem of International Comparisons of Real Wages.\textsuperscript{1} There is a need for further study of these and related problems in a world-wide as well as in a European context. Proposals for further action that might be undertaken by the I.L.O. in this field will be submitted to the Governing Body. Two studies are under consideration, the first a study of wages in the cotton textile industry, this being an industry in which rather acute difficulties associated with international competition have arisen in certain countries; and the second a study of measures that may be taken to facilitate the adjustments that may be needed on the part of certain employers and workers when exposed to more vigorous foreign competition.

The Search for Higher Living Standards in the Rural Sector.

The increased participation of non-industrialised countries in the work of the I.L.O. and the increased concern with the major social issues of these countries has affected the Organisation’s programme and the questions with which it deals. In recent years, for example, the I.L.O. has been devoting a large share of its resources to the problems of the rural sector, with particular reference to the problems of the less developed countries.

Improved techniques on many fronts, the gradual disappearance of subsistence farming, the growth of commercial agriculture, the increasing desire of agricultural populations to improve their levels of living and their working conditions, the shift of people from rural to urban areas—these tendencies are all part of an agricultural revolution comparable in scope to the industrial revolution. But for many reasons rural peoples are not able to adjust themselves as readily as are other groups to changes of such magnitude—agriculture is governed by natural laws, the farm population is comparatively isolated, peasants particularly are apt to be conservative and unreceptive to change. And in such circumstances, and for other reasons as well, it is to be feared that the gap between living and working conditions in industry and in agriculture will widen rather than narrow, certainly in the less developed but rapidly developing economies. More and more countries have been trying to mitigate poverty in rural areas, to break up the isolation of rural communities and to get rural people to be conscious of their problems and needs. It is recognised that defects in the agrarian structure may act as a powerful deterrent to economic and social progress. In many Asian countries, for example, a primary object of development policy is to build an agrarian structure which will give greater oppor-

\textsuperscript{1} I.L.O.: Studies and Reports, New Series, No. 45 (Geneva, 1956).
tunities to those engaged in agriculture and in other rural occupations and remove institutional barriers to measures aiming at higher agricultural production and higher living levels for the rural population.

Although the I.L.O. has concerned itself from the very beginning with agricultural workers, the need for this has become much greater with the increased emphasis now being placed on the problems of the less developed countries where agriculture is the major occupation. Thus, in recent years, a series of agricultural questions has been dealt with by the Conference, in an effort to frame principles which can be applied in countries at widely different stages of development. Research on agricultural and rural problems has been intensified. Problems of vocational training in agriculture, placement and employment problems in agriculture, rural-urban employment relationships and the living and working conditions of sharecroppers, tenant farmers and similar categories of agricultural workers are among those which have been tackled in recent years. In addition the I.L.O. has taken an active part in the broad and integrated international approach to rural problems represented by inter-agency action in respect of community development and land reform. Likewise, under the technical assistance programme a growing number of projects are concerned with the problems of the rural sector.

The work in the field of vocational training in agriculture shows how these various activities have been interrelated. Vocational training in agriculture was brought before the Conference, which in 1956 adopted a Recommendation on the subject providing guidance as to how, in countries at all stages of development, the agricultural population might become more efficient producers, have greater opportunities for economic and social advance, and obtain higher living levels. These basic principles have been implemented in different ways. Fellowships have been awarded to forestry workers and instructors in Europe to attend short courses in other countries, and this has led also to the organisation of training centres, where experience may be exchanged between countries; an international training seminar on vocational training in agriculture is to be held in 1958; the subject is being discussed at regional conferences, so as to adapt the general principles to regional needs and conditions; and technical assistance is being granted to countries wishing help in setting up training institutions for rural populations. At the same time, research on training problems in agriculture is being pursued on a wider basis in order to provide guidance in coming to grips with operational problems.

Similarly, the I.L.O.'s expanding work in the fields of co-operation and handicrafts has become an important aspect of its action to promote
the raising of living standards in rural areas, particularly in essentially agricultural nations. In recent years the Organisation's programme in these areas has widened considerably and has played a not inconsiderable part in the over-all attack on the problems of rural development in the less industrialised countries.

Co-operative organisation is a practical means of fostering economic development in a form which allows of gradual adaptation to the social consequences of such development and which thus facilitates change in conditions of social stability. It has also proved to be a useful means of providing basic training in democratic principles and procedures. In many underdeveloped countries it has been introduced or encouraged by governments as a means of promoting economic development in a spirit of social co-operation and with a view to making as rapid progress as possible towards higher living standards in both rural and urban sectors.

Where co-operatives are being developed, one of the principal problems is often to ensure that a sufficient number of persons are being trained in the ideas and techniques of co-operative organisation, so as to ensure efficient operation and control. Thus, a very large part of the I.L.O.'s activities has been of an educational and training character concerned, e.g., with the promotion of suitable institutional environments for co-operative development, the training of officials and staff for the co-operatives and the education of members of co-operatives in principles and methods of co-operation; and most of the work has been done on the spot through regionally or nationally based field missions.

In countries where co-operative organisation has not yet been widely developed, such as Tunisia and Viet-Nam, the first step in I.L.O. assistance has usually been a preliminary survey of needs and possibilities and it is on this basis that further assistance on specific aspects of co-operative organisation is given, either through team missions working on a broad front, as in Burma and the Philippines, or through a series of successive expert assignments, as in Ceylon and the Federation of Malaya.

Some projects have aimed primarily at developing the institutional framework necessary for practical action in the co-operative field. For example, in the Philippines, where I.L.O. experts on co-operation have been on assignment since 1953, a suitable law had to be prepared in order to pave the way for the satisfactory development of certain kinds of co-operatives and for the unification of the co-operative movement. Many of the projects have been designed primarily to help to promote sound organisational and administrative practices in co-operative organisations generally. Other projects have had more specific purposes,
such as the development of a particular kind of co-operative, e.g. industrial, consumer, national wholesale or marketing, or a co-operative bank. But all of the projects, whether at the national or at the regional level, have had as their basic object the training and education of people and it is in this area that they have had, and will have for the future, their most important results. In Ceylon, for instance, as the outcome of a survey conducted in 1952-53, an I.L.O. expert helped to reorganise courses of training in the School of Co-operation, to set in motion an Extension Division which provides co-operative education for employees and members of co-operatives throughout the country, and to prepare study materials in the shape of manuals and guides. In the Philippines the I.L.O. team concentrated on the systematic development of co-operative education and training; government officials were trained and co-operation was introduced as a subject of public school study on the basis of a curriculum drawn up by the experts. Assistance is to be given to Pakistan in the establishment and initial operation of a co-operative college to train government officials and co-operative employees.

At the regional level the most important activity has been the co-operative training courses which have been organised by the I.L.O. every year from 1953 on in the form of regional or inter-regional seminars, combining lectures, group discussions and study tours and providing practical insight into co-operative methods and practices.

As a result of the emphasis on education and training activities, there has been a growing demand for technical materials on co-operation in a form suitable for training and promotional purposes. The I.L.O.’s Introduction to Co-operative Practice 1, first published in 1952, has been translated into many languages and is now in use as a textbook in study circles and study groups in a number of countries. The workers’ education manual on Co-operation 2 is in great demand for co-operative training purposes, and other manuals are in preparation.

Handicrafts and cottage and small-scale industries are also of great importance to underdeveloped countries as they play a basic part in raising living standards in the rural sector. They can make a significant contribution to raising production and help to solve problems of unemployment and underemployment, and so do a great deal to raise rural living levels and to ease the transition to industrialisation. The I.L.O.’s work in this field has been concerned mainly with giving training in selected crafts, initiating practical measures to promote new techniques and industries, and developing suitable institutional conditions for their

development. The pattern of aid has generally been a preliminary survey followed by expert assistance in the development of specific crafts or industries. A number of the projects have been undertaken in collaboration with other international organisations, in particular the United Nations and U.N.E.S.C.O.

The scope for direct action in this field is wide and the projects often give rather impressive results. Leather-tanning and woodworking training centres have been set up in Haiti. In Afghanistan, as a follow-up of a survey mission, assistance is being given in the development of specific crafts, such as cotton and silk weaving and leather work, and in organising handicraftsmen in co-operatives. In Ceylon an I.L.O. expert has helped to reorganise the extension and training activities of the Cottage Industries Department, and other projects have been undertaken for the development of the cotton textile and coir industries. Aid is being given to Thailand to improve the designing and marketing of handicraft products in general and in the development of specific crafts like cordage processing and lacquer ware. Following a survey mission in Libya, assistance is being given in the development of specific handicrafts in parts of the country. In the U.N.E.S.C.O. Fundamental Education Projects, at the national level in Cambodia and Thailand, and for some countries in the Middle East and Latin America, I.L.O. handicrafts specialists have been participating, teaching crafts to teacher-trainees and others and developing uses of local raw materials for handicraft and cottage industry production.

THE SEARCH FOR SECURITY

Greater emphasis on programmes designed to promote economic growth and higher living standards does not imply a lessening of emphasis on programmes designed to protect workers and their families against the risks and insecurities inherent in modern industrial society. The aim is to protect people in contingencies depriving them of income or affecting their health, to reinforce enterprise with security where this is necessary to prevent hardship and where it contributes towards a buoyant and prosperous economy and facilitates the smooth absorption of economic and social change.

Social needs change with the times and the evolving needs of the post-war period have led to both an intensification and a widening of the I.L.O.'s work in the social security field and to considerable practical activities. In recent years there have been two main areas of concentration: the one, the promotion of sound policies of social security in the industrialising countries; the other, the solution of practical
problems arising with the increasingly international character of work in the world today.

**Social Security in the Less Developed World**

Even before the end of the Second World War it became apparent that the I.L.O.'s work in the social security field had to be revised to meet the needs of the newly developing countries. Up to that point the Organisation's work had been based very largely on the problems and experience of the older industrial countries of Europe and the main direction of effort had been the drafting of common standards for the coverage of social risks in that type of industrial society. But it was evident that more had to be done to meet the problems and needs of the industrialising countries just beginning to be aware of the needs of their workers for social security.

In most of these developing countries social needs have traditionally been met on a family, village or tribal basis in an economy geared to services in kind rather than to cash. With industrialisation, however, workers move from rural areas to industrial centres; families are scattered and family ties are weakened; and it is no longer possible for the family as a whole or for a village or tribe to bear the responsibility for meeting the needs of its members in times of difficulty. Moreover, industry is creating its own problems, such as the greater risk of accident and the needs arising with loss of cash wages in the event of sickness or unemployment.

This change of pattern is not new, of course—it is characteristic of industrial society; but it is highly desirable to avoid a repetition of the history of social security in many of the older industrial countries which proceeded by trial and error, and frequently produced a multiplicity of schemes and a division of responsibility prejudicial to harmonious development. Most of the newly industrialising countries are well aware that the only real answer to their new social needs is a comprehensive social security scheme. Their central problem is how to achieve social security at their present stage of economic growth and in terms of the vast needs to be met: major problems of social policy, priority and timing are bound up in answering the question: "How much social security can we afford?" Moreover, aside from this, there is little or no familiarity with the basic principles and methods of social security, no actuarial knowledge or statistical experience, no trained administrative staff, no nucleus of administrative machinery.

It is one thing to try to meet changed needs by building on an existing scheme with a going administrative apparatus, however imperfect. It
is quite another thing to plan, prepare and introduce a wholly new scheme to meet new needs, to cut and prune it to the pattern of financial and administrative feasibility, to initiate and give the training necessary for its administration and to develop effective supervision and evaluation of operations under it.

As a matter of necessity, therefore, the I.L.O. has concentrated on practical field activities relating to social security in industrialising countries. Within the last five years social security assistance has been provided to nearly half the Members of the Organisation. In many countries of Asia, Latin America and the Middle East steps have been taken to explore national needs for social security, to estimate the possibilities of meeting them in the context of economic and social development generally, to establish the legal and actuarial basis for a social security scheme, to train the necessary staff and provide the necessary technical materials, to set the scheme in motion and to see it through its initial period of operation. In a number of cases, e.g. in Burma, these results have been accomplished through phased missions, spread over a period of years and aimed at providing at each phase the type of technical assistance needed to carry the social security work a stage or so further ahead. In addition to technical assistance work carried out on a national basis the I.L.O. has provided more advanced training for social security staff on a regional basis, e.g. through social security seminars on planning, administration and statistical problems, and through technical assistance fellowships to enable selected social security personnel to study both at the I.L.O. headquarters and in countries with a long experience of social security. It has also made a special effort to produce technical materials suitable for use in the industrialising countries: examples are the manual on *Administrative Practice of Social Insurance* ¹ and the report on *Unemployment Insurance Schemes* ² and the series of handbooks on national systems of social security.³ Concurrently with these developing activities the Organisation directed its standard-setting work towards the needs of the less developed countries. In 1952, for example, the Conference adopted the Social Security (Minimum Standards) Convention, which has already been ratified by nine countries and which has served as guidance to many other countries and to many technical assistance missions.

What is the practical impact of all this work? There is no comprehensive answer. Certainly, with the experience of the older industrial

² Ibid., No. 42 (Geneva, 1955).
countries behind us, some of the social insecurities of the early stages of industrialisation today have been anticipated and partially countered.

Experience suggests that this question can only be answered clearly in terms of any given national situation. But in general terms experience also suggests that social instability is only too often a symptom of new needs left unmet during a period of accelerated social change and that well-conceived social security plans, soundly financed and capable of efficient administration, can make a contribution towards filling the vacuum left by the inevitable weakening of informal social ties and resources in the industrialisation process. Many important questions have to be answered with reference to each national situation. What forms of social security are most needed? What priority attaches to the allocation of national financial resources to social security purposes? How do social security plans relate to the economic and social development of the country? Which of the patterns of social security that have proved suitable for the older industrial countries are suitable for the newly industrialising countries? How will new patterns stand up to the test of time?

These are some of the questions now engaging the I.L.O.'s attention as it intensifies its efforts to assist the underdeveloped countries to develop frameworks of social protection for their peoples. In many of these countries experience of the schemes formulated with I.L.O. help and now in the early stages of operation may give some of the answers in the not-too-distant future.

**International Problems of Social Security**

A second area of concentration of I.L.O. social security work in recent years has been on solving the practical problems arising with the migration of workers across national frontiers among countries with established social security schemes.

One of these problems relates to equality of treatment for nationals and non-nationals under the schemes of individual countries, another to the maintenance of rights acquired by a person under the scheme of one country when he moves to another country, and a third to the payment of benefits to the families of the workers who live abroad. These problems have come into increasing prominence as efforts to develop closer economic co-operation in Europe have begun to bear fruit.

Reciprocal agreements go some way towards meeting these problems, but where there is any considerable movement of workers across national borders some more general arrangements are desirable in order to avoid
confusion and to assure a wide measure of protection. This is the case, for example, as regards the movement of transport workers of many different nationalities across a succession of national frontiers.

Certain international conventions have already been adopted with regard to various aspects of these matters, such as the United Nations Convention on the Status of Refugees, the Council of Europe Interim Agreements on Social Security, the I.L.O. Maintenance of Migrants’ Pensions Rights Convention, 1935, and the I.L.O. Migration for Employment Convention (Revised), 1949, but these only function as between countries which have ratified them; and, so far as the last two are concerned, the number of ratifications to date is not very great, having regard to the number of member States which have social security schemes in force.

The I.L.O. helped to draft an interesting agreement which might be regarded as a model for consideration in relation to these and similar problems, namely the agreement adopted by certain European countries with regard to the social security of persons who are members of the crews of vessels engaged commercially in the navigation of the Rhine. Each country has agreed to apply its social security laws to these boatmen in accordance with specific rules set out in the agreement and to coordinate its efforts with those of the other signatories.

The I.L.O. also helped to elaborate the European Convention concerning social security for migrant workers, drawn up by a committee of government social security experts from the member States of the European Coal and Steel Community, convened jointly by the I.L.O. and the High Authority of the Community. The Convention, signed in Rome on 9 December 1957, is conceived as a multilateral instrument and aims to establish certain common standards for the contracting countries in order to remove the differences in the various bilateral agreements between the member States of the E.C.S.C., to make good the shortcomings of these agreements and eliminate provisions which are unfavourable to the workers, and also to govern the relations, as regards social security, between the contracting countries which have not yet concluded bilateral and multilateral agreements. Provision is also made for the establishment of an administrative commission to assist in the application of the Convention.

Other Forms of Social Protection

There is no need to recount here the many other activities of the I.L.O. which are concerned, directly or indirectly, with enhancing the security of workers and their families. In recent years, for example,
several of the Industrial Committees have taken action aimed at strengthening the job security of men and women workers and at regularising employment in the different major industries in which irregularity of employment is a difficult and serious problem. A good many of the Organisation’s activities in the fields of social security and the conditions of women and young workers have been designed to reinforce the family structure during the period of transition towards industrialisation and particularly to protect family income during periods of difficulty. Much of the work done to develop standards governing the integration of indigenous peoples in national life has a protective aim as well as being designed to promote greater economic and social security for these peoples as they move from old to new ways of life. Many of the Organisation’s activities in the fields of agriculture, handicraft development and co-operative organisation are related to the search for greater security among rural peoples, particularly in the less developed countries.

