Action of the ILO

Problems and prospects

Report of the Director-General
(First item on the agenda)
ISBN 92-2-101129-1

First published 1974

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PRINTED BY "LA TRIBUNE DE GENÈVE", GENEVA (SWITZERLAND)
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INTRODUCTION

The Report which I have the honour to submit to the International Labour Conference was prepared in exceptional circumstances.

Before his sudden death, Wilfred Jenks had already chosen "the impact of the ILO" as the theme of his Report to this session of the Conference. A large volume of material had been collected in the form of preliminary studies intended to bring up to date the assessment made in 1969 on the occasion of the 50th anniversary of the ILO.

The situation after 9 October 1973 prevented the Office from carrying out this ambitious plan and a more limited one was therefore prepared.

The present Report contains a brief inventory of some of the major problems in the spheres of labour and social policy in which ILO action is more necessary than ever and in which its responsibility is involved. This inventory was not drawn up until after the election of the Director-General, that is to say at the beginning of March. In view of the time required for translation and printing, I therefore had only a few weeks in which to finalise this Report.

While this was a difficult undertaking, it seemed to me a necessary one since, at this point in history, I felt it important that all the member States and their tripartite delegations, and the Ministers who do us the honour of taking part in our discussions, should have the opportunity of expressing their views on the major problems being tackled by the Organisation.

The Governing Body and its Programme, Financial and Administrative Committee recently examined some of these problems from the point of view of the planning of our activities and the preparation of future programmes and budgets. This examination was based on the Draft Long-Term Plan drawn up by the Office for the period 1976-81.

I sincerely hope that the general discussion at the Conference will provide valuable information on the problems which this Report attempts to summarise and that it will highlight the full implications of these problems.
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The implications appear to be serious. Despite the progress achieved by man throughout this century, not only in mastering technology but also as regards the social order, there are still, in 1974 as in 1919, "conditions of labour involving injustice, hardship and privation to large numbers of people".1

The idea that many are now better off as a result of our greater technological prowess—and as a result also of the untiring efforts of an institution such as ours—is poor consolation when one calls to mind the underemployed and underfed rural masses, the men and women in all parts of the world for whom work is still dangerous, arduous and monotonous, the young people who feel lost and frustrated in our "dead-end societies".

At the same time the solutions to these problems advocated by these societies and by our institutions—solutions which seemed complete and which, it was often thought, were delayed only by lack of resources or by individual and national selfishness—now suddenly appear fragile or inadequate.

This is because the increasing pace of history, the shrinking of our planet, and the fact that most societies have now reached adulthood, combine to change the nature of these problems and call for unprecedented efforts of imagination.

And yet, when it comes to making these efforts, the old highly industrialised societies seem to hesitate, as though bewildered by the questioning of traditional values and hesitant in the face of the threats which uncontrolled material progress now raises for individuals, the environment and mankind itself.

On the other hand, the dynamism of the young, under-endowed societies is held in check by a shortage of adequate means of production and by cumbersome, outdated structures. These societies are all the more frustrated by the poverty of their material situation since they are frequently clear-sighted and determined in their quest for justice, both in their own countries and at the international level.

Lastly, the human community does not appear to be immune to the moral diseases called racism, the denial of freedom and discrimination in all its forms.

This background picture—revealing the problems which it is the ILO's mission to solve—would be incomplete without mention of phenomena which affect all the member States, or very many of them, and which increase the complexity of the situation.

Inflation has reached alarming proportions in many parts of the world, greatly prejudicing the most underprivileged and giving rise to new social tensions.

1 Preamble to the Constitution of the ILO.
Introduction

The complex phenomenon represented by the upheaval in the international monetary system may, by making economic relations between nations more uncertain, have harmful consequences on social objectives and programmes.

International migration of labour has reached unprecedented proportions in some regions. The home countries wonder what the extent of migration will be and what it implies; the host countries seem to experience increasing difficulties in dealing with the problems it entails.

Multinational enterprises, and the growth of their operations, have become a controversial subject on the world scene.

Deterioration of the environment: public opinion in all the highly industrialised countries is alarmed at the "fall-out" resulting from growth, to the point where the advantages of this begetter of goods and riches are questioned.

In addition to all these well known factors, there is now the energy problem. No one can claim to have mastered all the facts involved and thus to have grasped all the implications but it seems that there will be serious repercussions on the production, employment, standards of living, trade and balance of payments of all oil-importing countries. The repercussions could be even more serious—if not disastrous—for those countries which, already economically deprived, have no oil reserves and few raw materials. For these latter countries the increase in the price of imported energy may cancel out foreign aid and jeopardise their progress to a dramatic extent.

While it is too early to judge the situation, it does not seem unduly rash to state that this "crisis" marks the end of a period in which growth could continue indefinitely without there being any need to be concerned with the rate at which non-renewable resources were being consumed. Today the spotlight is on oil: tomorrow it could be on other raw materials if for any reason the producer countries decided to slow down their output of such materials. All this might have serious effects on growth and social progress.

A world recession would first hit the most underprivileged countries and persons, though everyone would stand to lose eventually. A major effort in international co-operation has thus become essential—and this effort must be made with the aim of prevention rather than cure.

In the light of this general situation, the specific tasks of the Organisation will be all the more difficult since it will at no time be able to relax its efforts.

To take the example of employment, in the 1960s the ILO drew the attention of the world community to the dramatic scale of this problem and to the inadequacy of the economic theories and the approaches adopted in overcoming it. Today, as our World Employment Programme advances, both the countries concerned and we ourselves are realising that the solutions proposed themselves constantly create further problems that must be solved as
we forge ahead. Furthermore, these solutions call for sweeping reforms—in government action for instance—whose boldness or complexity may well give pause to even the best-intentioned.

I am thinking now, for example, of the reform of educational systems which has become so necessary throughout the world—from the point of view of education alone—and so inescapable when one considers the alarming effect of traditional systems on the levels of employment and the development capacity of countries.

Imagination and boldness will be equally indispensable if conditions of work—the traditional sphere of ILO action—are to be significantly improved throughout the world. Man at work is now questioning the methods, organisation and climate of production as we know them. This is happening everywhere and the ILO obviously has a fundamental role to play in finding realistic and acceptable solutions. This appears to me a highly urgent task.

Imagination and boldness will again be required if substantial progress is to be made in such delicate issues as the fair distribution of the fruits of development or the devising of industrial relations machinery adapted to the complex needs of our time.

Lastly, we must mobilise our energy and abilities to promote and secure respect for human rights in all the fields with which we are concerned. In so doing we shall bring to the world-wide effort to “civilise civilisation” the support of an Organisation that owes its foundation and survival to the alarm of men and women faced with the evils resulting from failure to respect the rights and dignity of the human being.

These themes—employment, incomes, working conditions, industrial relations and human rights—form the core of this Report. The five chapters which follow refer briefly to the problems confronting the Organisation in these spheres and to the prospects of action open to it.

I would add that Appendix I to the Report contains a summary of the activities of the ILO in 1973 and that, in accordance with article 12 of the Standing Orders of the Conference, Appendix II contains information on the action taken on the resolutions adopted at previous sessions of the Conference.