Finally, it may be said that much of the recent effort of the I.L.O. in many fields has been directed towards reducing the incidence of the risks covered by social security by fostering economic growth and improving living levels and working conditions generally. This is a positive response to changing social needs and illustrates the shift of emphasis in the I.L.O. programme from protection to prevention. But industrialisation seems to breed insecurity and thus to call for positive measures of social security. Technological advance is continuing to change—and perhaps to widen—these needs in modern industrial society, and it will be necessary to keep the I.L.O.’s social security programme and activities under close review in order that we may be able to anticipate these problems and to deal with them effectively.

**Labour Administration**

Good labour administration is the heart of social policy. It is the means of defining needs, of setting and applying standards and of meeting the many and varied practical problems which arise with industrial and social evolution. As new nations have come into being and as industrialisation has spread over the world, new problems of labour administration have arisen and new needs have been generated.

During the last decade a very large part of the I.L.O.’s work has been devoted to meeting these problems and needs and assisting the newly industrialising countries to develop appropriate services of labour administration. At the 1953 Session of the International Labour Conference these needs were analysed in some detail in connection with the
general discussion of the organisation and working of national labour departments; and from the beginning technical assistance in the field of labour administration has bulked large in the I.L.O.'s operational programme, while a particular effort has been made to develop and make available administrative yardsticks and technical materials which would give useful guidance in building up and staffing labour administration services.

The Conference, in addition to its observations and conclusions regarding national labour departments, has adopted a series of Conventions and Recommendations on labour services: the Labour Inspection Convention and Recommendation, 1947, the Convention concerning Statistics of Wages and Hours of Work, 1938, and the Employment Service Convention and Recommendation, 1948—to mention but a few. These standards have served a useful practical purpose in industrialising countries but they have had to be supplemented by technical assistance and technical materials and it is in these last-named areas of activity that recent efforts have been concentrated.

Technical assistance activities have included advisory missions to individual countries on labour administration in general and on specific technical labour services. Missions to Burma, for example, have advised on labour administration and labour inspection and on the organisation of social security and employment services. Missions to Iran, Iraq and the Philippines have helped with the development of national labour inspection services, including the training of inspection staffs. Other missions have assisted in the development of labour statistics services and still others in the setting up of employment information and related manpower services. And, as already mentioned, help in developing the administrative and actuarial services needed for social security work has been given on a very wide scale in recent years.

One of the most important needs is for staff properly trained for labour administration work. Thus, one of the key areas of technical assistance is staff training. Aside from the very substantial amount of on-the-spot training provided under the national labour administration projects and of training abroad provided through related fellowships, the I.L.O. has made extensive use of regional training seminars and training institutes. In Asia, for example, a seminar on labour inspection was held in Calcutta in 1952 and a Latin American seminar on labour administration was held in Lima in 1955. Moreover, under the I.L.O.'s technical assistance programme, a regional labour administration training institute has been set up at Istanbul and a national one in Mexico City; and these are providing an intensive and comprehensive training in principles, methods and practical techniques of labour
administration for key staff. This type of training is aimed not only at providing basic and advanced training for officials but also at enabling new services to get started: for instance, the Mexican Institute of Labour Administration has trained a nucleus of officers to staff a new industrial safety and hygiene service in the Mexican Labour Ministry.

The emphasis on labour administration and on the training of staff for developing labour administration services has had an impact on the Office's programme of publications. It is significant that in recent years a large and increasing proportion of the publications has been either manuals of administrative practice, such as the Administrative Practice of Social Insurance or the Guide for Labour Inspectors, or related materials, such as the employment and social security handbooks and the volume on Vocational Guidance in France.

In the next few years it is hoped to develop still further international facilities for the training of labour administration staff, to broaden and co-ordinate the training more effectively and to direct it along lines most useful to the industrialising countries. The experience gained so far provides a useful foundation for future action.

HUMAN RIGHTS IN A CHANGING WORLD

Alongside the pursuit of higher standards of material welfare, issues relating to fundamental human rights and freedoms have been in the forefront of international concern in recent years. This has naturally had a direct impact on many aspects of the I.L.O.'s work.

The Organisation has sought both to defend basic rights and freedoms essential to the achievement of its objectives and to promote the extension of such rights and freedoms in all countries. A great many of its activities converge towards these ends. In recent years the main areas of concentration of effort have been trade union rights, forced labour and discrimination in employment and occupation.

Freedom of association, equality of opportunity and respect for the human personality are fundamental to the achievement of the I.L.O.'s other objectives of broader material welfare; and material welfare without these is a negation of all the I.L.O. stands and works for. The promotion of human rights is therefore of the greatest concern to the I.L.O.; and it is accordingly a matter of extreme importance for the I.L.O. to consider in each instance how best it can exert its influence for the achievement in practice of a wider respect for human rights. The

question of the most effective approach to the promotion of freedom of association is in fact claiming the full attention of the Organisation at the present time. Experience has, however, shown that a wide variety of approach is necessary to achieve any practical results in the field of human rights. Thus, standard-setting, operational, research, fact-finding and educational activities each have a place in the I.L.O.'s work in this field.

**Approach to Freedom of Association**

During the last ten years the I.L.O. has made a particular effort to develop effective approaches to the problems of trade union rights. In the first place, basic standards pertaining to freedom of association and collective bargaining in Conventions were adopted by the Conference in 1948 (Freedom of Association and Protection of the Right to Organise Convention) and in 1949 (Right to Organise and Collective Bargaining Convention). These standards laid the foundations of principle for further action. They have now been widely ratified—the Convention relating to freedom of association by 32 States and that relating to collective bargaining by 37 States.

Secondly, on the reference of the question of trade union rights to the I.L.O. by the United Nations Economic and Social Council, and at the behest of the International Labour Conference, a special procedure for examining allegations concerning the infringement of trade union rights was established by a series of decisions taken by the Governing Body in 1949 and 1950 and confirmed by the Conference in 1950. Under this procedure the Governing Body might, with the consent of the government concerned, refer any allegation of infringement of trade union rights which had been referred to the Governing Body or to the Conference to a Fact-Finding and Conciliation Commission, consisting of nine independent persons, for investigation. If the government concerned failed to consent to reference of the allegation to the Commission, the Governing Body was to consider the matter and take such alternative action to safeguard trade union rights as it deemed appropriate, including measures to give full publicity to the charges made and to the government's refusal to consent to an investigation.

In fact, however, the procedure for the examination of complaints developed in a somewhat different manner. The preliminary scrutiny into complaints has in practice been handled by a tripartite Governing Body Committee on Freedom of Association instead of by a commission of independent persons of a quasi-judicial character. No on-the-spot fact-finding activity has taken place under this procedure, as no government has consented to such investigation of complaints brought against
it; and the Committee on Freedom of Association is limited to considera-
tion of the written observations of the complainant and the government
concerned. Some 170 cases have been dealt with in this way.

This special machinery has been kept under review by the Governing
Body. At its March 1958 Session the Governing Body considered
detailed proposals relating both to fact-finding activities and to the
machinery for examining complaints and on the basis of the decisions
then made it is to be hoped that an increasingly effective approach to
trade union rights can be essayed in the years to come.

The United Nations will, of course, be consulted in regard to any
changes the Governing Body may wish to make in existing procedures
which were decided upon with the concurrence of the United Nations;
and the I.L.O. will continue to work closely with the United Nations in
this area of human rights policy.

The evolution of I.L.O. work in connection with freedom of associa-
tion demonstrates very clearly the continuing search of the Organisation
for methods in keeping with the objectives to be attained and the charac-
ter of the problems to be solved. There can be no claim that we have
found any final answers. But in these matters there are no final answers.
The best one can do is to continue to seek out opportunities for more
and more effective action; and the kind of action which can be most
effective will depend to a large extent upon the opportunities which the
world situation presents at any point in time. It is therefore necessary
continually to be ready to take a critical look at what has been done
and to be prepared to attempt new approaches. And the real test of
success is not the forcefulness or frequency with which we act but
whether the area of human liberty has in practice been enlarged.

Forced Labour

Similarly, in respect of forced labour, there has been an expansion
of activity aimed at eliminating labour exacted under compulsion and
an evolution of approach in conformity with the changing needs of the
changing world situation. There has been a shift of emphasis from
protection against exploitation, which was the keynote of pre-war work
on forced labour, to the current promotion of human freedoms linked
with the abolition of systems of forced labour in all countries. As the
Ad Hoc Committee on Forced Labour emphasised in its report (1953)
to the Secretary-General of the United Nations and the Director-
General of the I.L.O.:

Apart from the physical suffering and hardship involved, what makes the
system most dangerous to human freedom and dignity is that it trespasses
on the inner convictions and ideas of persons to the extent of forcing them to change their opinions, convictions and even mental attitudes to the satisfaction of the State.

The first step in the broader post-war attack on forced labour was an impartial inquiry into the nature and extent of forced labour. It will be recalled that this fact-finding inquiry was undertaken at the behest of the Economic and Social Council and the I.L.O. Governing Body by an Ad Hoc Committee on Forced Labour, appointed jointly by the Secretary-General of the United Nations and the Director-General of the I.L.O. The Committee was instructed to study the nature and extent of the problem raised by the existence in the world of systems of forced or "corrective" labour which are employed as a means of political coercion or punishment for holding or expressing political views and which are on such a scale as to constitute an important element in the economy of a country. The Committee's report revealed the existence of two principal systems of forced labour affecting the population of fully self-governing countries, the one employed primarily as a means of political coercion or punishment and the second primarily for economic purposes. These systems, the Committee concluded, were of so grave a nature as seriously to threaten fundamental human rights and jeopardise the freedom and status of workers in contravention of the Charter of the United Nations and therefore should be abolished in all their forms so as to ensure respect for and observance of human rights and fundamental freedoms.

The second phase has been to find appropriate means of accomplishing this purpose. The I.L.O. has taken action along two main lines—first, a new international instrument for the abolition of these systems of forced labour was worked out by the Conference in 1956 and 1957 and, secondly, the fact-finding activities were continued by a new independent Ad Hoc I.L.O. Committee on Forced Labour which met during 1956 and 1957 and reported through the Governing Body to the Conference to help the latter in its consideration of the question of forced labour.

The Abolition of Forced Labour Convention, 1957, adopted by a vote of 240 to 0, with 1 abstention, outlaws any form of forced or compulsory labour (a) as a means of political coercion or education or as a punishment for holding or expressing political views or views ideologically opposed to the established political, economic or social system, (b) as a means of mobilising and using labour for purposes of economic development, (c) as a means of labour discipline, (d) as a punishment for having participated in strikes and (e) as a means of racial, social, national or religious discrimination. Each Member
ratiﬁng the Convention agrees to take effective measures to secure the immediate and complete abolition of these forms of forced labour.

The unanimous adoption of this new Convention on forced labour, crowning ten years of international activity directed towards the abolition of forced labour in all its forms, was an event of great historical signiﬁcance. It is to be hoped that the new instrument will command wide support and will be widely ratiﬁed and applied. Two ratiﬁcations (United Kingdom and Denmark) had already been received by January 1958, so that the Convention will come into force in January 1959. Two further ratiﬁcations—by Austria and Haiti—were registered in March 1958. The Forced Labour Convention of 1930 has now secured the record number of 53 ratiﬁcations, 30 of which were received during the past decade.

The Conference also adopted in 1957 three resolutions on forced labour. One of these draws the attention of the United Nations to the importance of considering what measures can be adopted for the effective prohibition and suppression of concentration camps and of the deportation of national minorities. Another invites Members to ratiﬁ the Protection of Wages Convention, 1949, so as to protect workers against forced or compulsory labour arising out of methods of wage payment whereby the employer defers payment to a given date or postpones payment after the agreed date, thereby depriving the worker of a genuine possibility of terminating his employment. The third invites Members to ratiﬁ the Supplementary Convention on the Abolition of Slavery adopted under the auspices of the United Nations in 1956 and so protect workers against institutions and practices similar to slavery, including debt bondage and serfdom.

Finally, it may be mentioned that the Governing Body at its 137th Session (Geneva, October-November 1957) decided to create a new independent committee on forced labour with the same terms of reference as the former committee on the same subject—namely to analyse the data received by the I.L.O. on the use and extent of forced labour throughout the world and to submit its conclusions to the Director-General for transmission to the Governing Body and the Conference.

**Discrimination in Employment and Occupation**

Problems of discrimination in employment and occupation are also closely related to fundamental human rights. In recent years the I.L.O. has intensiﬁed those of its activities aimed at safeguarding and promoting equality of opportunity and treatment in respect of employment and occupation.
In this broad field, the first essential was to develop the necessary standards of principle. It is true that a number of I.L.O. Conventions and Recommendations deal with specific aspects of non-discriminatory policy. But many other aspects have been left untouched. Thus, in 1957 the Conference began to examine proposals for new international instruments which would extend the principle of equality of rights and opportunity over the whole field of employment and occupation. This year the Conference will make its final decisions on these instruments.

The approach to this question illustrates the greater flexibility with which the standard-setting functions of the Organisation are now being carried out. The proposed Convention is confined to basic principles which command a wide measure of public support and legal sanction; the proposed Recommendation is primarily of a suggestive and promotional character, containing suggested means of translating these basic principles into public policy. In other words, from the beginning it was recognised that, while a statement of principle was fundamental, a strictly legislative approach to the complex problems of discrimination was both inadequate and inappropriate. It was clear that formal legal prohibitions could not treat the underlying issues, though they might have immediate necessity or value in particular circumstances. An educational approach, directed towards developing the concepts, attitudes, opinions and behaviour necessary for preventing discrimination, appeared far more suitable in the long-term task of promoting greater equality of opportunity in respect of employment and occupation.

Thus, once the new instruments have been adopted, the main task ahead for the I.L.O. will lie in the direction of expanding its educational and promotional activities in this area of human rights policy to the point where it can contribute far more effectively to hastening the day when all people everywhere will be considered according to what they are in themselves and not according to the colour of their skins, their religion or national origin, their sex or other such factors.

Further study and frank and serious discussion of the evolving problems of discrimination are essential to the promotion of the understanding, tolerance and sense of justice which must underlie practical progress in this field. It is my intention that the I.L.O., in continued co-operation with the United Nations and the specialised agencies concerned (in particular U.N.E.S.C.O.), shall play its full part in international efforts to extend human opportunity and freedom into the practical arenas of industrial society.

* * *
These are only a few of the areas of social policy relating to human rights in which the I.L.O. has been intensifying its work in recent years. Efforts to promote greater equality of opportunity as between men and women in industrial society and to safeguard and extend the rights of indigenous workers, steps to combat discrimination against disabled workers and migrant workers—its record of action in these and many other fields testifies to the breadth of its concern with the problems of human rights as they emerge in the areas of its competence.

The Organisation’s approach to these problems may perhaps be characterised as eminently practical. It has sought to identify and isolate particular problems requiring urgent solution and to deal with them through its existing machinery and through such special machinery as may be required. Yet all of the problems are deeply rooted in the whole complex of political, economic, social and cultural factors which makes up national and international society today. Hence the need to approach them through activities which take account of these various factors. Hence, too, the need to proceed in many respects through methods of persuasion rather than formal condemnation.

During the years to come, social policy may become more consciously bound up with the furtherance of respect for human rights. This may occur to the extent that there is increasing awareness that greater material welfare is a desirable thing only in so far as it enhances appreciation of the dignity of the human being. The I.L.O. may thus be required to seek out ever more effective means of promoting respect for those human rights which are fundamental to its objectives of social progress. For social progress in the sense of a real growth and maturing of society can never be the result solely of greater material welfare. It is based ultimately on the growth of the respect with which society honours the individual, and conversely the sense of responsibility with which the individual acts towards society. Social progress is thus at bottom a moral thing; and it can be achieved only to the extent that social leaders act and social policies are formed with respect for the moral character of man.

**TECHNOLOGICAL CHANGE AND SOCIAL POLICY**

Finally, the rapid pace of technological change in recent years has influenced the evolution of social policy everywhere and created new needs which have had a direct impact on I.L.O. programming.

In the more highly developed countries automation, atomic energy and other equally significant if less spectacular technological innovations have been working great changes in the industrial and social structure.
In the underdeveloped countries technological changes have also been opening up new possibilities for economic development and changing traditional ways of life and work. Change is unsettling at any time and rapid change is particularly difficult to absorb without social friction and instability. Many problems arise in the industrial and labour field—problems which must be faced and solved if technological change is to further social progress.

During the last few years the I.L.O. has begun to give concentrated attention to these problems. In the first place, it has sought to come to grips with the new opportunities and problems arising with the steady progress of automation, atomic energy and related developments. Secondly, it has tried to widen understanding of the special problems of change in the less developed areas of the world and to find more effective means of meeting the social needs accompanying the industrialisation process.