I hope that this Report, prepared in difficult circumstances, and the shortcomings of which I am the first to recognise, will enable the Conference to express its views on the complex problems I have referred to, views that are needed by the Organisation as a whole at this time when man at work is alternately beset by anxiety and buoyed by hope.
EMPLOYMENT AND TRAINING

There can be little doubt that the promotion of employment and the develop­ment of skills must remain among our top priorities for a long time to come.

The total labour force in the world at present consists of about 1,600 mil­lion persons, over two-thirds of them (1,100 million) in the developing world.

According to the most recent estimates, the world’s labour force is increas­ing by about 27 million each year (22 million in the developing countries). This annual increase is likely to grow to over 30 million in the next few years (25 million in the developing countries).

It is virtually impossible to estimate how many of these people are unem­ployed or underemployed, if only because of the difficulty of defining the con­cepts, let alone measuring the extent, of “unemployment” and “under­employment”. Information available for some developed countries indicates unemployment levels of from 3 to 4 per cent, which may rise to 5 or 6 per cent. If these percentage figures were applied to the whole world they would suggest that the number of totally unemployed persons may well reach over 75 million, and this could be a very conservative estimate. But the main problem, in the developing world at least, is underemployment, which, however it is defined, is most likely to be two or three times this figure.

It is almost certainly no exaggeration to state that some 300 million people in the world are deprived of adequate opportunities for gainful employment, and the numbers are growing steadily.

In view of the enormous dimensions of the problem, it is obvious why the lack of adequate opportunities for gainful employment in the developing countries has been recognised not only by the ILO but by the entire interna­tional community as being among the major problems to be tackled in the framework of the Second Development Decade. Under the World Employ­ment Programme we have begun to make some headway in the development of new approaches to the employment problem in the developing world, and
of new types of international action to tackle the problem. But we have only begun to scratch the surface. Moreover, the problems that have recently arisen regarding the supply and rising costs of energy and raw materials could have serious consequences for employment the world over, adding new dimensions to an already dramatic situation. A dynamic and truly world-wide World Employment Programme is thus more necessary than ever before.

There is a growing recognition that one element contributing to the employment problem concerns the inadequacies of present concepts, systems, methods, and approaches of education and training. The Conference will this year be beginning a major overhaul of our instruments for vocational guidance and training, and the process of rethinking that is now under way should lead us to adopt new emphases and new departures in all our activities in the field of human resources development, which have accounted for such a large proportion of ILO activities in recent years. The need for an intensified effort to provide the skills required for development will remain one of the ILO's major tasks in the years to come.

WORLD EMPLOYMENT PROGRAMME

The World Employment Programme, launched in 1969, the ILO's Fiftieth Anniversary Year, was the result of a growing realisation by the ILO that the approach of the First Development Decade in the 1960s was not bearing fruit in terms of higher levels of employment and improved living standards for the masses. It became increasingly clear that jobs would not be created in sufficient numbers as an automatic result of increased production and that concepts and theories evolved in the advanced countries helped neither to explain nor to tackle the massive underutilisation of labour that persisted, and even increased, through the 1950s and 1960s in the developing countries in spite of quite substantial economic growth in some cases.

The Employment Policy Convention (No. 122) and Recommendation (No. 122) adopted by the Conference in 1964 recognised that fuller employment had to be pursued "as a major goal" of national policies, not as something that would, in the context of developing countries, come about more or less automatically with an increase in Gross National Product, and that the full range of policies for development—policies for industrial development, rural development, the choice of technology, education and investment—needed to be geared to the creation of employment as much as to growth.

These instruments and the philosophy underlying them became the charter of the World Employment Programme. Our approach, hopes and ambitions in launching this Programme were perhaps best stated by David Morse in his reply to the debate on his Report, in which he had set out his plans for the World Employment Programme, at the 1969 Session of the Conference:
The World Employment Programme... should in the long run have a significance and an impact on employment and production in the developing countries comparable to the revolution which took place in the 1930s in policies and thinking on unemployment in the industrialised countries.

It was found that, in the conditions prevailing at that time in the industrialised countries, measures for increasing effective demand and production were the best method of tackling unemployment. Sometimes we appear to have become prisoners of this major discovery; we still seem to think that, in order to provide adequate employment in the less developed countries, it will suffice to increase their national product. But it will not. It is now clear that the goal of employment creation in these countries must be an integral element of development policies, in addition to objectives concerning production; and that a major focus of national and international development policies must be the closing of what I would call the "employment gap" as well as the savings gap and the foreign exchange gap.¹

How far have we succeeded in realising these ambitions in the five years since the Programme was launched? And where do we go from here?

We can claim to have made already a considerable impact on international and national development thinking and policies. In the first place, we have secured the commitment of the international community to the objectives of the World Employment Programme—a commitment that is essential for the comprehensive employment-oriented approach to development. The International Development Strategy for the Second Development Decade has identified, as a major objective to be attained during the Decade, a significant reduction of unemployment and underemployment. Within the framework of the Second Development Decade, we have been able to enlist the willing and enthusiastic support and participation of other agencies—including the World Bank, the Food and Agriculture Organisation of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the United Nations Development Programme (UNDP) and the United Nations itself—in action to carry out the programme. The Administrative Committee on Co-ordination last year drew up a special report outlining a fully integrated inter-agency approach to the employment problem, going well beyond any attempts at inter-agency co-operation so far undertaken by the United Nations system.² On the basis of this report, the Economic and Social Council (ECOSOC), in a resolution on the problem of mass poverty and unemployment in developing countries adopted at its July/August 1973 Session, expressed satisfaction with the ILO's initiative in launching the World Employment Programme; recommended to the developing countries that they intensify their efforts to implement employment and income distribution objectives in their development plans and policies; recommended that the developed coun-

tries intensify their efforts in the fields of trade, aid and transfer of technology to contribute to solving the problems of unemployment and mass poverty in developing countries; urged the ILO to continue its work in the field of employment and "to pursue its catalytic action for the entire UN family in this field"; urged other agencies to continue their co-operation with the World Employment Programme; and urged the UNDP and the international financial institutions to give consideration to employment objectives in their pre-investment and investment activities.¹

Secondly, and with the co-operation of other organisations, the ILO has developed new means of action which have already begun to make a significant contribution to the evolution of new concepts and approaches to the employment problem in developing countries. The reports of the comprehensive employment strategy missions to Colombia, Iran, Kenya, and Sri Lanka have attracted particular attention in this respect. An inter-agency evaluation of these missions which was undertaken last year stressed that they had opened up new avenues for research and policy which are of interest far beyond the countries visited by the missions.² Likewise, regional employment teams have begun to collect and analyse valuable data on the employment situation in countries of the various regions, and a large-scale research and action programme, launched with financial assistance from bilateral and multilateral sources, is already making headway in casting light on the relationship between employment and other areas of development policy.