In the first area, it will be remembered that the International Labour Conference, in 1955, adopted a resolution concerning the peaceful uses of atomic energy, in which it requested the Governing Body to consider what part the I.L.O. could play in giving advice and assistance in this field. The Conference suggested that there might be three lines of activity: promoting the development of atomic energy as a means of raising labour standards; studying and solving the problems of adjustment which might arise in the fields of competence of the I.L.O.; promoting the highest possible standards of health, safety and welfare among the workers concerned.

The following year the Conference adopted a resolution drawing attention to the social importance of recent technological changes and urging that early and co-ordinated measures be taken by all parties concerned to facilitate orderly adjustment to such changes, to avoid or hold to a minimum the social dislocations and human costs involved in technological progress and to ensure the greatest possible benefit to all sectors of the community. It specified some of the measures which might be taken at the national level and requested the Governing Body of the I.L.O. to invite the Director-General to study the labour and social implications of automation and technological change on a continuing basis, with particular reference to the problems of the less developed countries, and to consider taking further action to expand I.L.O. activities in this field, e.g. through technical meetings, regional conferences or Industrial Committees.

During the last 18 months something has been done to give effect to the Conference's wishes in these matters. The social implications of automation, atomic energy and related developments have been kept
under continuous review. They constituted the main theme of my Report to the 1957 Session of the Conference and so gave the Conference an opportunity to debate them fully. This discussion evoked much fresh information and many interesting points of view. It was the first time that automation had been discussed in a tripartite world forum of this kind, with the participation of leaders of industry and trade unions and high government officials from more than 50 different countries and territories in differing stages of economic development and with differing social régimes. With all the variety of attitudes and developments, it was apparent that the industrial and human problems to be faced in an era of swift technological change had many common features and that there was considerable scope for a common international approach through the I.L.O. The question of automation was also considered by the Metal Trades Committee; and it is being studied in relation to the needs of particular regions (e.g. Europe) or particular occupational groups (e.g. office workers or supervisors).

As regards atomic energy in particular, a group of experts met in November-December 1957 to deal with one of the most urgent aspects of the problem from the I.L.O. point of view—the protection of workers against radiation. This meeting drew up a comprehensive code of safety rules and practices relating to the protection of workers against ionising radiations. A large part of the work of the experts consisted in reviewing and revising the chapter on dangerous radiations of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governors and Industry issued by the I.L.O. in 1949. The experts also examined three draft codes of safety practice: one is a general code of practice for industrial radiation protection, the second deals with industrial radiography and fluoroscopy and the third deals with the use of luminous compounds. Finally, the experts made recommendations for the future programme of the I.L.O. in the field of the protection of workers against radiations. They urged that the standards laid down for industrial undertakings be extended to other workers. They recommended that the Office should undertake without delay the study of the specific industrial hygiene problems created in uranium mining by radiation hazards and of basic metallurgical and chemical works in which radioactive ores are processed and factories where natural radioactive substances are manufactured. The experts also considered that the I.L.O. should in the near future undertake the study of the problems of occupational exposure in the medical applications of ionising radiations. It is planned to hold later this year a training course in radiation protection in industry for factory inspectors, safety officers and industrial hygienists, all of whom have an important part to play in ensuring that workers in atomic energy
plants and in undertakings handling or using radioisotopes are not
unduly exposed to harmful radiations. The protection of workers against
radiation has also been included in the agenda of the 1959 Session of
the Conference.

The most important international development in the field of atomic
energy during the past year was the coming into being of the Inter­
national Atomic Energy Agency. The new Agency has a variety of
functions in connection with the promotion of the peaceful uses of atomic
energy. One of these is “to establish or adopt, in consultation and,
where appropriate, in collaboration with the competent organs of the
United Nations and with the specialised agencies concerned, standards
of safety for protection of health and minimisation of danger to life
and property (including such standards for labour conditions) ”.

In view of the long experience of the I.L.O. in the protection of
workers against radiation hazard, there is clearly a need for close co­
operation between the two organisations. The Governing Body has
already authorised the Director-General to initiate negotiations for an
agreement for co-operation in general between the two organisations,
and the statute of the Agency empowers the Board of Governors to enter
into such an agreement. Discussions on the subject at the secretariat
level have already taken place, and there is every reason to hope that a
satisfactory and harmonious working relationship between the organisa­
tions will rapidly be established.

The building of reactors and nuclear power plants is proceeding
steadily in a large number of countries, and the use of radioisotopes is
spreading to an increasing range of industrial processes, thus emphasis­
ing the urgency of taking in due time all the necessary precautions to
safeguard the health and safety of the increasingly large body of workers
affected.

So far, the special problems of technological change in the less
developed countries have received less attention and much more field
study is required before it will be possible to suggest what might be done
to orient the I.L.O.'s programme towards their solution. Efforts are
being made to assemble and analyse information relating to the social
and labour problems arising or likely to arise out of automation, atomic
energy and other such changes in these countries, including technological
improvements in agriculture, and this will lay the basis for developing
gradually a practical response to the specific problems of the different
regions and countries.

These are only the first steps in a long-term programme aimed at
anticipating and meeting the labour and social problems growing out of
recent technological changes in the world's economy. The programme,
as it evolves, will of course be developed and applied in close co-operation with the United Nations and the specialised agencies, each of which has a particular concern and a particular responsibility in this domain.

I.L.O. Co-operation with Other International Organisations

In recent years the I.L.O.'s work programme has been increasingly and substantially affected by requests received from the United Nations or from other international organisations for the examination of questions within the province of the I.L.O. or for co-operation in the implementation of programmes of these organisations on aspects of concern to the I.L.O. An important part of the I.L.O.'s activities now grows out of the co-ordinated process of determining priorities and programming and out of the Organisation's intensified co-operation with other international organisations. This tendency has involved experimentation with new forms of inter-agency programming and activity ranging over many technical fields and covering many different types of activity.

Thus, in the field of human rights, the recent intensification of I.L.O. efforts in the field of freedom of association, forced labour and discrimination in employment was in direct response to requests made by the Economic and Social Council of the United Nations. Similarly, the Economic and Social Council referred to the I.L.O. for action the question of equal remuneration for equal work for men and women workers and the International Labour Conference adopted a Convention and Recommendation on the subject in 1951; and the I.L.O. has supplied a great deal of information and technical working papers relating to equality of opportunity for women for meetings of the Status of Women Commission, including, for example, reports on opportunities for women in handicraft and cottage industries, equal remuneration for men and women for work of equal value, part-time employment and the employment of older women and, jointly with U.N.E.S.C.O., a report on opportunities for girls in vocational and technical education. The I.L.O. has also submitted a number of reports on the labour and social aspects of conditions in non-self-governing territories for the information and use of the United Nations Committee on Information from Non-Self-Governing Territories. The I.L.O. also took up anew the question of the reduction of hours of work as the result of the reference of this matter to it by the Economic and Social Council. In the fields of migration and rehabilitation, much of the I.L.O.'s work has been prepared for inter-agency committees or working parties or undertaken at the request of such bodies. The I.L.O. has co-operated actively in the preparation of the Surveys of International Social Programmes
submitted to the United Nations Social Commission, and in the report on the world social situation prepared for the same Commission. It has also supplied information of many different kinds to the United Nations and specialised agencies in a number of different fields, such as labour statistics, social security, safety and health and the conditions of young workers, and has participated in meetings on many different subjects of concern to various international organisations—some of them programming meetings, some technical meetings and some evaluation and appraisal meetings.

In particular technical fields, I.L.O. co-operation with the United Nations or with one or another of the specialised agencies has been increasingly close and systematic. For example, the I.L.O.'s whole programme in the field of agrarian reform and the improvement of working and living conditions in agriculture generally has been formulated and applied in close and continuous co-operation with F.A.O. The I.L.O. and W.H.O. have tackled a whole series of problems in a co-ordinated manner. The I.L.O. and U.N.E.S.C.O. have worked together in various fields, above all as regards the vocational education and training of young people and adults. Also a large number of headquarters and field projects, such as work to improve the living and working conditions of indigenous peoples, have involved intensive co-operation with the United Nations and several of the specialised agencies.

The I.L.O.'s programme has also been affected by the increased tendency of the Economic and Social Council to elaborate, under the leadership of the United Nations, broad and long-term international programmes in the economic and social field requiring the active co-operation of the various specialised agencies concerned. Programmes of this kind, which are characterised by a simultaneous approach by the United Nations and specialised agencies to all the different factors affecting an important economic or social problem, have been drawn up in recent years in respect of community development, industrialisation and urbanisation, and family maintenance. Their implementation involves co-ordinated research and information work, joint participation at regional and technical meetings and seminars and in some cases advisory assistance on a wide inter-agency basis.

The expanded technical assistance work, organised as it is very largely on an inter-agency basis, has also affected the I.L.O.'s co-operation with other international organisations. The Andean Indian Programme, the Fundamental Education Centres and many other projects have involved the participation of a number of the agencies and have given rise to new methods of inter-agency work and co-operation in the field.
As regards co-operation on human rights questions, the Social Committee of the Economic and Social Council noted with great satisfaction the statement included in the Report of the Commission on Human Rights to the effect that the method of dealing with the question of discrimination in employment and occupation constituted "a model of co-operation and co-ordination, in a common task, between the Economic and Social Council, the I.L.O., the Commission [on Human Rights] and the Sub-Commission [on Prevention of Discrimination and Protection of Minorities]."

In addition to the work done in co-operation with other international organisations of the United Nations family, a not insignificant and increasingly important part of the I.L.O.'s work derives from co-operation with the various regional organisations outside the United Nations group. In Europe, for example, the bulk of the I.L.O.'s regional activities has been carried out either at the request of or in co-operation with such organisations, including the Organisation for European Economic Co-operation, the European Productivity Agency, the European Coal and Steel Community, the Council of Europe, the Western European Union and the Central Commission for Rhine Navigation. In Latin America there has continued to be close co-operation with the Organisation of American States. In order to facilitate co-operation with these regional organisations the I.L.O. has entered into a series of regional agreements in recent years. Such agreements, which provide a framework for co-operation between the two organisations concerned, have been concluded with the European Coal and Steel Community, the Council of Europe and the Organisation of American States; and the I.L.O. is now in negotiation with the League of Arab States with a view to establishing a formal agreement governing relations between the two organisations.¹

Specific examples of I.L.O. co-operation with other international organisations of the United Nations family and with regional inter-governmental organisations in programming and project implementation are included in the next chapter of this Report, which describes the Organisation's activities during 1957.

It may be noted that within the United Nations family recent tendencies towards more centralised co-ordination of programming and longer-term programme planning have raised certain special problems for the I.L.O. because of the latter's tripartite structure. In all the

¹ In addition memoranda of agreement have been drawn up between the Director-General of the I.L.O. and the Secretaries-General of the O.E.E.C. and of the Western European Union concerning relations between these organisations.
arrangements made for planning and co-ordinating the work of the I.L.O. with that of the other organisations, it has been and remains necessary to safeguard the rights of employers’ and workers’ groups to participate on an equal footing with governments in the formulation of policy and programme. This has been done primarily by providing for full consultation of and prior approval by the governing organs of the various organisations before any new inter-agency programme is launched. In the case of the I.L.O. it is the Governing Body which carries the primary responsibility for this type of programme elaboration and control and which can, in consequence, ensure that the I.L.O.’s programme is directed towards achieving its own aims and purposes as well as towards making a maximum contribution to common international efforts.

Nevertheless, the special problems of the I.L.O. persist and have been a subject of considerable concern to the Governing Body. After reviewing the whole matter thoroughly the Governing Body drew up and adopted at its 138th Session (Geneva, March 1958) a statement expressing its considered view of the development and co-ordination of the economic, social and human rights programmes of the United Nations and the specialised agencies as a whole. It noted and shared the satisfaction expressed by the Economic and Social Council regarding the development of co-ordination within the United Nations family and assured the Council that it would continue to co-operate to the end of making such co-ordination effective. It expressed its concern, however, lest a disproportionate amount of time, effort and resources be expended with respect to co-ordination, to the detriment of the productive work of the organisations concerned. The Governing Body’s observations, which are to be communicated to the Economic and Social Council, are given in the Appendix to this Report.

As the Governing Body has emphasised on several occasions, co-ordination and decision as to priorities must arise out of the concrete and changing needs of the world economic and social situation. Neither one is an end in itself. Neither has any real meaning when considered in the abstract. Each is a problem to be resolved pragmatically to the end of enabling the various international organisations to discharge their responsibilities efficiently and economically.

The I.L.O.’s experience in recent years has underlined the need for flexibility in the approach to concentration of international effort. The world situation is in constant and often rapid change. The organisational arrangements needed to deal with inter-agency programming and priorities must take account of this and must be capable of adapting policy and programme rapidly to changing circumstances.
Programme Balance

The preceding sections, brief as they are, show a continued evolution of approach to the social issues confronting a world in rapid change. New approaches, new methods and new techniques have not only to be adapted to the subject-matter and place: they need also to be integrated into the total programme of the Organisation. A proper balance of activities must be maintained. Over the years, of course, the balance of the over-all programme changes in response to the changing needs of the world social situation. From a technical standpoint each part of the I.L.O.'s programme is closely related to the other parts. Thus, the new labour-management programme is a natural outgrowth of the Organisation's industrial relations work and is closely related to a great many of the technical services of the I.L.O. The workers' education programme likewise touches upon many of the technical fields of chief concern to the I.L.O., such as social security and industrial relations. The evolving relations between technological advance and social policy extend into every technical field dealt with by the Organisation. Efforts to promote higher living standards do not begin and end with productivity and manpower organisation: they relate to youth policy, social security, labour-management relations and so on. Human rights is not a separate "technical" subject, but is related to action on basic economic and social questions.

In other words, the major programme emphases of recent years aim at drawing the various technical aspects of the I.L.O.'s work into a more effective whole in order to bring the resources of the Organisation more directly to bear on the major social issues of our times.

Similarly, the increased variety of approach and method which has been characteristic of the recent evolution of the work of the I.L.O. has not been achieved by urging forward one approach and method as against or at the expense of another but rather by gradually adding to and rounding out the ways of carrying out the programme. Thus, in all the fields of current emphasis, no one approach or method is the rule. The labour-management programme makes use of each approach and each method of the past as well as adding a new approach of its own. The approach to human rights has broadened to encompass research, fact-finding, standard-setting, operational and educational and promotional activities. Regional and Industrial Committee activities supplement the over-all international approach. At all levels there is a growing network of technical discussion and technical operations spreading information and knowledge and linked with the other aspects of the Organisation's work.
In approach, programme and method, therefore, the essential problem is one of integration: assimilating the experience gained through new approaches, programmes and methods and relating this constructively to the main core of continuing work and to the changing practical needs to be met through international activity in the labour and social field.
CHAPTER II

CURRENT I.L.O. PROGRAMME AND ACTIVITIES

The year 1957 has been both busy and productive. The various approaches and activities already described have all played their part in the work done and contributed to the results achieved. This chapter describes what has been done during this last year, noting the major programme emphases and developments of the year and the general activities carried out on an international basis and indicating the programme and major projects being carried out on a region-by-region basis. An outline is also given of work done at the request of or in conjunction with other international organisations.

MAJOR PROGRAMME EMPHASES AND DEVELOPMENTS

The I.L.O.'s programme during 1957 continued to be concentrated in certain well-defined priority areas selected by the Conference and by the Governing Body. These areas of programme development have not changed during this last year. They are the same as were indicated in last year's Report to the Conference and to the United Nations, namely: examination of the labour and social implications of automation, atomic energy and other recent technological developments; the promotion of co-operation between management and labour and the development of workers' education; and the furtherance of basic human rights in the economic and social fields of primary concern to the I.L.O.

The rapid pace of technological change in the modern world continues to create new opportunities, new needs and new problems in the labour and social field. These opportunities, needs and problems were discussed in great detail at the last session of the International Labour Conference. A great variety of information was presented and a great variety of points of view was expressed. But, as the Minister of Labour and National Service of Great Britain emphasised, the general industrial and human problems that had to be faced in an era of swift technological change were very much the same in most countries despite substantial differences from one individual country to another. The Conference as a whole therefore laid stress on the scope there was for a common international
approach through the I.L.O. to the central social problems of technological change. Since then, several steps have been taken to define, in more practical terms, the needs which have arisen or are emerging and to take action to meet them. In the first place, certain of the Industrial Committees have begun to consider the implications of technological change for the industries concerned. For example, the I.L.O. Metal Trades Committee, which met in its Sixth Session in Geneva in May 1957, examined the impact of automation in that industry. The Advisory Committee on Salaried Employees and Professional Workers, meeting in its Fourth Session in Geneva in April, drew attention to the importance of rapid technological change in the employment of office workers and asked for further consideration of this question. The Inland Transport Committee has noted the impact of technological developments on employment and working conditions in inland transport and has urged the Governing Body to consider placing this question on the agenda of the Committee's next session; and the Governing Body has decided that the Textiles Committee, at its next session, will discuss the effects of technological developments on wages, employment and conditions of work in that industry. Secondly, the meeting of experts on protection against radiation, referred to above, met in Geneva in December 1957. Thirdly, research into the labour and social problems of automation and related developments has been intensified. Finally, the I.L.O. has established contact with the new International Atomic Energy Agency with a view to full co-ordination of future work.