The crucial question, of course, is whether the new conceptual approach pioneered by the ILO, and the new types of action it has launched through a comprehensive programme involving the whole international community, have yet had, or are likely to have, sufficient impact on government policies and on the actual employment situation in the developing world. There is plenty of evidence that, particularly in countries that have been visited by comprehensive employment missions or that have received ILO advice and assistance in other forms, the recommendations and policy advice of the ILO have been taken seriously and are now in many cases reflected in national development policies. For instance, the Sessional Paper on employment published by the Government of Kenya in November 1973 reflected to a very large extent the policies and approaches recommended by the comprehensive employment mission to that country. A mid-term review of progress in the Second Development Decade will, moreover, be undertaken by the entire United Nations system next year, and the ILO will attempt, in its contribution to this exercise, to determine as precisely as possible the progress accomplished

² The report of this evaluation meeting is contained in Employment policy in the Second Development Decade, op. cit.
Employment and training

at the national level in efforts to achieve the employment objectives of the Decade.

Without prejudice to the outcome of this evaluation exercise, and to the shifts of emphasis that may well be necessary as we gain experience, the World Employment Programme may be expected to develop along the following lines.

The first requirement will be to continue to assist in the adoption and implementation of a comprehensive approach to employment promotion and to undertake, as requested by ECOSOC, the "catalytic" action among the whole United Nations family necessary to ensure such a fully comprehensive approach. In this respect we have already made much progress—particularly through the comprehensive employment strategy missions which have already done much pioneering work in demonstrating the need for the full range of economic and social policies to be given a new orientation in order to generate more employment. Nevertheless, although many development plans now incorporate fuller employment as a basic plan objective, they often fail to indicate how the objective is to be achieved. The balance of emphasis of ILO action may therefore need to shift progressively from advice on concepts and broad strategies to practical help in designing and implementing specific measures of development policy geared to employment promotion. As recommended by the inter-agency evaluation meeting referred to earlier, country employment teams are likely to become an important new instrument of the World Employment Programme. Such teams would consist of a hard-core group of four to six people who would spend two years or more in a country; their work would be supplemented by the provision of shorter-term expertise in specific subjects. In this way, we should be able to combine the advantages of long-term assistance to countries with a flexible use of short-term high-level expertise. High-level seminars, sometimes at the regional, but perhaps more profitably at the national, level could also be a useful method of action; such seminars would review implementation of employment mission reports, analyse current development plans from the employment perspectives, and discuss employment development models that have been developed from research and operational work.

There can be no doubt that, within this comprehensive framework, special attention will need to be given to rural employment promotion. With most of the population in the developing world living in rural areas, the vast majority of them in conditions of extreme poverty, and with the inevitability of marked numerical increases in their numbers over the next decade, one major objective of the Organisation, to be carried out in full co-operation with FAO and the World Bank, will have to be to provide policy advice that will assist governments in improving the lot of the rural masses by a fuller and more productive
utilisation of labour and by ensuring a minimum family income. This work will require an integrated approach to rural development that includes improved methods in agriculture, rural industries and handicrafts; rural works programmes; reforms of the agrarian structure; and the establishment of closer links between the rural and the urban sectors.

While it is reasonably clear what changes need to be brought about in order to improve employment and living standards in rural areas, the means of achieving this goal require much further consideration. The problems of employment in rural areas are inseparably linked with problems of rural poverty, technological backwardness and the entire process of modernisation of the rural sector. The means of tackling these problems will vary greatly according to the economic, social and institutional framework of different regions. A comprehensive, inter-agency effort designed to obtain clearer insights into the processes of growth and modernisation in different regions and types of regions and to formulate programmes and policies for transforming and modernising rural areas with a view to the creation of opportunities for fuller employment in such areas is necessary. An opportunity for defining more clearly the ILO’s role and approach in a concerted inter-agency effort will arise in connection with an in-depth review that is to be undertaken in the present biennium of our rural development activities.

While in the long run such efforts may stem the flow of rural-urban migrants, the ILO will for the present have to respond far more rapidly and effectively to requests for assistance in tackling the problems that have come about in urban areas as a result of the neglect of the rural sector—namely the imbalances between the urban labour force and employment possibilities. A large-scale research programme on urban employment problems, at present under way, is designed to enable the ILO to mount a programme of practical assistance to governments on measures to tackle the problem. Within both the rural and urban sectors, further attention needs to be given to what the Kenya mission described as the “informal” sector—i.e. the small-scale entrepreneurial activities that have grown up spontaneously among the low-income section of the population, with little or no official recognition or protection. Far from being marginally productive, as is generally believed, this “informal” sector has shown itself to be economically efficient and profit-making, though small in scale and limited by capital and the lack of links to the “formal” sector. There are probably immense opportunities for accelerating the growth of productive and gainful employment opportunities in this sector, which need to be more fully explored.

1 See the first general study to emerge from this programme: Paul Bairoch: Urban unemployment in developing countries (Geneva, ILO, 1973).
Other areas where a major research effort by the ILO in recent years should put us in a position to provide more information, advice and assistance in the years to come are the relationships between population growth and employment and between technology and employment. In the case of population growth and employment, more light needs to be shed on such topics as the factors affecting fertility reduction, the effects of change in population growth on output and employment levels, income distribution and, through income distribution, on employment. As the ILO's knowledge base is expanded, it should be able to begin to assist countries in formulating population policies more consistent with long-term employment goals. Similarly, an action-oriented research programme on "appropriate" technology, which has been under way since 1972, will be pursued, with continued emphasis on country case studies in specific sectors aimed at drawing up concrete and viable policy suggestions regarding the choice of technology. Gradually the emphasis should now shift towards dissemination of the results of the research that are beginning to accumulate and their application through pilot technical co-operation projects both at the national and regional levels.

Most of the questions mentioned above have been under intensive examination by the ILO for some time, and our general aim should be to translate the results of our research and other action into dynamic programmes of practical advice and assistance to developing countries.

At the same time, it will be essential for the World Employment Programme to come to grips with the employment consequences of the new energy situation. While it is too early to have a clear picture of what these consequences are going to be, they are, as I have stated in the Introduction to this Report, likely to be serious for all oil-importing countries. The international trade union movement has expressed its deep concern at the likely impact of the energy situation on employment and living standards.

In the more industrialised countries it will certainly add new dimensions to the serious inflationary and balance-of-payments problems which many of these countries are now experiencing and which have already led them to take measures resulting in some cases in a substantial increase in unemployment. It will lead them to reduce their consumption of oil or to exploit new reserves of oil, to develop new sources of energy (e.g. nuclear energy) or give a new lease of life to what were considered to be declining sources of energy (such as coal). At the very least, there will be in these countries a difficult period of adjustment to new patterns and techniques of production and, consequently, considerable shifts in the structure of employment. A good deal of emphasis may need to be placed on measures of adjustment to assist workers to move to new jobs. There is, likewise, a danger that migrant workers will be among
the principal victims of contracting employment opportunities in the advanced
countries, and that the return home of these workers will add to the serious
employment problems in their own countries.

In the oil-importing developing countries the consequences are likely to be
much more dramatic. The increase in the price of imported oil and other petro-
leum products will more than cancel out the foreign aid that they are likely
to receive. They will also, of course, have to pay more for the equipment and
other goods imported from the industrialised countries, whose prices will
have risen as a result of increases in oil prices. Unless, therefore, drastic meas-
ures are taken to relieve the difficult situation in which they are likely to find
themselves, these countries will not have the cash or the borrowing power to
buy the oil they require at higher prices. They will therefore be faced with the
critical choice of reducing oil imports and suffering losses in production and
jobs, or cutting back sharply on imports of other badly needed products, such
as food, equipment and fertilisers. The shortage of oil is likely to cut deeply
into the production of fertilisers, for which petroleum is a major raw material;
it could thus seriously jeopardise improvements in agricultural production
(including the Green Revolution), incomes and employment, and aggravate the
already critical problem of keeping food supplies ahead of population growth.