The expanded programme to promote labour-management co-operation was set in motion with the Governing Body's approval, in March 1957, of the initial proposals for action and, as indicated in the preceding chapter, has gained momentum throughout the year. The workers' education programme has been considerably expanded during 1957. The meeting of experts, held in Geneva in December 1957, made a number of important suggestions for developing the I.L.O.'s work in this field.¹

As regards activity designed to further the achievement of basic human rights, the International Labour Conference at its 1957 Session took several important decisions. It adopted the Abolition of Forced Labour Convention, 1957, and a series of points designed for inclusion in new international instruments on discrimination in employment which will come before the 1958 Ordinary Session of the Conference for final decision. At its 137th Session (Geneva, October-November 1957) the Governing Body decided to set up an independent I.L.O. Committee

¹ See p. 34.
on Forced Labour to continue the work done by the *Ad Hoc* Committee which held its second and final session in April 1957.

In addition to the Abolition of Forced Labour Convention, 1957, the Conference, at the same session, adopted two instruments—a Convention and a Recommendation—on the protection and integration of indigenous and other tribal and semi-tribal populations in independent countries. These are the first formal standards set in this important field for the benefit of many millions of people in about 30 different countries and the branching out of standard-setting in this new field is a good example of how this side of the I.L.O.'s work is becoming more flexible and more responsive to the special needs of peoples in the less developed countries. A distinctive feature of these two new instruments is that some of their relevant parts have a socio-anthropological content. This is primarily because of the nature of the problems involved. The low level of education generally accompanying economic and social underdevelopment is something different from the cultural factors which are at the root of the conditions of non-integration of indigenous and other tribal peoples. Whereas in the former case a retardation in the educational process—in the broadest sense of the term—is involved, in the latter the main characteristic is a difference and frequently a conflict between the systems of values and institutions of the national community as a whole and those prevailing in the non-integrated sectors of this community. The two instruments stress the need for a due appreciation of the special problems involved in the cultural adaptation of indigenous and other tribal groups to new forms of social and economic organisation. Both the instruments were formulated in close co-operation with the United Nations, F.A.O., U.N.E.S.C.O. and W.H.O.; and in applying them the I.L.O. will seek the continuing co-operation of these organisations.

A further branching out of activity in a related direction is the work now being done by the Conference to set standards on conditions of employment of plantation workers who, like indigenous workers, have often suffered economic poverty and social neglect. The 1958 Ordinary Session of the Conference is to take final decisions on the form and content of these standards.

The new Weekly Rest (Commerce and Offices) Convention, 1957, which establishes an uninterrupted weekly rest period of not less than 24 hours in each period of seven days, also has special reference to the needs of the peoples of less developed countries and may well set a pattern for the many of them now concerned with regulating or improving conditions of work in commercial establishments and offices. Although the weekly rest is widely observed, it is by no means general throughout
the world. There are still many workers in those heavily populated regions stretching from eastern Asia to the eastern Mediterranean and in Africa as well for whom one day's complete rest in seven is not a general or even a usual practice. It is these people who may derive benefit from this particular set of I.L.O. standards.

It is encouraging to note that the standards adopted year by year by the Conference are being more and more widely accepted by the I.L.O.'s member States. During 1957, 33 Members communicated a total of 115 ratifications. These comprised 14 from Brazil, 12 from Albania and Tunisia, ten from Ghana, seven from the Federation of Malaya, six from Syria, five from Haiti, Morocco, Norway and Sudan, four from Rumania, three from Poland, two from Australia, Czecho­lovakia, the Dominican Republic, the Federal Republic of Germany, Hungary and Israel, and one from Afghanistan, Belgium, Burma, Chile, Cuba, Ecuador, Egypt, Honduras, Indonesia, Iran, Ireland, the Netherlands, Pakistan, the United Kingdom and Yugoslavia. At the end of the year 75 States Members of the I.L.O. were bound by international labour Conventions.

Certain aspects of 1957 developments in the standard-setting field are worth noting. First, Ghana and the Federation of Malaya, on assuming I.L.O. membership, declared themselves bound by a certain number of Conventions which the United Kingdom had ratified, and accepted on their behalf. This is a further striking illustration of the way in which the transition from dependent status to independent nationhood carried with it, in the case of I.L.O. standards, a solemn undertaking to continue the progress made hitherto in the labour field.1

Another interesting feature is the regional distribution of the 1957 ratifications: 35 ratifications come from Europe, 32 from Africa, 25 from the Americas, 21 from Asia and the Middle East and two from Australia. This provides a clear indication of the trend already noted towards an ever-wider acceptance of standards among the non-European members of the Organisation. A further point worth noting is the progress made in the case of certain key Conventions. Thus, by the end of 1957, 51 States were bound by the Forced Labour Convention, 1930, 36 by the Right to Organise and Collective Bargaining Convention, 1949, 31 by the Freedom of Association and Protection of the Right to Organise Convention, 1948, 30 by the Labour Inspection Convention, 1947, and 24 by the Equal Remuneration Convention, 1951. In the closing days of last year the United Kingdom communicated the first ratification of

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1 Similar undertakings were given, for instance, by Morocco and Tunisia when they entered the Organisation in 1956.
the Abolition of Forced Labour Convention, 1957.\footnote{As noted earlier the second ratification of this Convention, by Denmark, was registered in January 1958, thus ensuring the entry into force of this instrument in January 1959. The Convention has since been ratified also by Austria and Haiti.} Finally, no less important than the numerical increase in freely accepted international obligations is the translation of these obligations into the social practice of the countries concerned. In 1957 the I.L.O.'s unique machinery for supervising the application of standards, consisting of a committee of independent experts and of a special Conference Committee on the Application of Conventions and Recommendations, celebrated its 30th anniversary.

Following the Preparatory Technical Maritime Conference which met in London in the autumn of 1956, a Maritime Session of the International Labour Conference is scheduled to meet in Geneva from 29 April to 16 May 1958. It will undertake the general revision of the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949, and will consider a proposed Recommendation on the same subject that was prepared by a tripartite working party which met in Geneva in April 1957. In addition, the Conference will consider the engagement of seafarers through regularly established employment offices; flag transfer in relation to social conditions and safety; contents of ships' medicine chests and medical advice by radio to ships at sea; jurisdiction over the suspension of officers' certificates of competency; and reciprocal or international recognition of seafarers' national identity cards.

Several Industrial Committees, namely the Inland Transport, Metal Trades, and Iron and Steel Committees, and the Advisory Committee on Salaried Employees and Professional Workers held sessions during 1957. In addition the Tripartite Technical Meeting on Mines Other than Coal Mines took place at the end of the year. One of the outstanding features of the conclusions reached by these meetings was the stress laid on the fundamental importance of good industrial relations. It was emphasised that sound labour-management relations based on active co-operation and mutual trust were an essential element in any programme designed to improve the organisation of work and output. Moreover, the social implications of technological progress, in particular its impact on employment, conditions of work and productivity, were another point of emphasis at a number of the Industrial Committee meetings, in an effort to probe the special implications for management and labour in the industries concerned. Technology has a particular impact on industrially less developed countries and this aspect of the problem was not overlooked. Wages—including job evaluation in the metal trades, level of the minimum wage in the iron and steel industry
in countries in the course of industrialisation, schemes of payment by
results introduced for dockworkers, and machinery for wage fixing
and wage protection in mines other than coal mines—were a common
subject of discussion; and the question of reduction of hours was raised
at a number of the meetings.

The operational activities of the I.L.O. continued to develop along
the lines already indicated. There was no major change of policy and no
major alteration of the balance of projects by subject-matter or by
region. As of 31 December 1957, on the Expanded Programme of
Technical Assistance 199 I.L.O. experts and instructors were helping
to carry out 203 projects in 51 different countries and territories; and
during the year as a whole 258 fellowships were awarded and 210 grants
made under the worker-trainee programme.

The year 1957 was marked by the increasing emphasis on an educa­
tional approach to industrial and labour problems, which has already
been mentioned and which is being reflected in the activities now being
pursued in all three of the programme areas mentioned above and in
various other aspects of the I.L.O.'s current work. Other than this,
there was no substantial modification of approach to the problems with
which the Organisation deals.

During the year the research and information work of the I.L.O.
has been intensified in the major areas of programme emphasis, and
particularly in the field of labour-management relations, where it is
hoped to build up gradually a comprehensive research and analysis
programme and to make the I.L.O. an international clearing house for
information on labour-management problems. Research is continuing
in a series of basic fields—rural-urban employment relationships, produc­
tivity, wage policy and inflation, and the labour and social problems
of industrialisation, urbanisation and technological change.

Work in the statistical field has also been expanded during the year
under review. The international standard classification of occupations
has been completed for publication and will therefore be available to
countries undertaking population censuses in or around 1960. This
provides a uniform system for the classification of the labour force
according to occupation. It should be of special practical help to coun­
tries which have not yet developed a fully detailed classification and
should also contribute greatly to the improvement of comparability of
occupational data throughout the world. The Ninth International
Conference of Labour Statisticians, which met in April-May 1957
and which adopted this classification, also discussed the measure­
ment of underemployment, social security statistics and international
classification according to status. The Conference likewise drew
attention to a series of problems requiring further study, including consumer price indices and international standards for statistics of employment injury.

**REGIONAL ACTIVITIES**

There is no over-all policy or programme for each region. Each region has its own needs and its own problems. Conditions in individual countries within each region differ widely too. The I.L.O.'s current activities within the various regions are planned and carried out with regard to these basic facts.

*Africa*

Perhaps the most significant development in I.L.O. regional activities during the year has been the planning and work done in regard to Africa South of the Sahara.

The basis for a comprehensive programme of action in this area was laid by the Fifth Session of the I.L.O.'s Committee of Experts on Social Policy in Non-Metropolitan Territories, which took place in Geneva in December 1957.

The Committee of Experts considered the main lines of an African Labour Survey, dealing with labour and social policy, and made comments and suggestions for its revision. From its examination of this survey the Committee also drew up a number of general conclusions, in the hope that these would prove valuable in the consideration of future I.L.O. policy in Africa. These conclusions emphasise the importance of the social objectives of economic development in Africa and stress that the improvement of labour conditions and standards in the widest sense is among the chief social objectives. In this connection the Committee urged the need for measures aimed at increasing productivity, at creating the industrial and social environment necessary to greater productivity (including health, education and training, incentives to work, housing and community development), at stabilising the labour force and assisting it to adapt to new conditions, at promoting a fuller respect for human dignity and at eliminating discrimination based on race. It also stressed the need for effective machinery for attaining social objectives and for educational and promotional efforts to supplement the basic framework of legislation and administrative services. The Committee expressed the conviction that I.L.O. standards had a highly important role to play in facilitating the African transition towards industrialisation and higher living levels and noted that there was wide scope for more extensive and fuller acceptance and implementation of
these standards in African countries. Finally, the Committee emphasised the broad range of pressing social problems confronting Africa at the present stage of development:

... many of these problems [it concluded] have become of pressing urgency for political, economic and social reasons. In respect of social policy, as in other fields, Africa must evolve her own destiny by the co-operation of the government responsible for her affairs with their peoples of all races and with each other.... But Africa's destiny has been decisively influenced, and will continue to be so influenced, by the political, economic and social impact of the outside world, and will increasingly affect profoundly the course of world affairs. It is therefore a matter of urgency that the International Labour Organisation should, by placing its experience and resources more fully at the disposal of governments, employers and workers alike, progressively equip itself to render to the peoples of Africa, in a manner comparable to its activities in other parts of the world, whatever services the special needs and problems of Africa, as interpreted by the governments, employers and workers concerned, may require.

In order the better to equip the I.L.O. to understand the needs of Africa and to provide these services and any others becoming necessary with the evolution of the countries of the region, it is proposed to set up an African Field Office in 1959 and to create a tripartite African Advisory Committee with functions generally similar to those of the Asian Advisory Committee.

As is the case in other regions in the process of industrialisation a number of countries of this region are faced with the problem of the reorganisation of a national administration and the implementation of programmes of economic and social development. In this framework a joint mission of the United Nations and the I.L.O. went to Ghana to study the long-term effects of the country's economic development plan from the point of view of manpower needs and policy. The I.L.O. expert made a study of the present distribution of the country's manpower, particularly in skilled workers. In addition the mission studied the manpower shortages in the government services and analysed their future needs, taking into account the economic development plans and the organisation of the administration. Recommendations have been made as to the services which should be responsible for formulating a continuous manpower policy and as to the technical assistance that might be given in this connection.

Asia

Current I.L.O. activities in Asia are on a large scale, extend over a great variety of technical fields and encompass a good many different means of action.
The most important single event of the year was undoubtedly the holding of the Fourth Asian Regional Conference in New Delhi in November, which was attended by 178 government, employer and worker delegates, advisers and observers from 21 countries and territories. The Conference marked a clear step forward in the series of Asian Regional Conferences. Moreover, it was in all respects a solid and mature Conference, which both discussed key problems of topical importance in the region and made suggestions for the future development of the I.L.O.'s programme in Asia. In addition to the general consideration of the Director-General's Report, the Conference examined three questions of great concern to the peoples of the region: labour-management relations; the labour problems of small-scale and cottage industries; and the conditions of work of sharecroppers, tenant farmers and similar categories of semi-independent and independent workers in agriculture.

The Asian Conference discussions on labour-management relations led to an exchange of views on trade union organisation, collective bargaining, the settlement of disputes and industrial relations problems and techniques generally. The report on labour-management relations adopted by the Conference stressed the need for strong, independent, responsible and democratic trade unions and employers' organisations. It also called for the promotion of collective bargaining and for the establishment of machinery for settling disputes and urged that all discrimination based on race, religion, nationality, language or colour should be abolished. The report also urged an intensification of I.L.O. work, particularly educational activities, aimed at developing positive and co-operative labour-management relations in Asian countries.

The Conference adopted two resolutions on small-scale industries, recognising the inferior wages and working conditions obtaining in this sector and recommending a number of steps to be taken to improve them, and also urging the I.L.O. to provide increased technical assistance to raise productivity in these industries. The resolution dealing with the improvement of conditions of tenants and similar categories of agricultural workers proclaims the principle that "the cultivator of land should own his holding". Meanwhile, several basic principles are recommended to ensure to the workers concerned an optimum degree of security of occupation, tenure and livelihood. Written leases of minimum duration, fixed rental (whether in cash or in kind) rather than share-rental arrangements, the abolition of the practice of giving unpaid services in the form of offerings in cash, kind or labour, the inclusion of tenant-labourers or sharecroppers (frequently excluded) in tenancy or labour legislation—these are some of the specific principles listed.
In addition to the Regional Conference other regional meetings and seminars have been held to examine technical problems common to most countries of the region. Since a large number of these countries are making special efforts to define more precisely the manpower problems arising with economic development, many of these meetings and seminars have been held in order to examine one or another of these problems and have been closely integrated with the national projects of technical assistance carried out or operating in the region.

The growing interest in the collection and use of employment information in relation to economic planning was evidenced by the organisation, at the request of the governments of Asian countries, of a regional employment information training course, held in October and November at New Delhi. This course was organised for senior employment service officials responsible for employment information programmes in their respective countries. Major emphasis has been placed on how to use information about labour supply and demand, particularly in economic development planning, in the organisation of vocational training and vocational guidance, in employment placement and in the organisation of the employment service. About 30 participants, officials of high standing nominated by 11 countries, took part in the course, which was planned in close relation to the development of national programmes. The cumulative effect of technical assistance on employment information given in Asia over the last five years emerged as an encouraging feature of the seminar. At the same time it is hoped that projects in the field of manpower and employment currently operating in India, Indonesia, Pakistan and Viet-Nam will be strengthened and stimulated as a result of this course. So far as the current projects are concerned, in Indonesia the I.L.O. expert completed a nationwide survey of employment and manpower needs in various occupations in undertakings employing ten or more workers. In two regions he put into effect pilot employment-information programmes which are based on the employment service and will function permanently. A manpower inquiry in Viet-Nam which was originally part of the Government's efforts to solve the refugee problem has been widened in scope. It is now part of the preparation for the State's long-term economic development plan and will help to define the main points of the programme in the manpower field. A manpower expert has spent six months in Nepal studying, in collaboration with a group of United Nations experts, the present and anticipated manpower needs for the country's economic development plan. Projects for setting up a sample survey of the labour force in Viet-Nam and for the measurement of underemployment in India are now being initiated.
Moreover, in November-December 1957 a first I.L.O. Asian seminar on vocational guidance and employment counselling took place. Representatives of a dozen Asian countries discussed together the role and concepts of vocational guidance, vocational guidance programmes and techniques and the needs and opportunities for the development of vocational guidance in the countries of the region. This seminar was preceded by study of the problems of Asian countries and by a technical assistance project in India which covered the development of vocational guidance services in that country.