These countries could also suffer greatly from any reduction in the ability
of the advanced countries to buy from or lend to the less developed world.

On the other hand, and in the longer run, increases in oil prices, in spite of
the tremendous difficulties which they raise, might have some positive effects
in terms of a more balanced economic and social development. Until now,
relatively cheap imported oil has provided little incentive to develop local
sources of energy, and has tended to encourage the use of machines rather than
labour. An increased employment of manpower in agriculture and some
industries could often significantly reduce energy requirements, so that there
are perhaps now more incentives than before to develop modern labour-
intensive technologies.

What all this implies for ILO action requires further consideration in the
light of how the energy situation evolves and particularly of the forthcoming
special session of the United Nations General Assembly which is to discuss the
question. The ILO will clearly need to assess carefully the world-wide employ-
ment implications of the evolving energy situation—and especially its implica-
tions for particular countries, sectors, industries and occupations. Meetings of
Industrial Committees for the industries principally affected should perhaps
be organised quite urgently. The programme on technology and employment
under the World Employment Programme may need to be stepped up in order
that the ILO may be in a position to explore ways of raising employment levels
in developing countries through the substitution of other inputs to replace oil.
Employment and training

Looking further ahead, it may be wondered whether the present situation does not call for a new international division of labour. Even before the present energy crisis a number of issues had arisen which suggested that the way in which production, and the employment and incomes to which it gives rise, are divided between poor and rich countries needed drastic revision. The difficulties faced by developing countries in obtaining reasonable and stable prices for their raw materials and in securing an outlet for their industrial production in the markets of the advanced countries have been a major obstacle to improved employment and living standards. The presence of large numbers of migrant workers in many advanced countries has become a major issue, while less developed countries have been concerned at the emigration of their skilled or high-level manpower. At the same time, there has been a growing concern in the industrialised countries with the "limits to growth", both on environmental grounds and as a result of changing values, and the organisation of agricultural production in these countries has presented difficult problems. Many of these problems are due to an unbalanced division of labour, which has led to over-industrialisation, pollution and a questioning of the whole concept of growth in the advanced countries, and a colossal and—until now—growing gap in terms of employment and living standards between them and the developing countries. A new international division of labour, with a better dispersion of industry, agriculture and services, based on appropriate types of technology, could lead to higher levels of employment and better distribution of income throughout the world.

It is significant that the ILO's Second European Regional Conference last January concluded that, among the questions requiring greater co-operation among European countries, was the "development of a new concept of the international division of labour—the need for which has been highlighted by the energy crisis—aiming at: (i) a more equitable distribution of employment opportunities between Europe and the developing countries; and (ii) within Europe, the transfer of industry and employment opportunities to countries where the lack of work at present forces workers to emigrate". It is also significant that the same Conference, when requesting the ILO to examine the economic and social problems facing Europe in so far as they affected employment, asked it to pay "attention to the broader issue of the international division of labour".¹

Be this as it may, it is also clear—and the conclusions of the Second European Regional Conference fully bear this out—that the ILO can no longer be concerned only with the employment situation in the developing world,

¹ ILO: Provisional Record, No. 10, Second European Regional Conference, Geneva, 1974, paras. 48 (c) and 49 (a).
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although this obviously must remain its principal concern. The recent European Regional Conference called for closer co-operation among European countries in matters related to employment, and for ILO action to promote such co-operation. The Conference called in particular for the “development of a new comprehensive employment policy necessitated by structural and technological changes, mounting inflationary pressures and the energy crisis”.¹ This and other questions of interest and importance to our more industrialised member States should no doubt find an increasingly important place in the ILO’s activities.

HUMAN RESOURCES DEVELOPMENT

It may seem axiomatic to state that our activities for the education and training of managers and workers should be closely meshed with, and indeed form part of, our activities for the promotion of employment. Yet in all parts of the world, even in some of the more advanced countries, there is a critical mismatch between the education and training provided or the expectations created by education and training, and the employment opportunities available. At the same time there is, in the developing countries, still a no less critical shortage of skills, in spite of the immense investment, both by countries and by the international community, in education and training.

Thus, a major effort is required, to which the ILO must make a maximum contribution, to make a more rational use of scarce resources and facilities available for education and training so as to ensure that they effectively contribute to the provision of skills, knowledge and aptitudes necessary for the expansion of employment. The large volume of requests for assistance in the development of human resources that continue to be received from the developing countries and the discussions in the European Regional Conference and the Governing Body demonstrate the significance which member States attach to ILO action in this area. It is of the utmost importance that the ILO should persist in its efforts to contribute to organising training programmes designed to increase productivity and reduce waste as well as finding new approaches to ensure that the expansion of skills at all levels is in line with national needs, employment openings and future technological progress.

We have now reached the stage at which the emphasis of our action in this field should gradually shift from direct assistance to developing countries which has characterised our action over the past twenty years to the development of new methods, concepts and approaches for training programmes. Direct assistance in the development of skills will undoubtedly be required—particularly for the least developed countries and for the training of high-level

¹ ILO: Provisional Record, No. 10, Second European Regional Conference, op. cit., para. 48 (b).
Employment and training

manpower—and the Turin Centre will clearly have a considerable role to play in this respect. But the ILO now needs to devote a good deal more resources and more efforts to research and experimentation on new methods and concepts. Only in this way can we place ourselves in a position to provide useful advice to our member States, at all levels of development, on the organisation and content of their training programmes and policies.

The discussion by the Conference this year and next year of the broad question of vocational guidance and vocational training should enable the ILO to have at its disposal an instrument or instruments providing a solid basis of policy for its action in this respect.

The ILO is also at present carrying out a major research programme on education and employment; as has been repeatedly stressed in the reports of the comprehensive employment strategy missions and, in particular, the Sri Lanka mission, one of the most fundamental imbalances which contribute to the serious employment situation in developing countries is the imbalance between the knowledge, skills and aspirations created by educational and training systems and the opportunities available. The research now under way should make it possible for the ILO, in co-operation with UNESCO, to provide assistance in the reformulation and restructuring of educational and training systems and policies to take better account of manpower needs and the availability of employment.

Parallel to this effort, the ILO needs also to promote and assist in the establishment, in as many member States as possible, of well formulated and explicit plans for human resources development that are integrated into national development plans. The ILO might, for instance, usefully act as a clearing-house for providing information and case studies to assist planning authorities in evaluating the results of other experiences, but would also conduct short exploratory and survey missions to test out ways for developing technical cooperation projects in this field.