In the field of vocational training the first Regional Course for Inland Water Transport in Asia, devoted mainly to diesel engine repair, has been completed in Rangoon. The course was conducted at the Marine Diesel Training Centre, a centre organised and equipped by the Government of the Union of Burma, the I.L.O. and E.C.A.F.E. Twenty-four trainees from five countries participated in the 12 months’ course. The second course commenced in June 1957 and is also attended by 24 trainees from five countries (13 Burmese, 4 Indians, 4 Pakistanis, 2 Ceylonese and 1 Malayan). The three Burmese regarded as possible counterparts or trainers for the Centre have been awarded six months’ fellowships in the United Kingdom, where they arrived in September 1957.

Among the technical assistance activities in the field of instructor training, the example of the Centre for the training of instructors and skilled workers at Bandung in Indonesia is of special interest. The project started in 1952 and the international assistance covered all problems of the administrative and material organisation of the Centre, as well as of the teaching curriculum and syllabuses. An expert and six international instructors were at work training instructors in automobile mechanics, metal work, industrial electricity, building, commercial subjects and teaching methods. At the end of 1956 some hundred instructors had been trained, as well as 56 foremen from industry and 83 worker-trainees. All the instructors passed a final examination of a level considered to be equivalent to its counterpart in the United Kingdom. These results showed that the Centre was capable of turning out instructors properly qualified to train workers to the standard required by Indonesian industry. As a result, in 1956 and 1957 it has been possible progressively to withdraw the international personnel from the Centre. An international expert is being sent to consolidate the results achieved and to advise the Government in the development of a national vocational training policy. In India an I.L.O. technical assistance mission to advise on vocational training centres for instructors, in particular on the reorganisation of the centre at Koni Bilaspur, is dealing with the
training of the teaching staff at that centre and with the reorganisation of its workshops. Other technical assistance projects in the field of training of instructors or adult workers have been or are being implemented in the period under review, in Burma, in China (Taiwan), in Laos, the Federation of Malaya and Pakistan. In the field of apprenticeship an I.L.O. expert has completed his mission in Malaya and made recommendations on the introduction of apprenticeship legislation and the establishment of pilot apprenticeship programmes for various trades in the mechanical and electrical industries in the state of Selangor. The proposed apprenticeship legislation has now been approved by the Government and will be gradually implemented. The expert has also carried out a survey of the printing industry and has prepared a detailed plan for the training of apprentices in this industry. He has also assisted in the preparation of a plan which will enable a general apprenticeship system to be established covering all important branches of activity in the Federation. In Pakistan the national system of apprenticeship proposed by the I.L.O. has been approved by the competent authorities. Activities in the apprenticeship field have begun in India, where the expert’s job is to advise the Government on the introduction of a national apprenticeship system and to collaborate in the establishment of pilot schemes in certain selected industries. The mission of the expert who had been assisting the Government of Thailand to organise and operate vocational training for unemployed young persons in Bangkok has been successfully concluded. At the time of the departure of the expert some 200 trainees were following one-year courses in wood and metal work and in automobile mechanics. The expert prepared syllabuses and teaching material and covered teacher training for local instructors.

At the request of several Asian governments the I.L.O. organised in August 1957 in Singapore a seminar on the training of industrial supervisors. The seminar, conducted by a group of international experts, was composed of 45 participants drawn from 13 countries in the region and belonging either to public or private administrations dealing with supervisory training or to employers’ and workers’ organisations. The participants were given an opportunity to compare their own experiences with those in other Asian countries. They had an opportunity to learn to know by personal contact others working in neighbouring countries in the same field. They received suggestions on how to solve some of their more pressing problems. The I.L.O. itself achieved more intimate contacts and a better appreciation of the needs for assistance in the field of training of supervisors.

The I.L.O. also participated in a regional seminar on rehabilitation for Asia and the Far East, which was held in Indonesia. In this country
the mission appointed to help the competent authorities to develop vocational guidance and training facilities at the Solo Rehabilitation Centre at Surakarta is continuing its work. Measures to improve the vocational guidance, training and placement services have been taken and the layout, equipment and syllabuses of the technical workshops are being reorganised completely. A new project is being undertaken in Burma, where the I.L.O. expert will help to establish vocational rehabilitation services in the rehabilitation centres for military and civil disabled at Rangoon. In Ceylon, after having prepared pilot programmes for the national rehabilitation services for the blind and the deaf, the expert has been asked to prepare similar programmes for other categories of handicapped persons.

The I.L.O. productivity missions have continued their work in India and Pakistan. In India operations carried out in 1956-57 by the mission with the Delhi Transport Services have led to impressive practical results, doubling the output of repaired buses and increasing by half the number of buses on the road; productivity development courses have been conducted in several centres and a number of other promotional and advisory activities have been undertaken. In Pakistan, where the mission has been demonstrating successfully the possibility of raising productivity by using existing resources, immediate results have been good in the different mills in which the mission has operated and in several cases there have been significant favourable repercussions on labour-management relations.

Interest in social security has not diminished during the period under review. In general the I.L.O. has followed a plan of phased advice, starting with a survey mission and continuing on through the initial stage of implementation and with intervals between the advisory missions. The Burmese social security scheme, which was developed in this manner, is now in operation and is progressively extending its coverage to new areas and new risks. In Thailand I.L.O. experts are assisting the Government in the revision of an existing Act in order to adapt it for stage-by-stage implementation. In Indonesia an expert is helping to set up a voluntary sickness insurance scheme which will be subsidised by the Government and a plan for compulsory social insurance covering some other contingencies is under consideration. In Pakistan and Viet-Nam the I.L.O. is helping the Governments to establish comprehensive Bills covering in the first stage short-term benefits. These measures are rather urgent in the light of the industrialisation which is transforming the traditional pattern of society and resulting in the formation of uprooted new urban populations, mainly engaged in industry and dependent on wages; for these people the loss of wages constitutes a very
great hardship, as they no longer enjoy the traditional protection of their rural families and villages. I.L.O. experts are helping the Pakistan authorities to work out a scheme covering certain social security risks.

Asia is also a centre of co-operative organisation activity. Co-operatives experts have been at work this year in Afghanistan, Burma, Ceylon, the Philippines and Viet-Nam and in addition the I.L.O. organised, with the participation of other international organisations, a fifth Asian regional co-operative training course, which was devoted primarily to providing advanced training to high-level co-operative staff and administrators. Moreover, a number of Asian co-operators took part in several group co-operation training courses organised in Denmark by the I.L.O. in collaboration with the Danish Government and international agencies concerned.

The importance attached in Asia to the development of handicrafts and small industries along sound lines is indicated by the increasing number of operational projects in this wide field. Aside from the national projects—for example those in Afghanistan, Ceylon, the Federation of Malaya and Thailand, the I.L.O. is participating in the work of the U.N.E.S.C.O. Fundamental Education Centre in Ubol and the Pilot Educational Centre in Chachoengsao (both in Thailand) by providing experts to give training in selected crafts and to initiate practical measures designed to stimulate new techniques and industries.

Finally, it may be mentioned that the Asian Advisory Committee has met twice during the year and has continued to plan and guide the Organisation’s work in the Asian region. To give an idea of the range of its work, it may be noted that, at its last meeting, held on the occasion of the Asian Regional Conference, the Committee discussed social aspects of Asian economic development with reference to capital formation and productivity in agriculture, vocational training in relation to productivity and the improvement of workers’ earnings, conditions of work in inland transport and vocational guidance; and it suggested that at its next meeting it should consider general programmes for raising productivity, technical assistance work and the promotion of workers’ education in the Asian region.

Europe

The I.L.O. has also had a full and active programme in Europe and has co-operated closely with the various European inter-governmental bodies concerned with action in the economic and social field. While the I.L.O.’s work in Europe during 1957 has ranged over most of the
technical fields within its competence, there has been a particular concentration of effort on the manpower problems arising or likely to arise with closer European co-operation.

The tendency towards removal of obstacles to labour mobility in the framework of efforts to achieve economic integration has given new actuality to an old problem—that of conserving the full social security rights of migrant workers. The general European Convention on Social Security for Migrant Workers, which was worked out jointly by the I.L.O. and by the High Authority of the European Coal and Steel Community and signed on 9 December 1957 in Rome by the responsible Ministers of the countries concerned, is a decisive step towards the establishment of a wide regional system of protection for migrant workers and their families, regardless of their countries of residence and of employment. Further, the European Code of Social Security, together with the Protocol—both elaborated by the Council of Europe with I.L.O. co-operation—is being considered by the competent organs of the Council of Europe. The Code is an adaptation to western European conditions of the I.L.O.'s Social Security (Minimum Standards) Convention, 1952. The Protocol, on the other hand, incorporates far higher standards of social security, and the practical experience of its implementation in European countries should provide valuable guidance for the further social security work of the I.L.O.

One of the alleged obstacles to closer European economic co-operation is differences from one country to another in wages and labour costs. This problem has engaged the attention of the I.L.O. for some time and, as an outgrowth of the first European Regional Conference, held in 1955, a fact-finding survey was undertaken to determine the relative importance of wages and related elements of labour cost in European industry. The first two phases of this survey—namely, the collection of data from establishments in participating countries and the collection of information from national accounts and from the operating accounts of social security agencies, were completed in 1957, and a preliminary report on the findings was made available in August.

Following a project undertaken jointly by the O.E.E.C., the European Productivity Agency and the I.L.O. concerning the establishment of pilot employment offices, various proposals were made for future action to improve the organisation of employment and to ensure better use of manpower resources in western Europe. One of these proposals related to a study of the problems of balancing labour supply and demand internationally, the methods at present followed and possible improvements. An expert from the I.L.O. has been assigned to this inquiry within the framework of the joint project.
The I.L.O. continued to take an active part in the work of the Manpower Committee of the O.E.E.C. Moreover, according to a practice of several years' standing, the I.L.O. submitted a report on its manpower activities in Europe to the Economic Commission for Europe. The Organisation is also represented on the Advisory Committee of the Special Representative of the Council of Europe for National Refugees and Overpopulation.

The I.L.O.'s field activities in Europe are mainly confined to southern Europe. Continuous progress has been made in the execution of the technical assistance project of vocational training in Italy, where I.L.O. experts have been collaborating for several years with the competent national authorities in establishing instructor-training facilities. The Government has recently approved a programme for electronics and electromechanics instructors and the first course for electrotechnicians will take place at the instructor-training centre in Genoa in 1958. Plans for the establishment of a training centre for instructors in the repair and maintenance of agricultural machinery are nearing completion. The training of instructors in other specialities in collaboration with the Ministry of Public Instruction is being discussed. Technical assistance in vocational training is also provided in Greece, where a plan for re-organising five vocational schools of the King's Institution and holding a training session for directors, teachers and instructors of these schools is being implemented. The Greek Government accepted a loan from the Council of Europe for this project, based on the results achieved by an I.L.O. mission entrusted with the reorganisation of the King's School at Amarousion.

The problem of the vocational training of migrants is receiving increasing attention from several international and regional organisations which seek the technical co-operation of the I.L.O. in this field. In Italy, where the I.L.O. has already provided some advisory assistance to I.C.E.M. in connection with the vocational training of prospective migrants, it is anticipated that the instructor training mission mentioned above will be able to co-operate with the Italian authorities and I.C.E.M. in the study of certain aspects of I.C.E.M.'s work in regard to the vocational training of migrants. Current inter-agency action in this field is based on recognition of the need for closer co-operation between emigration and immigration countries in order to overcome certain basic difficulties. For example, the Advisory Committee of the Special Representative of the Council of Europe for Refugees and Overpopulation recently suggested that a committee of experts on vocational training, in whose work the I.L.O. should participate, should consider the question of bilateral and multilateral co-operation in this field.
The I.L.O. is giving advisory assistance to the *ad hoc* working groups established in 1957 by O.E.E.C. to consider the means of compensating manpower shortages in certain branches of industry on a bilateral or multilateral basis through, *inter alia*, vocational training of prospective migrants. In December 1957 the I.L.O. participated in an intergovernmental meeting on vocational training which was convened by I.C.E.M. and attended by experts from Argentina, Brazil, Greece, Italy and Spain and by representatives of the O.E.E.C. and the Council of Europe. The meeting drew up a balance sheet of requirements and availabilities to form the basis of an agreed plan of action in 1958.

In Yugoslavia the Zagreb Federal Centre for training management personnel and supervisors which operates with the co-operation of an I.L.O. technical assistance team has proved so successful that it was decided to establish centres in the different republics of the Federation. Some of these centres started operation in 1957. The I.L.O. has assumed responsibility for placing and training in other countries 300 Yugoslav foremen and worker trainees in the building industry, whose travel expenses are borne by the Yugoslav Government, while their salaries are paid by the undertakings receiving them. This programme is additional to the current programme of foreman and worker trainees under which training was provided to 176 persons.

The Office has continued to co-operate closely with the United Nations and its specialised agencies and other interested non-governmental organisations in the development of national rehabilitation services in European countries, namely, in Austria, Greece and Yugoslavia. As a part of this joint programme the I.L.O. supplied an expert to Yugoslavia who advised on the most suitable training trades and equipment for rehabilitation centres for handicapped children.

The I.L.O. has also played some part in the expanding efforts within Europe to raise living standards in the rural sector of the national economies and so to help reduce the gap between living levels in the urban and those in the rural sector. The I.L.O. and F.A.O. in 1957 jointly sponsored a European Conference on Rural Life. The Conference discussed policies and programmes aiming at the improvement of rural life in Europe, as well as the problems faced by the different countries in securing and maintaining a sound balance between agriculture and the rest of the economy. During the year the I.L.O. also continued to co-operate with the Economic Commission for Europe and with F.A.O. in the field of vocational training of forestry workers, the I.L.O. having granted 50 fellowships to enable such workers to observe practices in different European countries and having organised two training centres for instructors.
The Latin American programme during 1957 has concentrated on problems of particular importance in the American region. As in Asia, the content of the Latin American programme derives primarily from regional conference planning and from field activities developed, at the request of the governments, under the Technical Assistance Programme. The Sixth Conference of American States Members of the I.L.O. met in September 1956 in Havana and discussed the social aspects of the region's economic development, the role of employers and workers in programmes to raise productivity, the broader question of labour-management relations and the development and role of co-operatives in the American region. Field activities are varied but a great many of them relate to manpower, social security and labour administration including statistics; while the Andean Indian project, aimed at helping the Indians of the Andean plateau towards economic and social integration and higher living standards within their national communities, is a good example of co-ordinated international effort directed towards helping some of the many millions of the indigenous peoples of the American countries to share in the fruits of national development and to take their full share in such development.

The key area of I.L.O. effort this year as in the past has been skill development. A great many of the American field projects have aimed at building up the new skills needed for industrial growth and at developing the training facilities required to continue and expand these skills. And, in order to plan training intelligently in relation to the process of economic development, it has been necessary to find out more about manpower resources and whether they are adequate, quantitatively and qualitatively, to the needs of development.

Employment information and organisation work in Latin America is still in the early stages almost everywhere and presents a number of difficult problems. Most of the I.L.O. projects concerned with this field of work are still primarily of an exploratory or experimental character. The experts who were assisting the Governments of Argentina and Colombia in employment information matters completed their missions during 1957. In Argentina the expert carried out a study of manpower needs and resources, and particularly of the present and anticipated needs for scientific and technical personnel and for skilled workers in certain occupations. This study was organised as part of a general economic survey undertaken by the Economic Commission for Latin America. Among other things the data will give an indication of the possible contribution that immigration might make in carrying
out economic development programmes. In Colombia the inquiry into manpower needs and resources was undertaken in order to provide the Minister of Labour with information on the basis of which he would be able to act and make recommendations in connection with the organisation of employment, including the operation of the national employment service and the development of training and immigration programmes. In Brazil an expert has been sent to assess and advise on the manpower situation and problems in connection with the economic development of the north-eastern region of that country. He is working in conjunction with a group of United Nations experts who are making a general economic survey under the ægis of the Banco do Nordeste do Brasil.

Several Latin American countries have sought I.L.O. assistance in improving their employment services. In Mexico an expert is advising the Government on the steps to be taken in organising employment in relation to economic development. The first part of his mission has been devoted to examination of employment service organisation and methods of work in the light of the manpower position and its probable evolution. After this the expert will give a course on employment service organisation in the Institute for Labour Administration set up with I.L.O. assistance. In Chile, where an I.L.O. expert assisted the Government to establish a national employment service, a second expert is following up this work with special emphasis on improving methods of collecting and distributing information on manpower supply and demand.

During 1957 work in the field of skill development proceeded along the same general lines as in previous years but an increasing effort was made to concentrate on projects meeting key needs for skill in the countries concerned. In Colombia a national apprenticeship system has been established with the assistance of an I.L.O. expert. The system covers the training of skilled workers for all branches of the national economy and marks an important stage in the development of training facilities in this country. The I.L.O. expert has also assisted the Government in improving its training methods and organisation and has given a four-month' course for directors of vocational schools. In Argentina the organisation of vocational training courses for teaching personnel figures among the principal duties of the I.L.O. team now in that country. The experts are also making a general survey of the existing system of vocational training to ascertain how far it meets the country's real needs for industrial manpower. A course for instructors in the metal trades has been started, as well as courses for instructors in wood working and electricity. In Brazil the team of I.L.O. instructors attached to S.E.N.A.I. has helped to organise a six-month' course
for instructors of automobile mechanics; the trainees are drawn from all parts of the country. In Uruguay new curricula are being introduced, with I.L.O. help, in the schools of the Labour University and in one provincial town new curricula and teaching materials specially designed to meet the needs of the rural population are being tried out on an experimental basis. Vocational training projects in Bolivia, Ecuador and Haiti were continued during the year.

In a number of the American countries increasing importance is being given to the training of supervisors and foremen; it is being more widely recognised that such training is essential both for skill development and for increasing productivity. In Chile, for example, an expert has been sent to help the University of Concepción to organise upgrading and further training for industrial supervisors in the region. The programme is expected to include establishment of a training programme for supervisors and foremen in co-operation with the engineers and technicians of the University and of local industrial concerns. An I.L.O. expert has been advising the Government of Chile on the establishment of a rural training centre in the Temuco region with the object of giving elementary training in agriculture and rural crafts to young men from indigenous communities.

The decline in European emigration to countries of Latin America has given particular importance to the findings of the joint I.L.O.-I.C.E.M. survey mission in five Latin American countries (Argentina, Brazil, Chile, Colombia and Peru) to determine the standards of skill which European migrants should possess in order to secure employment in one of the trades in which the local manpower is insufficient and to determine the trades in which the skilled European workers could expect to find satisfactory employment. The final report of the mission has been transmitted to the governments of the countries concerned. The intergovernmental meeting on vocational training convened by I.C.E.M., referred to above, represents a first attempt to give effect to some of the conclusions of the report.

As regards vocational rehabilitation, an I.L.O. mission has been at work in Guatemala. With the agreement of the agricultural services the expert took steps during the year to resettle the disabled in rural areas by arranging for plots of land to be allocated to them. He also helped to create in the Social Security Institute's rehabilitation centre several small workshops for the training of disabled workers from urban areas. In addition he made a general survey of the situation of the disabled in hospitals and made recommendations for their rehabilitation. In Brazil an I.L.O. expert assisted the Government to develop its rehabilitation services for the blind. This expert, who is himself blind,
has investigated employment opportunities for the blind and taking account of these opportunities has helped to plan the necessary rehabilitation, training and other services; a "vending-stand" programme has been developed. Another expert on the guidance, training and employment of disabled persons has been recruited to deal with these aspects of the whole rehabilitation process as a member of the United Nations team of experts now setting up the National Rehabilitation Institute for the physically handicapped.

Social security in the American countries continued to make progress during the year under review. Almost all Latin American countries now have social security schemes but, as elsewhere, no scheme is complete in coverage and agricultural workers tend to be neglected. The I.L.O.'s advisory work during 1957—extended to about a dozen of these countries—was concerned primarily with the extension, administration and financing of existing schemes. Only one of the technical assistance projects dealt with the setting up of a new scheme—that in Honduras, where the basic law has now been approved by the Government: when this law is implemented all the Latin American countries will have operating schemes. Most of the 1957 projects concerned the extension of existing schemes—as in Peru, to cover sickness and pension insurance for salaried employees, in Guatemala, to cover sickness insurance, and in Nicaragua to cover extension of the existing scheme to persons employed in private establishments.

Experience in all countries has shown that social security administrative bodies have difficult financial problems to resolve, amongst others the repercussions of inflation. The I.L.O. has met these problems in Latin America partly through regional training seminars for actuaries (such as the American Seminar for Social Security Actuaries held in Asunción in April-May 1957) and partly through on-the-spot assistance in connection with national social security projects. General problems of administration have also been successfully tackled in the same way during the year under review.

Productivity work in Latin America has become increasingly important. During 1957 I.L.O. technical assistance missions concerned with productivity were at work in Bolivia, Colombia and the Central American Research Institute for Industry (serving Costa Rica, Guatemala, Honduras, Nicaragua and El Salvador) and a mission started work in Argentina.

Various aspects of conditions of work in Latin America were examined during 1957. None perhaps is more important than the study made of the situation of agricultural workers in the region who till land belonging to others on a cash-rental or share-farming basis or
under some similar system of land tenure.\(^1\) This problem is one of special urgency in Latin America, both because of the numerical importance of the workers concerned and because in many of the countries their conditions are badly in need of improvement. The work of the I.L.O. to explore their lot and means of improving it is being done in close co-operation with the United Nations and F.A.O. as a part of a co-ordinated effort to promote the land and rural reforms necessary for economic and social progress in the less developed countries. I.L.O. experts have been working with the Governments of El Salvador and Guatemala to draw up suitable labour legislation in favour of agricultural workers and to establish appropriate enforcement machinery.

During 1957 the I.L.O. also gave assistance to the Peruvian Government in the settlement of a labour dispute. After a careful study on the spot of the factors entering into the situation the I.L.O. expert submitted a series of detailed recommendations for solving the dispute, a number of which were based on resolutions adopted by the Inland Transport Committee. These recommendations were adopted by all parties concerned and the dispute was thus brought to an end. The matter is of particular interest as an example of the new direct approach of the I.L.O. in the promotion of better labour-management relations as well as a specific illustration of the practical impact of conclusions reached by an I.L.O. Industrial Committee.

The Andean Indian Programme has made steady progress during the year under review. The Peruvian project has now three large action bases, each of which has smaller satellite bases in remote areas, which serve steadily increasing populations. The Pillapi project in Bolivia has become a large and active operational centre and work has been intensified on the colonisation project in the lowlands of the province of Santa Cruz, where an effort is being made to help Indians from the highlands adjust to life and work in the lowlands. New projects have been established in the Bolivian highlands at Playa Verde and Otavi. In Ecuador, in addition to the handicrafts centre in Quito where young Indians are being trained in the weaving by modern techniques of all kinds of fabrics, activities have now been extended to the Province of Chimborazo on the same lines as applied on the Altiplano of Bolivia and Peru in an effort to achieve the integration of the Indians into the social, economic and cultural life of their country. Most of the projects which make up the Programme encompass many different types of activity promoted by experts of the specialised agencies primarily

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concerned with the field of work in question: education for youth and adults, including the building of schools, agricultural instruction and demonstration, health care and education, and vocational training, for example in woodwork, mechanics and electricity. At the end of 1957 some 30 international experts and instructors were engaged on the Andean Indian Programme, of whom 17 were appointed by the I.L.O. Increasingly nationals of the countries concerned are being trained by the international experts to take over the work.

In Latin America problems of labour administration have become more acute as industrialisation has made progress. A great many of the I.L.O.’s current technical assistance projects deal with one or another of these problems, whether industrial safety, social security administration, employment service operations or statistics. The bulk of the technical assistance given by the I.L.O. in 1957 in the field of labour statistics, for example, went to American countries. An important family-living study was completed in British Guiana with the assistance of an I.L.O. expert. Assistance in conducting family-living studies was also given to Peru and Chile. A detailed sample survey on the unemployment and underemployment situation in British Guiana was completed in 1957 with the help of an I.L.O. expert. In Argentina, Costa Rica and Ecuador I.L.O. experts contributed to the development of general labour statistics schemes. Similarly, as regards conditions of work and social security, many of the I.L.O.’s field activities in the region were concerned with the administrative aspects of labour and social policy and the basic and advanced training of staff.

An Institute for Labour Administration has been set up in Mexico, with I.L.O. help, for the training of labour administrators and specialist staff from that country. During 1957 the Institute provided training to ten labour officials; in addition ten took a refresher course in industrial safety and hygiene. A good deal of the work of the Institute to date has been concentrated in the specific field of industrial safety because the more rapid pace of industrialisation has created an enormous growth of interest in safety problems; and today the Institute and those trained through it serve as a sort of focus for the popularisation of safety effort in the country and help to promote safety practice in the different branches of industry.

Near and Middle East

The pattern of regional activity in the Near and Middle East did not change substantially during 1957. It is still concentrated fairly heavily on manpower problems in the rural and urban sectors, including underemployment, productivity and skill
development, and on problems of labour administration, broadly defined.

As in the other regions, an important preliminary task in the manpower field has been to explore the resources available and to relate them to the development process. Thus, during 1957, the Government of Iraq received I.L.O. help in connection with the manpower problems arising or likely to arise from economic development. Following an exploratory mission two experts are to assist in defining manpower problems and to advise the Ministry of Social Affairs on employment organisation. In Turkey the expert sent to study the manpower resources and needs of the country and the factors influencing the composition of the labour force has finished the preparatory work for an employment survey to be organised on an experimental basis in certain areas. He has also submitted recommendations to the Ministry of Labour for the establishment of a continuous employment information programme within the employment service. In Egypt an expert on occupational analysis is helping the Government to develop a national occupational classification system to be used for gathering and analysing information on the manpower needs and resources of that country.

Vocational training has remained an important part of the Middle East programme. In Iran several more instructors have been added to the I.L.O. team. The team of international technicians has been able to help the Iranian authorities to establish and to operate at Karadj an accelerated training centre for adults in several trades of the building industry. Similarly, a vocational training centre for adults is being established in the Sudan, where a team of technicians is being sent through a joint arrangement between international organisations providing technical assistance and the Government. The centre will in the first instance deal with the training of specialists in certain types of work on internal combustion engines, of metal workers and of plumbers, including those engaged on irrigation works. The preliminary work in connection with the establishment of a centre for accelerated vocational training for adults in Iraq has been completed. Other projects for vocational training of adults are being undertaken in Syria and Lebanon. A new project has been started in the Italian Trust Territory of Somaliland, where an I.L.O. expert is engaged in reorganising an industrial school at Mogadiscio.

Progress in training continues to be satisfactory at the Technical and Clerical Training Centre in Libya. It is planned that the Libyan authorities will take over the centre by 1960 and already in August five international officials were replaced by five local instructors who had been
trained at the centre. Fellowships for Libyans who are eventually to take over the posts of principal and directors of the technical and clerical sections are being provided in 1958-60.

In Egypt apprenticeship specialists are included in the I.L.O. team of productivity and vocational training experts at work in that country. In addition to determining the trade specifications for skilled workers and the qualifications required of workers to enable training programmes to be drawn up, the apprenticeship specialists are developing training facilities in the mechanical engineering, electrical and building industries and for automobile mechanics. An expert in supervisory training is also a member of the team and has conducted courses in several enterprises. Most of the trainees in turn have given courses in the undertaking which employs them and up to the present a thousand foremen have been trained in supervisory duties. Officers responsible for training personnel have also been trained for the Public Services Commission.

In Tunisia, where the I.L.O. was requested to help the Government to establish a vocational training centre for railway workers, the Government has created a special fund which has enabled the Office to recruit an expert and four chief instructors. The centre, equipped by the Tunisian authorities in accordance with recommendations of the I.L.O., which has also awarded eight fellowships and has contributed towards the purchase of equipment, was opened in July 1957 within the central workshops of the Tunisian railways. In Morocco two experts are investigating existing facilities for vocational and supervisory training and needs of local industry in this regard.

I.L.O. work to improve productivity in the Near and Middle East was confined to Egypt and Israel during 1957 and in these two countries it has been developing along most satisfactory lines. Israel has made extensive practical use of I.L.O. help in this field. During 1957 many of the cumulative results of the assistance rendered could be perceived in various branches of the economy. A productivity expert who completed a five-year assignment in 1957 has been retained for a further six months to advise on office management and efficiency. The Egyptian National Productivity and Training Centre had an active year and made considerable progress. The combination of productivity and training work and the integrated development of efforts in both fields have set a pattern which may well serve as useful guidance to other countries.

There is a keen concern with social security questions in the countries of the Near and Middle East but in many of them the practical possibilities of implementing comprehensive social security schemes are very
limited. During the year under review a number of these countries, including Iran, Iraq, Syria and Turkey, received I.L.O. help either on the administrative aspects of their schemes or on the statistical and actuarial aspects. In addition an I.L.O. expert has been making a survey of social security needs and possibilities in Morocco.

A certain amount of the I.L.O.'s current field work in the Near and Middle East takes the form of projects aimed at promoting handicraft industries and co-operatives in view of their importance for developing employment opportunity and raising living standards, particularly in the rural sector, in these countries. During 1957, for example, co-operative missions were at work in Egypt, helping to establish a wholesale co-operative and reorganising co-operative credit and banking, and in Iran, assisting in the development of consumers' co-operatives; and an I.L.O. expert advised on the development of co-operative organisations in Morocco. Participants from the Near and Middle East attended the training course on co-operation organised by the I.L.O., F.A.O. and the United Nations in Denmark during the year. I.L.O. handicrafts experts, working closely with the U.N.E.S.C.O. adult education team, helped to implement plans submitted by an I.L.O. mission which surveyed possibilities for handicraft development in Libya and specific handicrafts are now being developed. I.L.O. handicrafts experts have also continued working, in collaboration with U.N.E.S.C.O., at the Arab States Fundamental Education Centre.

In a number of the countries of the Middle East special emphasis was placed on labour administration. In Morocco, for example, an expert on labour administration advised the Ministry of Social Affairs on the functions and organisation of the Ministry. For the region as a whole the Institute of Labour Administration for the Near and Middle East, set up in Istanbul jointly by the Turkish Government and the I.L.O., continued its work of advancing and supplementing the training of the staffs of the labour departments of Turkey and other countries of the region. During 1957 two training courses were held at the Institute. The first, from April to July, examined problems of labour inspection and industrial safety and was attended by 20 trainees from Egypt, Iraq, Jordan, Lebanon, the Sudan, Syria and Turkey. The second, held from September to December and organised by the I.L.O. jointly with W.H.O., specialised in industrial hygiene and was attended by a dozen trainees from Iran, Israel and Turkey.

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Work Done at the Request of or in Conjunction with Other International Organisations

Co-operation with the United Nations and Specialised Agencies

During 1957, as already indicated, the I.L.O. carried out a large volume of work either at the request of or in conjunction with other international organisations of the United Nations family. This section illustrates briefly and by subjects the work planned or done on this co-operative basis and, where appropriate, indicates the relationship of the work planned or done to the originating resolutions of the Economic and Social Council.

Human Rights.

The Council, in a resolution adopted at its 22nd Session (July-August 1956), invited the specialised agencies, in respect of human rights coming within their purview, to transmit to the Secretary-General of the United Nations every three years a report summarising the information received from member States during the preceding three years. The first such triennial report, to which the I.L.O. has made a substantial contribution, will be presented to the 14th Session of the Commission on Human Rights (New York, March-April 1958).

The United Nations Commission on Human Rights and its Subcommission on Prevention of Discrimination and Protection of Minorities has been closely following the I.L.O.’s work concerning discrimination in the field of employment and occupation. In this connection the reports prepared for the 40th Session of the International Labour Conference were presented to the Subcommission at its meeting in February 1957 and a report of the exchange of views which took place at this meeting was ultimately laid before the Conference Committee on Discrimination. This practice is being repeated for the second discussion of this subject at this year’s Ordinary Session of the Conference.

The I.L.O. has continued to broaden and intensify its activities relating to the defence and promotion of trade union rights. During 1957 the Governing Body has had under review the whole approach to this matter with a view to finding increasingly effective means of protecting the right of free association and of finding out the facts relating to freedom of association in the different member countries; by the end of the year no final decisions had been taken in the matter.

Status of Women.

Another Economic and Social Council resolution adopted at its 22nd Session invited the I.L.O. to prepare a report, in collaboration with the Secretary-General of the United Nations and with the specialised
agencies concerned, on activities in various countries for improving employment conditions in relation to the situation of working women with family responsibilities. The report is being presented to the 12th Session of the Commission on the Status of Women (1958).

The Council also invited the I.L.O., in collaboration with the Secretary-General, to prepare a series of reports concerning the steps being taken by States Members of the United Nations and of the I.L.O. for the removal of economic discrimination against women. In this connection the I.L.O. has prepared a report on the right of women to rest and material security in case of old age, illness or loss of capacity to work, which will likewise be presented to the 12th Session of the Commission on the Status of Women. The I.L.O. continues to provide current information to the Commission on the results of the efforts undertaken by its member States to eliminate wage discrimination against women and to ensure the practical application of the principle of equal pay for equal work.

The I.L.O. is also co-operating with the United Nations and U.N.E.S.C.O. in a study of the access of women to training and employment in the principal professional and technical fields.