Similarly, we need to contribute to the effort that is being undertaken throughout the world, in developing and advanced countries, to devise new approaches, policies and methods of vocational training, to ensure a more rational use of scarce training resources. Among the questions requiring intensive consideration are: the development of step-by-step, or "modular" systems of training for occupations traditionally requiring long initial periods of training; systems of recurrent education and training to enable workers to adapt to new skill requirements, including the role that can be played by in-plant and in-service training and by paid educational leave in the process; the promotion of better, fuller and more rational use of training facilities, including a judicious combination of in-service training and institutional training; and methods of improving the effectiveness of non-formal training and the estab-
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lishment of closer links between it and formal training programmes. Perhaps most important of all, the ILO should assist in the development of indicators of the effectiveness of training programmes, including the programmes in which it directly participates itself, in terms of their benefit to society and to the individual. Only if there are clear criteria for measuring the contribution that different forms and types of training make to overcoming skill shortages, and to ensuring that the access they provide to employment opportunities and to occupational and social mobility is commensurate with a trainee's aspirations, can there be any rational basis for planning training.

A necessary complement to these efforts should also be to provide guidelines and assistance in the development of vocational information and counselling services, a field that has been rather neglected by the ILO for many years. Acting in the closest co-operation with UNESCO, we need to look into the possibilities of developing educational and vocational orientation systems, the training of staff to serve both the needs of young people and other age groups seeking information and guidance on career and employment opportunities and the organisation of such systems.

In all these activities it would seem clear, and the Governing Body's discussion of the long-term plan confirmed this, that there are three particularly disadvantaged groups of the world's population who should receive priority attention from the ILO.

The first, and by far the most numerous, category consists of the rural populations. In this respect, we need to rethink existing approaches. Not only has formal schooling for vocational education in rural areas proved too costly and ineffective but universal primary education in rural areas remains, at best, a distant goal. On the other hand, the various forms of non-formal education that exist for rural areas have a potentially vital role to play in filling the gaps in the formal education system and in promoting rural development. But if non-formal education is to play this vital role, it must be fully integrated into well conceived plans. Unfortunately, at the present time, rural non-formal education consists almost by definition of a multitude of scattered uncoordinated schemes. This whole question has been the subject of a very extensive and important study undertaken by the International Council for Educational Development at the request of the World Bank to develop new approaches to non-formal education in relation to rural employment and productivity. Any future action taken by the ILO in this respect will clearly have to be guided by the main policy conclusions drawn by the United Nations system from this study.

The second group consists of the vast and growing numbers of young people in developing countries who are seeking work and who constitute one-third of the labour force of those countries. The ILO needs to give a great deal of
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assistance to aiding developing countries in setting up special schemes for the employment and training of youth on the lines laid down in the Special Youth Schemes Recommendation, 1970 (No. 136).

The third group consists of the disabled. This is a field where, in the past, the ILO's action has had a very considerable impact, in spite of the very limited amount of resources devoted to it. In no way can our work be described as completed. Not only do millions of people in the world still suffer from the "traditional" physical handicaps which prevent them from earning a decent living, but there is a growing concern today with the problems of the mentally ill and with the rehabilitation of alcoholics and drug addicts. In addition to promoting an expansion of training opportunities for these handicapped people, we must look for ways and means of overcoming the obstacles, and the resistance, to their placement and employment in remunerative jobs.

New orientations need also to be given to the ILO's management development activities. Among the main conclusions emerging from an in-depth review which has recently been undertaken of this programme were that the ILO should give greater attention to the social aspects of management—especially to good personnel management and participative management, to the development of the management of small business and co-operatives (without neglecting the management of large undertakings), to management in rural enterprises and organisations, and to management training in the public sector. By paying greater attention to management development in these sectors, the ILO's management development programme could indeed make a major contribution to improving the efficiency of sectors which have a large employment-creating potential. In this way management development activities can usefully and powerfully support the World Employment Programme.

The problems mentioned in this chapter probably constitute one of the biggest challenges which will face the ILO in the years ahead. We will need to keep our progress in this field under constant review, modifying our approaches and refining our methods in the light of experience. Above all we must ensure that our resources—those of the ILO and of the Turin Centre—are well and effectively used to ensure that the momentum we have built up will be carried forward and translated into dynamic programmes of direct use to all our member States.
A just distribution of incomes, adequate protection for those in greatest need, and a measure of security for those whose earning power is permanently or temporarily interrupted: these are surely the basic requirements of social justice. Our Organisation, whose mission is the promotion of social justice throughout the world, can hardly remain indifferent to the very wide gap between these requirements and the fate of a large sector of mankind.

Despite the undeniable gains obtained in many parts of the world in terms of higher standards of living and of improved social security coverage for large numbers of people, disparities both among and within countries continue and, indeed, are growing. Appallingly low incomes are the lot of millions. Social protection in any form, let alone social security, is a virtually unknown concept for all too many who are deprived of even the barest necessities of life. Indeed, impressive achievements in economic development notwithstanding, inequalities have been further accentuated and aggravated. There is some evidence that, on average, income inequality has tended to increase with the level of economic development up to a certain point, to reach a peak in countries with per head incomes of between $200 and $500, and then to fall to an extent that has made income distribution significantly less unequal in developed countries than in the developing ones.\(^1\) If growth is to serve its fundamental purpose of bringing about a better life for all, it would have to be accompanied by vigorous policies to increase the incomes of the poor, particularly the approximately 40 per cent of the population in the developing countries who, in the words of the President of the World Bank, “are neither contributing significantly to economic growth nor sharing equitably in economic progress”.\(^2\)

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The facts and problems are too well known to need much elaboration: glaring income disparities in developing countries, in a number of cases exceeding the ratio of 25 to 1 between the top 20 per cent and the poorest 20 per cent; close to 800 million individuals surviving on an estimated starvation income averaging 30 US cents a day; the limited scope and coverage of social security; and concentration of public services, social welfare and investment funds on a small percentage of the population engaged in the modern sector. Aggravating all these disparities is the worldwide phenomenon of inflation, recently compounded by sharp rises in the prices of oil and its derivatives, with their stunting effect on the incomes of those least able to protect themselves from their consequences.

Given the scale and gravity of the distortions in income distribution and the lack of even a modicum of social security for a large proportion of mankind, the ILO needs, in my view, to devote a good deal more attention to these issues.

INCOME DISTRIBUTION

Both my immediate predecessors have raised the issue of income distribution in their Reports to the Conference. Discussion of these Reports has revealed that, while there are bound to be conflicting views and interests on the subject, there is a broad measure of agreement on the need to reduce gross inequalities in income distribution.

This broad consensus is reflected in the International Development Strategy which stresses that “it is essential to bring about a more equitable distribution of income and wealth for promoting both social justice and efficiency of production”; and in the resolution adopted by the Economic and Social Council last year on the problem of mass poverty and unemployment, which recommended that developing countries “further intensify their efforts to implement the employment and income distribution objectives in their development planning and policies”.

While the problem is particularly acute in developing countries, where, as noted above, development tends to widen rather than to reduce inequalities up to a certain point, the distribution of income and wealth, the degree of inequality that can and should be tolerated, and the measures that can and should be taken to reduce inequality, are also acutely controversial questions in the industrialised countries.

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The role to be played by the ILO in tackling these complex issues can perhaps be considered under three headings: the relationship between employment and income distribution; the gathering of data; and the promotion of policies for raising the living standards of the poorest sections of the population.

It is self-evident that the promotion of gainful employment is in itself a powerful contribution to the elimination of extreme poverty: policies designed to enable more and more people to have opportunities to earn an adequate income from work are no doubt the most effective means of attacking most fundamental causes of extreme poverty, in the developing world at least. Thus, the World Employment Programme remains one of the ILO's major instruments for tackling the problem of poverty. As was very clearly demonstrated by the report of the comprehensive employment strategy mission to Kenya, our activities under the World Employment Programme need to focus quite as much on the working poor as on those who have no jobs at all. But activities under the World Employment Programme, and particularly the findings of several of the comprehensive employment strategy missions, have suggested the existence of an intricate inter-relationship between the two which invalidates many conventionally held ideas on this subject. It has been observed that besides its influence on savings and investments, one of the principal ways in which income distribution affects employment is through its impact on consumption patterns. There is some evidence that higher income groups tend to consume a greater proportion of imported goods and more capital-intensive goods than the lower income groups. If this evidence is confirmed, the message is clear and its policy implications would be far-reaching: the distribution of income not only reflects the existence of the employment problem, it also causes it to exist.

Much more light, however, needs to be shed on the various relationships between different types of income distribution and the level and structure of employment before national planning authorities can dispose of sounder empirical evidence and analytical tools with which to influence political decision making. World Employment Programme research efforts in this area need therefore to continue; they should be centred on the effect of government activities on employment and income distribution, since it is through government policies for incomes, investment and taxation that more direct action aimed at achieving both fuller employment and more equitable income distribution is possible. Among the issues which need to be examined further are: the impact of the government's activities on the distribution of primary incomes (incomes before taxes and transfers), for example in its role as an employer, its influence on wages and salaries in the private sector and its influence on the incomes of the self-employed; the role of government in classical redistribution through taxes, about which there is scant information.
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available from developing countries; and the impact of different kinds of government expenditure on different sectors of the population and the employment effects of this expenditure. Intensive study of these issues should place the ILO in a position to provide practical assistance and policy advice on measures to promote both fuller employment and a more equitable distribution of income.

An indispensable tool for the development of effective policies for better income distribution is the collection and analysis of essential data on household incomes and expenditures and on actual wages. One of the basic problems in this area is the absence in many countries of adequate information for the purposes of policy formulation. On the strength of its lengthy experience in this field, the ILO will pursue and intensify the carrying out of household income and expenditure surveys as part of a United Nations data-gathering effort in connection with social indicators. Emphasis would be placed on assisting countries in the planning, organising and conducting of such surveys, which raise extremely difficult problems of concept, method and interpretation of data. Work on an integrated system of wage statistics would be further pursued to refine methods of obtaining meaningful data on wage differentials, wage structures and progress towards the application of the principle of "equal pay for work of equal value".

The availability of better data should, of course, make it possible to identify those sections of the population who stand in greatest need, and whose living standards need to be raised to an acceptable minimum in the context of policies for a better distribution of income. In the Director-General's Report to the 1970 Session of the Conference, it was suggested that the definition by each country of a "poverty line" should make it possible to diagnose the causes of poverty, to select the appropriate policy measures to overcome extreme poverty, to identify the groups of the population to whom such policy measures should be directed and to measure progress in attempts to combat poverty. It concluded that the ILO should promote and assist in the fixing of poverty lines appropriate to different countries. If the ILO can assist in the development in this way of a greater world-wide awareness of the nature, extent and causes of poverty, and of a rational approach to it, it will have rendered a unique service in the discharge of its mandate.

This would, of course, be no substitute for a clear understanding of the types of policies to be pursued to bring about a more equitable distribution of income. Many of these types of policies which directly or indirectly affect income distribution lie largely outside the field of the ILO's competence—including, for instance, fiscal policies and policies for education and agrarian reform. It is, consequently, important that the ILO's action should be

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1 Poverty and minimum living standards, op. cit., pp. 7-10.
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conceived as an integral part of a programme of action by the whole United Nations system in this field.

Apart from employment policy, discussed above, the ILO’s direct contribution to the promotion of appropriate policies in this matter appears to lie in the fields of labour relations, measures relating to the incomes and conditions of rural workers, the development of co-operative institutions, wage policy and social security policy.

The ILO’s future role in regard to labour relations and the strengthening of employers’ and workers’ organisations is discussed in a separate chapter of this Report. It goes without saying that systems and practices of industrial relations must have an important influence on the growth and the distribution of incomes. The ILO has long played an active role, and should continue to play an active role, in promoting free collective bargaining and the participation of employers and workers in economic and social policy making. This has been, and must remain, its most powerful contribution to the elimination of injustices and to the improvement of standards of living.

However, it has to be recognised that there are limitations on the extent to which these mechanisms can rectify injustices in income distribution. In the developing countries the fact that the poorest masses, and especially rural workers, are not effectively organised to bargain collectively, to press for reforms or to participate in the formulation and implementation of measures to improve their lot leads to an aggravation of the relative situation of the very poor, who are unable to benefit from the rewards of development and have no opportunity to influence policies in their favour. It is for this reason that I suggest in Chapter 5 below that the question of organisations of rural workers and their role in economic and social development, an item on the agenda of the Conference this year, must become one of the principal thrusts of our action in the years to come.

Even in industrialised countries which rely on collective bargaining for the determination of wages and working conditions the question of the distribution of income and wealth remains an extremely controversial issue. Demands for greater equality are growing; but at the same time those whose relative incomes fall as a result of greater equality have tended to use their bargaining strength to maintain or increase the differentials which they have long enjoyed. To some extent, the struggle over shares in the national income of profits, wages, salaries and other incomes has added to the increasingly serious inflationary problems faced by these countries; and the people who mainly suffer from this situation are those who lack the bargaining strength to protect themselves against inflation. Efforts to combat inflation, without raising unemployment to unacceptable levels constitute one of the most serious problems in the industrialised countries. A study by the ILO of the problems of employment, inflation,
income distribution and industrial relations in advanced countries with market economies is long overdue; a beginning is being made in the current biennium.

That the government has a large measure of responsibility for implementing policies to bring about an equitable distribution of income, and particularly for raising the living standards of the sections of the population who are least able to defend themselves, is now scarcely called into question. The ILO needs to be in position to promote and assist in the elaboration of such policies.

Our first priority must certainly go to improving the conditions of rural workers in developing countries. Some of the most important measures to be taken to improve the incomes and conditions of the rural poor are set out in the Tenants and Share-croppers Recommendation, 1968 (No. 132), and we should place a good deal more emphasis on assisting governments in adapting their legislation and practice to the provisions of this instrument. A major thrust of our action should no doubt be to assist in developing and strengthening government services in rural areas—beginning perhaps with a few pilot projects in different regions—including, especially, services to promote agricultural and artisan development projects and to improve marketing and transport facilities, as well as a broader range of social welfare services.

Another thrust of our action should be to improve tenancy legislation in order to promote greater social justice as well as improved production. We need, for instance, to define more clearly what is a “fair rent”, and to promote systems of land leasing and rent fixing that can both improve the conditions of tenants and sharecroppers and improve agricultural efficiency. The definition of a fair rent and the assessment of its economic and social implications are, however, difficult questions requiring much more extensive study, to which the ILO should make a major contribution.