During 1957 the I.L.O. took part in a seminar organised by the United Nations in Bangkok concerning civic responsibilities and increased participation of Asian women in public life.

**Community and Rural Development.**

The I.L.O. continues to co-operate closely with the United Nations and specialised agencies concerned in the continuous evolution and intensification of community development work. In addition to its participation at the Fifth Meeting of the Administrative and Co-ordination Committee Inter-Agency Working Group on Community Development (Geneva, June 1957), the I.L.O. has been represented at the series of such meetings held during the year at the regional level (Bangkok, February 1957; Beirut, October 1957 and Lima, November 1957).

Co-operatives tend to play an important role in rural development in most of the industrially less advanced countries and the Economic and Social Council, in a resolution adopted at its 23rd Session, recommended that the I.L.O. and F.A.O. should continue to carry out studies on methods which experience has shown to be most effective in the various specific fields in which co-operatives can usefully contribute to the promotion of modern techniques, especially in agriculture and fisheries. Preliminary consultations have taken place to plan a programme for making these studies. Another Economic and Social Council resolution, adopted at the 17th Session, asked the United Nations, in
collaboration with the I.L.O. and F.A.O., to prepare a study and conclusions regarding the various forms of help that governments and other bodies could provide for the achievement of the full potentialities of co-operatives and the demarcation of sectors in which co-operative organisation may be considered suitable. The I.L.O. has made a substantial contribution to this study, which was submitted to the Council at its 23rd Session (April-May 1957).

As already mentioned the I.L.O. has also continued its active participation in the Fifth Course on Co-operatives organised jointly under the auspices of the United Nations, I.L.O., F.A.O. and the Danish Government and held during July and August 1957.

In April 1957 a European Conference on Rural Life was held in the Federal Republic of Germany under the joint sponsorship of the I.L.O. and F.A.O. As a result of this meeting the Ninth Session of the F.A.O. European Commission on Agriculture (Rome, June 1957) decided to set up a working party on sociological research in whose work the I.L.O. will participate. The I.L.O. was also represented at the Fourth Meeting of International Organisations for the Joint Study of Programmes and Activities in the Field of Agriculture in Europe held in Paris in February 1958.

Land Reform.

In the closely related field of land reform, the Council has invited the United Nations, the I.L.O. and F.A.O. to work for the advancement of land reform and to give particular attention to certain activities, including the dissemination of information regarding the experience of individual countries with respect to national measures of land reform, the organisation of seminars and training courses on institutional problems to assist in the promotion of sound national land policies, the promotion, with the aid of technical assistance from the various organisations, of appropriate pilot projects and studies in individual countries and, finally, the promotion on the national and international planes of collaboration by institutions of research related to land reform. During the year the bulk of the I.L.O.'s work in this field was connected with the Fourth Asian Regional Conference of the I.L.O. (New Delhi, November 1957) which dealt with the conditions of life and work of share-croppers, tenant farmers and similar categories of semi-independent and independent workers in agriculture on the basis of an Office report and adopted a comprehensive resolution on the subject which urges the competent national authorities to take a series of measures aimed at promoting an optimum degree of security of occupation, tenure and livelihood for these categories of agricultural workers.
Manpower and Economic Development.

The I.L.O. has continued to co-operate with the Economic Commission for Latin America, the Economic Commission for Asia and the Far East and the Economic Commission for Europe in studying and dealing with problems of employment and skill and other manpower problems relating to economic development. During 1957 co-operation with these organisations was concerned with, among other matters, the following: a manpower survey (in Latin America), statistics, migration and vocational guidance and training (in Europe), and vocational rehabilitation and skill shortages (in Asia).

Thus, for example, the I.L.O. collaborated with E.C.E. by contributing materials to its economic survey of Europe, and was represented at the Fifth Plenary Session of the Conference of European Statisticians. The regional training course for instructors for training adults in the metal trades was organised by the I.L.O. after consultation and in agreement with E.C.E. In Asia the I.L.O. was active, as in the past, in the deliberations of the E.C.A.F.E.-I.L.O.-U.N.E.S.C.O. Inter-Secretariat Working Party on the Lack of Trained Personnel and in the Asian Seminar on Rehabilitation in the Far East sponsored by the U.N., I.L.O., W.H.O., the Government of Indonesia, the World Veterans' Federation and the International Society for the Welfare of Cripples.

In the Near and Middle East the I.L.O. collaborated with U.N.E.S.C.O. and F.A.O. in a Conference on Vocational and Technical Education for the Arab countries of the region.

Close inter-agency co-operation continues in the migration field. In connection with the Technical Working Group on Migration of the Administrative Committee on Co-ordination the I.L.O. is making a preliminary study of the factors affecting land settlement by migrants. This study will be submitted in 1958 to the Technical Working Group, which will then decide on the form and content of the final study. At the same session of this Working Group, which is serviced by the I.L.O., recommendations will be made on the establishment of a co-ordinated migration research programme. The I.L.O., in company with the United Nations, has continued to encourage the activities of the non-governmental organisations interested in migration.

Industrialisation and Urbanisation.

The I.L.O. has continued to take an active part in the co-ordinated inter-agency programme on the problems of industrialisation, and its manpower and productivity activities have a particular bearing on this
broad area. The Organisation was represented at a meeting of a Panel of Experts in Industrial Management in Underdeveloped Countries convened by the United Nations in September-October 1957, and presented three papers dealing with the labour aspects of management, the minimum common facilities necessary for effective training in management, and the problems of training and other aspects of manpower developments for industrial undertakings. The I.L.O. is also engaged in the preparation of brief studies on workers' housing and family earnings in urban industrial areas (for the United Nations) and on the labour and social aspects of industrialisation in Latin America (for the 1958 seminar on this subject being organised by the United Nations and U.N.E.S.C.O. in co-operation with the I.L.O.).

Family Levels of Living.

Another resolution of the Economic and Social Council (24th Session, July-August 1957) authorised the United Nations and invited the I.L.O. and other specialised agencies to include in their programmes provision for further joint study of the ways and means gradually to achieve, in the countries now entering upon a more rapid economic and social development, a comprehensive system of social security and related social services, taking into account the variety of national problems and resources; and, further, to make a continuing study of the cooperative arrangements required by intergovernmental and non-governmental agencies to assist countries in achieving co-ordinated social policy. The Secretary-General was further requested to transmit a report on maintenance of family levels of living to governments and appropriate non-governmental organisations for comment and to prepare an analysis of the replies received for the Social Commission at its 12th Session (1959) and ultimately for the Council at its 28th Session (1959). Consistent with this resolution and also in response to a request received from the Statistical Office of the United Nations, the I.L.O. has prepared progress reports on its work in connection with the study of levels of living and family living studies. The I.L.O. has also prepared a paper on "Family Aspects of Social Insurance" for the United Nations International Social Service Review.

Occupational Safety and Health.

The I.L.O. and W.H.O. have worked closely together on several specific problems of occupational safety and health. For example, the Third Session of the Joint I.L.O.-W.H.O. Committee on Occupational Health, which met in Geneva in March 1957, dealt with questions concerning the training of physicians in the field of occupational health,
the scope and organisation of occupational health institutes and criteria for the recording of medical causes of absenteeism by occupational health services. In April-May 1957, a Joint I.L.O.-W.H.O. European Seminar on the Nurse in Industry was held in London. Also, the I.L.O., in co-operation with W.H.O., is making a general survey of the conditions of nursing personnel, in preparation for a 1958 meeting of experts on this subject. The I.L.O. has continued to co-operate very closely with W.H.O. in the development of its current vocational rehabilitation programme and activities.

The I.L.O., continuing its close association with the Joint F.A.O.-E.C.E. Commission on Forest Working Techniques and Training of Forest Workers, has made a study of occupational safety and health in forest occupations, which was presented to the Second Session of the Joint Committee held in Moscow in September 1957.

It is worth noting that several of the agenda items pending before the Ordinary and Maritime Sessions of the International Labour Conference, for example the organisation of occupational health services in places of employment, and contents of ships' medical chests, have been prepared in close co-operation with W.H.O.

Labour and Social Policy in Non-Metropolitan Territories.

In connection with the United Nations General Assembly's request for a ten-year progress report on non-self-governing territories, the I.L.O. is contributing detailed progress reports on (a) the development of wage-earning employment, labour legislation and occupational organisations based on the freedom of association; (b) the development of co-operative societies; and (c) the establishment and development of systems of social security in respect of workmen's compensation, unemployment provisions and health insurance. The I.L.O. is also co-operating in the preparation of technical materials for the United Nations Committee on Information from Non-Self-Governing Territories; it is submitting documents on workers' housing and family earnings in urban industrial areas.

Housing.

In the field of housing the I.L.O. co-operated with the United Nations in the preparation of the first of a series of annual Progress Reports on the Current and Future World Programme in the Field of Housing, Building and Planning of the United Nations and Specialised Agencies. The I.L.O. is also co-sponsoring the Third United Nations-I.L.O. Seminar on Housing through Non-Profit Organisations, scheduled for the summer of 1958.
Co-operation with Regional Inter-Governmental Organisations

During 1957 the I.L.O. also co-ordinated its work closely with the various regional inter-governmental organisations outside the United Nations family.

Within Europe the I.L.O. continued active co-operation with the O.E.E.C. and with the European Productivity Agency on manpower problems and conditions of work. During 1957, for example, the I.L.O. prepared a study on hours of work in O.E.E.C. countries for the O.E.E.C. Manpower Committee and its Joint Consultative Group on Manpower Utilisation. During the year the I.L.O. carried out, on behalf of E.P.A., a special project on the international clearing of vacancies and applications for employment and another on human relations in the building industry, while one of the most significant projects of the year was the survey on the status, selection and training of supervisory staff in ten European countries carried out by the I.L.O. for the E.P.A. organisations. Likewise close co-operation has been maintained with the European Coal and Steel Community in all technical fields of concern to both organisations—for example, safety, social security for migrant workers, vocational and supervisory training and methods of remuneration and social problems arising out of technological progress. The European Convention on the Social Security of Migrant Workers, prepared by the E.C.S.C. with I.L.O. co-operation, was signed in December 1957. The I.L.O. has worked closely with the Council of Europe in the social field. Perhaps the most significant instance of this co-operation during 1957 was the assistance given to the Council of Europe by the I.L.O. in the drafting of the European Code of Social Security. For its part, the Council of Europe has continued its policy of encouraging ratification by its member States of Conventions adopted by the International Labour Conference. The I.L.O. has also continued to collaborate with the Central Commission for Rhine Navigation as regards social security and conditions of work. The Social Security Agreement for Rhine Boatmen and supplementary arrangements for an Administrative Centre, both of which were originally drafted by the I.L.O. and which entered into force on 1 June 1953, have been under amendment during the past year. The I.L.O. has been working closely with the Centre in every phase of these efforts. It is hoped that the draft amendments will be finalised in the early months of 1958, after which the I.L.O. will convene, for purposes of their formal adoption, a conference of the governments concerned. The agreement covering conditions of

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1 Selection and Training of Foremen in Europe, op. cit.
work of the Rhine boatmen, which was also originally drafted by the I.L.O., is expected to enter into force in the near future. To date, ratifications have been received from four out of the five governments.

During 1957 special efforts were made to develop greater co-ordination of plans and activities among Western European organisations working in the social field. Inter-secretariat consultations among the Council of Europe, O.E.E.C., E.C.S.C., I.C.E.M., Western European Union and I.L.O. were held to discuss overlapping in activities and to bring about greater co-ordination of effort. A meeting of the executive heads of the organisations was held in Paris in January 1958.

In Latin America co-operation with the Organisation of American States during the year proceeded along the usual lines. Among its other activities, the I.L.O. was represented at a meeting of the Inter-American Commission of Women held in Mexico City in April-May 1957.

The I.L.O. was also represented at the Seventh Session of the West Indian Conference, convened in Curaçao in June 1957 under the auspices of the Caribbean Commission, and at the Fifth Session of the Inter-African Labour Conference, held in Lusaka in August-September 1957.

Finally, as already noted, negotiations are under way between the I.L.O. and the League of Arab States with a view to finalising an agreement concerning the relations between the two organisations.

Relations with Non-Governmental Organisations

In recent years the I.L.O. has also strengthened appreciably its relations with non-governmental organisations active in the economic and social fields with which it deals. The Governing Body in June 1956 decided to draw up a special list of non-governmental organisations and to include on this list bodies whose functions and activities gave them a particular interest in the I.L.O.'s work. There are some 46 organisations on the special list and intensified efforts have been made during the last year to systematise the relations between the I.L.O. and these non-governmental organisations and to develop closer contacts between them.
CONCLUSION

This Report seeks to bring the recent work of the I.L.O. into perspective and to give a brief picture of some of its current activities. Many aspects of the Organisation’s work are necessarily neglected in a selective survey of this kind. Much of the continuing research, information and publications work, for example, has not been emphasised, although it is a basic activity at all times. Certain of the traditional activities of the Organisation, such as the standard setting, have been dealt with in summary fashion, not because they are of less importance than other aspects of the work but because they are traditional, long standing and of proven worth, whereas the emphasis of this Report is on the evolution of the I.L.O.’s work in recent years and the rounding out of its programme and methods with new approaches and activities. I am, however, more and more convinced, particularly when I have the opportunity to visit different member States and to talk with people in the different countries, that the value and prestige of the I.L.O.’s work rest in large part upon the traditional research, information and standard-setting activities of the I.L.O. The new methods and approaches discussed in this Report are necessary, and already are of proved value, since they bring the I.L.O.’s work to more people in practical ways. These new activities complete the picture, highlight it in new ways, but must never be allowed to obscure the fundamental composition and background provided by traditional work.

The Report has drawn attention to the major trends in the Organisation’s recent work. It has shown the steady growth of operational activity over a period of years in response to the practical needs of the current world social situation. It has indicated the beginnings of a new educational approach comprising a series of educational and promotional activities aimed at helping to deal with certain of the labour and social problems falling within the I.L.O.’s province. The Report has suggested the key areas of I.L.O. programme concentration today: the manpower, productivity and related activities aimed at helping in the raising of living standards in urban and rural areas; the labour and social security measures needed to adjust to the new conditions of industrialisation and to maintain social stability in a period of rapid economic transition; the protection and promotion of human rights in the economic and social
fields within the I.L.O.'s purview; and the technical and educational activities needed to facilitate social adjustment to technological change, including automation and the industrial application of atomic energy. It has also indicated the major programme emphases and the current stress on the programmes being developed to strengthen labour-management relations and to promote workers' education, with particular reference to the needs of the industrialising countries.

I should like to ask members of the International Labour Conference to appraise these developments in our programme and our work. Have we taken the right turnings? Have we concentrated on the right areas and assigned the right priorities within these areas? Have we chosen the right issues for special emphasis? Have we found—or are we finding—the right approaches? What can be done to develop fully the potentialities of the new educational approach with which we are now beginning to experiment?

Full and frank discussion of these questions will help the I.L.O. to orient its current programme and to plan its future activities. It is my conviction that your evaluation of the Organisation's work will contribute very substantially to our capacity to come to grips effectively and efficiently with the major social issues requiring our urgent attention today.


DAVID A. MORSE.
1. In the course of its 24th Session the Economic and Social Council adopted a series of resolutions on the development of co-ordination of the economic, social and human rights programmes of the United Nations and the Specialised Agencies—resolutions 664 A (XXIV) and 665 A and C (XXIV). The present communication conveys the views of the Governing Body concerning the matters dealt with in these resolutions as they affect the International Labour Organisation.

RESOLUTION 664 A

Inter-Agency Co-ordination

2. Resolution 664 A notes with satisfaction the efforts being made by the specialised agencies to improve the co-ordination of their programmes, both within each agency and in relation to the programmes of other agencies; the International Labour Organisation will continue to co-operate in making effective the co-ordination of its programmes with those of other organisations.

Internal Co-ordination and Concentration of Effort

3. The Governing Body has previously made clear the full acceptance by the International Labour Organisation of the guiding principles approved by the Council and contained in Resolution 664 A for internal co-ordination and concentration of effort. The statements on concentration of effort and resources which the Governing Body communicated to the Council in 1951 and in 1957, and which are reproduced, in the 5th and 11th Reports of the I.L.O. to the United Nations, accept them unequivocally and give a detailed description of the procedures which have long been in force in the I.L.O. to secure their effective application. These procedures include: procedures which enable the International Labour Conference to devote its energy at each successive session to a limited number of well-defined subjects on which it is called upon to take definite decisions; continuous control over the other meetings of the Organisation by the Governing Body in a manner which ensures that action resulting from such meetings in particular fields is as concrete and as practical as possible in the light of existing priorities and available resources; the integration of technical assistance activities with research with a view to enhancing the efficacy of the services rendered to the underdeveloped areas; and the continuous review of priorities carried out by the Governing Body not only when it takes decisions with regard to single activities of the Organisation but also on the occasion of the yearly examination of the budget, when

1 Pages 265 to 285.
2 Pages 72 to 81.
the activities of the I.L.O. are re-examined as a whole. Recent reports of the
International Labour Organisation to the United Nations have regularly
contained information concerning projects eliminated or deferred in successive
budgets, indicating the large number of proposals, originally put forward in
response to an urgent need, which have had to be postponed or deleted
entirely, either by the Director-General or by the Governing Body, in favour
of items having a still higher priority. This has been a long-established practice
in the I.L.O.