In the same line of thought, a high priority in our action must be given to the pursuit and strengthening of the ILO’s activities in the co-operative field. Co-operatives, whose action touches the various levels of production, processing, marketing, consumption, thrift and credit, provide additional sources of income in their capacity to create employment opportunities through joint effort. One of their fundamental objectives is to ensure a more equitable distribution of income derived from economic activities. Moreover, the educational and training activities which are an inherent part of every co-operative enterprise contribute indirectly to the improvement of income.

With regard to wage policies, our objectives should be twofold: on the one hand, foster the widest possible acceptance of the idea that wage policies need to form an integral part of a more general incomes and prices policy aiming at more equal income distribution; and, on the other hand, promote the application of the Minimum Wage Fixing Convention (No. 131) and Recommendation (No. 135) adopted in 1970. This is an area fraught with many difficulties of a
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theoretical as well as a practical nature deriving from uncertainties and widely divergent views as to probable effects of wage policies, particularly policies concerning the actual setting and adjustment of minimum wage levels, on employment and income distribution. Although these difficulties apply both to industrially advanced and to developing countries, they are compounded in the latter by the problem of setting rates for industrial workers, who are usually a relatively well-off minority, so as to assure them adequate protection while at the same time taking account of the large numbers of non-wage-earners. Minimum wage fixing is an important instrument, which the ILO has done much to promote, for protecting the lowest paid wage earners. But it has to be borne in mind that minimum wage fixing in developing countries does not normally reach the poorest population groups, and its effects on over-all income distribution, as well as on employment promotion, need very careful study.

A further issue on which our research and practical action should perhaps focus, particularly with regard to developing countries, is the structure of wages and wage differentials. What little information is available has shown that most developing countries are facing a situation in which wage structures and differentials are derived from historical antecedents and anachronistic hierarchical values, in which pay scales have little objective basis and in which the composition of wages contains major anomalies and leads to further distortions. As a result, not only are inequities being perpetuated but employment problems are also being aggravated by a misdirection of the demand for education and training and by attaching a premium to occupations in which employment opportunities are few.

SOCIAL SECURITY

Although an important element in the process of income redistribution, social security will remain above all the mechanism by which society ensures that misfortune will not destroy the individual or his family should he suffer an interruption or cessation of his earning capacities. The role of social security in developing countries as an instrument for income redistribution should not be over-rated, given the limited coverage of most schemes. More often than not it is the poorest sections of a population, those unable to obtain steady employment and those countless rural workers living outside or, at most, on the fringes of a money economy, who are not able to benefit from the income transfers set in motion by the social security system. Inequalities may even be accentuated by limited schemes if not offset by other measures. For this reason, the promotion of the extension of social security coverage to the lowest paid workers and to non-wage-earning rural workers and the self-employed must be among the priorities of the ILO social security programme. The promotion of
appropriate social security systems in rural areas has been and needs to remain one of the major emphases of ILO action in the field of social security. The Office also proposes to launch a major effort at drawing up comparable time series of the number of persons protected by social security as a yardstick, for example, to measure progress in extending social security, to assess compliance with relevant international labour Conventions or to calculate suitable indicators of social security performance. Such data would constitute an invaluable prerequisite for policy formulation.

In view of the sizeable volume of resources funnelled through social security schemes and their impact on national economies, planning of further development of social protection in a rational fashion has become a subject of major concern both in industrialised and in developing countries. Matters such as the apparent conflict between "selectivity" and "universality" of protection, the adaptation of social security legislation and institutions to conditions arising from technological change and economic evolution, the impact of inflation, the rising costs of certain services—these and other similar questions call for rational answers that take account of an individual country's capacities and limitations. Technically, there are no easy solutions that could be prescribed for general use; the task is to find in each case what realistically can be done to raise living standards and improve social protection through social security and what is politically, economically and financially acceptable. The ILO could usefully carry out a number of studies on social security planning in order to show, for instance, how to handle social security in the framework of social planning, or how to formulate objectives and criteria to measure progress of efficiency. Other studies might examine deficiencies in the implementation of social security policy, investigate the question of the rising cost of medical care and assess the adequacy of existing mechanisms for the adjustment of benefits to the cost of living. The outcome of this research would serve as a basis for technical co-operation to member States to assist them in bringing about legislative reforms and devising new departures and targets for social security policy.

Another area of concern, particularly in view of the growing trend to regional economic integration in many parts of the world and the continued flow of migrant labour, is, as it has been traditionally for many years past, the co-ordination of social security legislation among countries in a given region. The importance attached to this feature of ILO action in social security has been most recently confirmed and stressed in a resolution concerning the harmonisation of social security systems of African countries in order to promote the employment, status and conditions of African workers, adopted by the Fourth African Regional Conference, held in Nairobi in December 1973. Because of their influence in guiding national social security systems along
convergent paths, ILO social security standards would have to keep abreast of the most recent trends and developments. The programme of revision of prewar standards, initiated in the mid-1960s, has not yet been completed. Given the pace of the industrial and technological transformation process, particularly in the advanced economies, with its social cost to the extent that it may have unfavourable repercussions on incomes and jobs, revision of the Unemployment Provision Convention, 1934 (No. 44), will receive priority consideration. The urgency of this matter was stressed at the recent Second European Regional Conference of the ILO. The ILO will also, of course, continue the provision of advisory services in this field to a number of regional organisations, including the Council of Europe and the European Communities, the Organisation of Central American States (ODECA), the African, Malagasy and Mauritian Common Organisation (OCAM) and the Andean Pact countries.
Nothing is more central to the ILO's mandate than the conditions in which men and women perform their daily work. But the ILO's programme in regard to working conditions has tended to lose some of its momentum; we need to reinvigorate our action in this field.

The achievements of the ILO and its member States in this respect have been considerable. ILO standards relating to occupational safety and health, hours of work, weekly rest, holidays with pay, minimum age for admission to employment, the protection of women and young workers, welfare facilities, and workers' housing have left their mark on national legislation and practice throughout the world. Technical meetings, seminars and symposia organised by the ILO have helped to clarify needs and problems in these different fields. Numerous publications and reports have been issued analysing the situation in different countries. And practical assistance has been provided to various countries in the drafting of legislation and in the establishment of administrative and institutional infrastructures for improving conditions, safety and health at work.

The results of all this activity have been impressive and its impact has been far-reaching but it can hardly be claimed that the ILO's job has been completed.

In the developing countries, in particular, there is still an enormous gap between the standards of protection laid down in international labour Conventions and Recommendations and the conditions in which millions of men and women work.

In both the developing and the advanced countries changes in the technology of production often create new hazards, but at the same time may give rise to new opportunities for reducing stress and strain and for improving conditions at the workplace. The new hazards and the new opportunities need to be identified and followed up by appropriate action.
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In many of the more industrialised countries, in particular, a more recent phenomenon has been not only changes in technology but also changes in the values and attitudes of workers to their job and demands for a better quality of working life.

There thus remains an enormous amount of work to be done and a wide variety of problems to be tackled. The ILO needs, however, to go about its task in this field with a high sense of realism. Without neglecting its responsibility to keep abreast of and to report on trends and developments in all aspects of working conditions, it needs to concentrate its efforts and resources on a limited number of urgent questions where it can hope to have the most impact.