4. The measure of success with which this policy has been followed is reflected
in the degree of agreement secured in the International Labour Conference for
many years on the budget of the I.L.O. Throughout the period from the Second
World War to the adoption in June 1957 of the 1958 budget, the I.L.O. budget
has been adopted by the Conference by overwhelming majorities including
practical unanimity on the part of governments. On only three occasions have
any government votes been cast against the budget: in respect of the 1953
budget when the Czechoslovak and Polish delegations voted in the negative, and
in respect of the 1957 and 1958 budgets when the United States Government,
which was bound by ceiling legislation, voted against the budget. One
Employers' delegate voted against the 1955 budget, seven Employers against
the 1956 budget, 42 Employers against the 1957 budget, and one Employer
against the 1958 budget. Seven Employers abstained in respect of 1956, two
in respect of 1957 and 45 in respect of 1958. In these circumstances it cannot
be claimed that there is any substantial dissatisfaction among governments,
or reason for dissatisfaction among governments, with the extent to which
concentration of efforts and resources is effectively secured within the I.L.O.
and the views of governments are reflected in its budgetary decisions. The
programme in respect of which such concentration is secured is not of an
uncontroversial technical character or of a humanitarian nature which over­
rides all conflicting interests and considerations: it relates to acutely contro­
versial questions of economic and social policy which, despite their highly
controversial character, are dealt with on the basis of a broad measure of
agreement as the outcome of processes of negotiation.

RESOLUTION 665 A

Consultation between Governing Bodies concerning Plans of Concerted Action

5. The Governing Body welcomes the approval by the Council of the
principles originally suggested by the Director-General of the I.L.O., following
discussion in the Governing Body of the establishment of regular consultations
between the governing bodies of competent organisations in respect of major
programmes calling for participation by several organisations within a plan of
concerted action. While emphasising that such procedures must be sufficiently
flexible to avoid impairing the initiative and capacity for responding to emer­
geney needs of each organisation in its proper field of responsibility, the
Governing Body welcomes the opportunity of co-operating in appropriate
procedures for the consultations envisaged in this resolution and will give
the most sympathetic consideration to the detailed proposals on the subject
which are expected to be put forward in due course.

RESOLUTION 665 C

Suggested Five-Year Appraisal

6. Resolution 665 C invites the International Labour Organisation, the
Food and Agriculture Organisation, U.N.E.S.C.O., the World Health Organ­
isation and the World Meteorological Organisation to consider the most
appropriate and practical methods of preparing an appraisal of the scope,
trend and cost of their programmes for the period 1959-64 on the basis of the principles adopted by the Council in respect of the United Nations, to which reference is made in paragraph 3 above. The resolution envisages the preparation of such appraisals by the organisations concerned in a comparable form and provides that the Council will consider at its 26th Session the arrangements necessary for preparing a consolidated report with conclusions to be submitted together with the appraisals to the Council at its 30th Session.

7. When the Administrative Committee on Co-ordination considered this resolution at its 25th Session in October 1957 it deduced from the debates in the Council that what the Council had in mind was essentially an indication of the orientation, character and scope which the governing organs concerned consider both possible and desirable in respect of their principal programmes in the years immediately ahead and that the appraisal reports would be concerned rather with anticipated major lines of development, over the five-year period 1959-64, than with detailed individual projects.

8. The Advisory Committee on Administrative and Budgetary Questions, in its report to the 12th Session of the General Assembly, has clarified in a similar manner the intent of its recommendation to the 11th Session of the Assembly—which is at the origin of the resolution of the Council under consideration—to the effect that the forward-look would, in its view, be in terms of the general scope and trend of broad segments of the programmes, rather than of a rigid blueprint of detailed projects to be undertaken over a period of several years.¹

9. On the assumption that these interpretations are correct, the Governing Body does not propose to raise at this stage the serious constitutional issues which would otherwise be involved in resolution 665 C (XXIV), or the question whether the spirit of that resolution and some of the supplementary proposals mentioned during the discussion of the resolution in the Council are in conformity with the basic principles underlying the agreement in force between the United Nations and the I.L.O. The Governing Body has, however, an obligation to emphasise that, in view of its constitutional responsibility to member States for the programme and budget of a unique tripartite organisation, these issues must necessarily condition its whole approach to the resolution under consideration.

SPECIAL PROBLEMS ARISING FROM THE NATURE OF THE WORK OF THE I.L.O.

10. The Governing Body has given the most careful consideration to the most appropriate and practical methods of dealing with this matter in the unique circumstances of the International Labour Organisation. In so doing it has necessarily been guided by considerations already drawn to the attention of the Economic and Social Council in its earlier statements. Among these considerations special weight must be given to the element of industrial negotiation in the work of the I.L.O. which has already been explained to the Council in both the 1951 and 1957 statements in the following terms:

The direct representation of employers and workers as well as of governments which is the fundamental basis of the Constitution and methods of work of the I.L.O. confronts it with both problems and opportunities different in character from those of the other international organisations and thereby makes a high degree of autonomy particularly imperative. One of the main tasks of the I.L.O. is to promote the widest possible measure of agreement between potentially divergent economic interests with governments playing a mediating role. The successful working of the I.L.O.

¹ Report of the Advisory Committee on Administrative and Budgetary Questions to the 12th Session of the Assembly, paragraph 9.
depends primarily on the degree of success which it achieves in this task. All I.L.O.
decisions, including decisions on priorities, work programmes, budgets and the actual
conclusions reached on particular questions by the International Labour Conference,
are reached by a process in which the element of negotiation between organised
economic interests plays a large part. It is therefore essential that the arrangements
made for effective co-ordination of the activities of the I.L.O. with those of other
international organisations should be of such a character as not to disturb this delicate
balance of negotiation or to deprive the employer and worker groups of the right
which they enjoy to participate on an equal footing in the formulation of I.L.O.
policy.

11. It has already been made clear in paragraph 3 above that the principles
concerning co-ordination of effort and resources adopted by the Economic
and Social Council are fully accepted and effectively applied by the Interna­tional Labour Organisation. The Governing Body, and the Director-General
and his representatives in successive statements before the Council, have also
reiterated on many occasions their desire to co-operate with the Council in
making co-ordination fully effective and their readiness to supply the Council
with any information which may be necessary or helpful to enable the Council
to discharge effectively its over-all responsibility in respect of co-ordination
and to give governments, and through them parliaments and peoples, a reason­ably coherent picture of the general scope, orientation, trend and effectiveness
of international action in the economic, social and human rights fields. The
Governing Body will continue to co-operate for this purpose in loyal partner­ship with the Council.

12. The Governing Body must, however, emphasise that, while it will at
all times give the most careful and respectful consideration to any recommenda­tions which may be addressed to the International Labour Organisation by
the appropriate organs of the United Nations, the final responsibility for
internal co-ordination and concentration of effort and resources within the
International Labour Organisation rests with the International Labour Orga­nisation alone. By the terms of the Constitution of the I.L.O. " representatives
of workers and employers, enjoying equal status with those of governments,
join with them in free discussion and democratic decision with a view to the
promotion of the common welfare ". This is a fundamental principle from
which it follows that matters relating to the programme and budget of the
I.L.O. cannot, without violation of a constitutional obligation solemnly
ratified by all Members of the I.L.O., be determined by governments outside
the framework of the I.L.O.

13. The Governing Body also entertains some concern lest a dispropor­tionate amount of time, efforts, resources and executive energy should be
expended in arrangements for co-ordination of marginal value and importance
to the detriment of the productive work of the I.L.O. in abolishing forced
labour, eliminating discrimination, improving employment services, facilitating
the training and transfer of labour, negotiating improved conditions of employ­ment, expanding and strengthening social security, promoting programmes of
workers' education, securing freedom of association, improving labour-
management relations and generally contributing to " the fuller and broader
utilisation of the world's productive resources " in such a manner as to promote
conditions in which " all human beings, irrespective of race, creed or sex, have
the right to pursue both their material well-being and their spiritual develop­ment in conditions of freedom and dignity, of economic security and equal
opportunity ". The Governing Body is the first to recognise that good co­
ordination is essential for the attainment of these objectives. But the objectives
are an end in themselves; proposed measures of co-ordination are a means to
be judged by the extent to which they will effectively contribute to attaining
that end.
14. Subject to these considerations, the Governing Body will willingly co-operate, on the basis of the understandings recorded in paragraphs 7 and 8 above, by arranging for the Council to be furnished with appropriate information concerning prospective I.L.O. programmes.

15. In certain cases these programmes are planned well ahead, but not for periods of as long as five years. The agenda of the International Labour Conference is, for instance, normally finally settled 18 months in advance of the session of the Conference and two-and-a-half years before the Conference is called upon to take a decision on a proposed Convention or Recommendation; only the Governing Body or the Conference acting by a two-thirds majority can place an item on the agenda and a special voting procedure in the Governing Body ensures that the number of items is limited to the number thought appropriate by the Governing Body in the circumstances of the time and that the actual items selected are determined by the relative priority attached to different items by the Governing Body; under this procedure the agenda for any particular session consists of a small number of items (usually five) which are regarded as ripe for consideration at the time. In a similar manner the agenda for meetings of Industrial Committees are settled well in advance by the Governing Body on the basis of recommendations made by its Committee on Industrial Committees which advises it continuously in the matter and attempts to submit for approval an agenda agreed by negotiation among the parties concerned. Analogous arrangements apply to all I.L.O. meetings, the periodicity, agenda and duration of each meeting being in the discretion of the Governing Body.

16. To supplement these long-established arrangements three major appraisals of I.L.O. activities are at present being made, on I.L.O. initiative, within the framework of the I.L.O.; but none of the appraisals takes or can take the form of a five-year forecast of probable developments.

(1) The Director-General's Report to the 1958 Session of the Conference, copies of which will be available to the Council, is a broad survey of current trends in the work of the I.L.O. designed to enable the International Labour Conference to take stock of the developments of the last ten years and express its views on the subject.

(2) The Governing Body has referred to a special committee, for examination, a comprehensive and detailed review of the methods of work of the International Labour Conference.

(3) Another committee of the Governing Body is reviewing the I.L.O. programme of meetings as a whole.

From the standpoint of the effective operation of the I.L.O. these appraisals have an immediate practical significance which no attempt to forecast developments for five years ahead could hope to have. The United Nations will be kept informed of the action taken.

17. While there are problems within the province of the I.L.O. which in principle may lend themselves to long-range planning in the same manner as long-range plans have been developed by other organisations to deal, for instance, with infectious diseases, illiteracy, or the improvement of land cultivation, a large proportion of the major problems with which the I.L.O. has to deal are as dynamic in character and as difficult to forecast as the problems created by technological progress or those closely related to the fluctuations of the labour market, inflationary movements, industrial unrest, and other changing realities of the world social and economic situation. The manner in which these problems arise depends partly on the problems themselves and
partly on the changing policies of governments, employers and workers towards them as circumstances develop and change. Governments have not been able to map their course of action in respect of such problems except in the broadest possible manner. There is no prospect that an international organisation, for which these problems are complicated by a much greater number of unknown factors, including the fact that in many cases the policies of governments themselves are inevitably unpredictable over anything as long as a five-year period, could successfully commit itself to a long-term programme built on the shifting sands of rapid technological progress and on the unforeseen circumstances of political, economic and social development.

18. There are a number of lasting problems which make it virtually certain that some work in respect of each of them will be required of the Organisation in the course of any given period of five years, and in respect of some of these problems certain services of a continuing character are maintained; but allowance must be made for the fact that it may at times become appropriate, perhaps on rather short notice, to concentrate a substantial portion of the available resources in one or more particular fields. Thus, while an effort is continuously made to preserve a certain balance in the work of the I.L.O. within its over-all range of competence, the appropriate balance is necessarily a shifting one, designed to match the fluctuations of the social and economic scene.

19. A few examples may suffice to illustrate this point:

(a) Over the last five years problems of employment and wage policy have existed in an inflationary context in most countries. The emphasis to be placed on different aspects of these problems in the next five years will depend, to a very large degree, on whether or not inflationary trends remain in the ascendancy.

(b) Five years ago it was impossible to forecast the extent to which the world would remain free from serious problems of cyclical unemployment. If such problems had presented themselves, it would have been appropriate to devote more attention to work in this field.

(c) In 1953 the I.L.O. programme of work in the field of productivity was just getting under way. While it was hoped that interest in this subject would be widespread and sustained, it was not possible to predict the extent to which this would be so. In fact, work in this field—at that time almost a new departure—has increased substantially and continuously in response to a particularly favourable reception by governments and industry.

(d) Five years ago it was impossible to foresee the extent of the progress that would be made in the direction of integrating the economies of European countries and the role that the I.L.O. would be called upon to play in regard to problems of social security, manpower, labour costs, hours of work and other social questions associated with such progress.

(e) The rapid technological developments of the post-war period have abruptly emphasised the urgency of dealing with the social consequences of the industrial use of atomic energy and automation. The International Labour Conference considered these two problems for the first time in 1955 and 1956 respectively and indicated the areas of interest of the I.L.O. in these fields. Nevertheless, it would be quite unrealistic to blueprint a long-range programme regarding these questions having regard to the fact that it is not known how rapidly automation and the industrial use of nuclear energy will spread either in highly developed or in underdeveloped countries, what problems of adjustment these
developments will bring in their train, whether there will be a serious problem of technological unemployment, how wages and hours of work will be affected or what problems of international economic relations may arise.

20. There are, moreover, fields in which the I.L.O. cannot draw up a long-range programme on its own initiative beyond indicating the nature of the facilities which it will attempt to provide, since external factors are determinative. This is the case with technical assistance, the volume and scope of which are dictated by requests of the governments beyond the control of the I.L.O. and the extent to which the resources available make it possible to meet such requests.

21. Furthermore, effective collaboration with the United Nations and other specialised agencies, and in particular the capacity of the I.L.O. to meet the requests for co-operation frequently addressed to it by the General Assembly and the Economic and Social Council, not infrequently as a matter of urgency, without invoking the clause of the agreement between the United Nations and the I.L.O. relating to the financing of special services, depends on the programme of the I.L.O. being kept sufficiently flexible to enable it to take into account reasonable but unexpected demands which may be made on its resources by the development by other organisations of programmes requiring joint or parallel action.

INFORMATION WHICH THE I.L.O. WILL SUPPLY

22. The information which the I.L.O. can and will supply in this manner and subject to these limitations will outline the future trends of its programme on the basis of the agenda which is planned for the succeeding two International Labour Conferences and other meetings concerning which decisions have been taken, together with certain other activities which can be expected to be of a continuing nature. These include action concerning: manpower and training programmes; labour-management relations; the development of workers' education; problems concerning technological development and adjustment to industrialisation in the underdeveloped countries; action to safeguard freedom of association, eliminate forced labour and discrimination in respect of employment, and promote other human rights; and research and publications programmes. The information furnished will indicate which of the I.L.O. activities mentioned in it are the result of requests by the United Nations or other organisations and which are undertaken jointly by the I.L.O. with the United Nations or other organisations.

SUGGESTIONS CONCERNING METHOD OF EXAMINATION OF THIS INFORMATION

23. Because of the problems, discussed in the preceding paragraphs, which are peculiar to the I.L.O. and are inherent in its tripartite structure and in the manner in which its programme of activities is built up by a process of continuous adjustment to new developments, the Governing Body does not consider that the information which it will supply could appropriately or conveniently form part of a consolidated report such as is contemplated in resolution 665 C, but that it could nevertheless be presented to the Council simultaneously with, although separately from, any such consolidated report. The Governing Body would, moreover, be glad to co-operate in an appropriate procedure for a joint comparative review of the appraisals to be made by the executive heads of the participating organisations.
24. In drawing the attention of the Council to these considerations, which are based on almost 40 years of continuous experience of the methods most conducive to the success of the work of the International Labour Organisation but represent the outcome of continuous review of the adaptations necessary to enable the International Labour Organisation to meet constantly developing and changing needs, the Governing Body would wish again to place formally on record its unwavering determination to pursue effectively the common objectives of the United Nations and the International Labour Organisation in loyal partnership with the Economic and Social Council.

25. The Governing Body would welcome an opportunity of direct contact between representatives of the Council and representatives of the Governing Body for the purpose of discussing the general principles of inter-organisational co-operation and co-ordination and the problems arising in respect thereof, including the problems raised by the resolutions adopted by the Council on 1 August 1957. It has appointed a delegation to be available for this purpose at a mutually convenient time and place.