The conclusion that appears to emerge from recent discussions in the Conference, the Governing Body and regional conferences is that priority attention should be given to three major topics: the reduction and organisation of working hours and related problems; the elimination of child labour; and the promotion of a more human working environment (using this expression in the broadest sense). A further topic that may need to be given high priority in future years is paid educational leave, a question on which the Conference is likely to adopt standards at its present session.

WORKING HOURS

The ILO's concern with curbing the evil of excessively long working hours and providing workers with adequate leisure for rest and recuperation has found expression in a series of standards, the most recent of which is the Reduction of Hours of Work Recommendation, 1962 (No. 116). This Recommendation provides for the reduction of hours on a progressive basis, urging that where normal hours exceed the limit of 48 a week immediate steps should be taken to reduce them to that level without any loss of wages, and that the 40-hour week should be regarded as a social standard, to be reached by stages if necessary. It also offers guidance on measures to achieve progressive reduction; it emphasises the importance of relating such measures to other economic and social needs; and it takes account of the different economic and social conditions in different countries. This Recommendation remains the basic frame of reference for ILO action.

Whether due to the influence of ILO standards or not, progress in the reduction of hours of work has been considerable. In most industrialised countries the standard of 40 hours or even less is becoming the rule rather than the exception; in the modern sector of most developing countries, the standard of 48 hours is the most common.

The main problem to be tackled would appear to be that of applying even a minimum standard of 48 hours in small undertakings, workshops, service trades and petty commerce outside the "modern" sector in developing
Working conditions and environment

countries. These sectors are sometimes excluded from the scope of legislation, and even when they are covered enforcement is difficult. But the essential problem is more likely to be that low levels of productivity and income make long hours, greatly in excess of the 48-hour week, inevitable if the worker is to earn even the basic minimum income necessary for subsistence. Thus, the problem of excessively long working hours in the "traditional" or "informal" sectors is part and parcel of the much broader problem, mentioned elsewhere in this Report, of raising levels of productivity, employment and incomes among the workers engaged in these sectors, and of integrating them more fully into the mainstream of development policies. As part of this broader effort, the ILO should perhaps attempt to obtain fuller information on actual hours worked in small workshops and undertakings and the cause and effect relationship between working hours, productivity and other factors such as nutrition. In many cases, for instance, productivity could be greatly improved, incomes raised and working hours reduced if workers were better fed at or near the place of work.

A further problem that deserves closer examination by the ILO is the extent, frequency and distribution of overtime, its causes and effects. Even in the organised sector of the developing countries, where working hours are effectively regulated, actual hours worked tend to be very high as a result of regular and extensive use of overtime. It seems a strange paradox, to say the least, that when millions of people are deprived of opportunities of gainful employment, others are grossly overworked. In the more industrialised countries, too, overtime tends to be practised extensively, in some cases so much so that whole industries, even the whole economy, depend on regular and long overtime working by large numbers of workers.

Of scarcely less importance than the total number of hours worked is the question of how they are organised. A fresh look needs to be taken at the question of shift work. On the one hand, it can be argued that a broader use of shift work may make possible a fuller utilisation of productive capacity, and thus higher levels of employment and output, particularly in developing countries. On the other hand, shift work can have very negative effects on the workers' health, welfare and social and family life. The ILO has recently undertaken a study of the problems of shift work in industrialised countries.1 It now needs to undertake a thorough investigation of the possibilities and desirability of, and the obstacles to, its wider use in the developing world.

Another aspect of the question of working hours which has already begun to attract much attention in the industrialised world is that of "flexible" working hours, whereby the worker continues to owe his employer a certain

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number of hours of work each week or each month but enjoys considerable freedom and flexibility in choosing hours of actual attendance at the workplace. A considerable amount of experimentation with the introduction of flexible working hours and other types of variable work schedules is taking place in several countries, and the results have generally been found to be positive for the undertaking, for the workers and for society at large. The advantages and disadvantages of such schemes, their costs and benefits, their applicability to different industries and categories of workers, the practical problems they raise and their effects on production and on the welfare and morale of the workers are all questions which need much fuller examination and exchanges of experiences at the international level.

CHILD LABOUR

This is another field in which ILO standards have already had very considerable influence; these standards were brought together and up-dated in the comprehensive and more flexible minimum age Convention and Recommendation adopted by the Conference in 1973. Only very few countries now lack legislation fixing a minimum age for admission to employment at least in industry. Many of the worst abuses connected with child labour in industry have been sharply reduced, even though they have by no means disappeared in some countries. Nevertheless, in many countries of the developing world, however enlightened and progressive their legislation may be, there is a continued problem of child labour in traditional workshops, in agriculture, in small family undertakings, in petty commerce and street trades. This is one of the most serious blights on the social scene in many parts of the world. To some extent it may be due to inadequate legislation or ineffective enforcement. But it is clearly a problem that cannot be tackled by legislation alone, when so many of the world's children are deprived of opportunities for education and training; and when whole families may depend on the income which young children obtain from such activities, child labour may be the least of alternative evils.

The ILO should tackle this phenomenon as a matter of priority in the years to come, on the basis of the Convention and Recommendation adopted by the Conference last year. It should use these standards as true instruments to stimulate and guide national policies designed to overcome one of the most serious stains on the social conscience of mankind. It will, of course, have to approach this task realistically; child labour is a reflection of the poverty and lack of opportunities affecting large sections of the population and will never be effectively eliminated until those broader evils have been tackled. But this should not be an excuse for doing nothing. An idea that seems to be well worth pursuing is that the ILO should encourage trade union action to deal with the
problem and that the ILO's workers' education programme should, for this purpose, lay a good deal of emphasis on the role of trade unions in promoting the application of the international labour instruments on the subject.

**HUMANISATION OF THE WORKING ENVIRONMENT**

The need for the ILO to play a more active and dynamic role in making the environment at work more fit for man has been repeatedly stressed by the Conference (particularly in a resolution concerning the contribution of the ILO to the protection and enhancement of the environment related to work adopted in 1972) and by the Governing Body. In the light of various proposals that have been made at different times, it seems clear that the ILO should adopt a broad approach to the problems of the "working environment"—i.e. including not only the physical environment but also the psychological and the social environment at the workplace.

**Safety and health in the physical environment**

The incidence of occupational accidents and diseases remains disquietingly high in virtually all parts of the world. In developing countries the process of industrialisation exposes workers to new risks and hazards which are largely uncontrolled, and it is being increasingly appreciated in those countries that the development of adequate prevention programmes and the building up of adequate safety and health infrastructures needs to accompany the process of industrialisation rather than being regarded as something which can wait until a later stage of industrialisation. In all countries of the world occupational accidents and diseases not only continue to take a heavy toll but also represent a heavy loss of production and a heavy charge on social services. Even in the industrialised countries, prevention of accidents and diseases appears at best to have reached a plateau, and attempts are being made to revise both the legislative and institutional framework for such prevention. The introduction of new processes, substances and equipment in the production process as a result of technological change may have eliminated certain hazards, but has also created new ones, and the harmful or toxic effects of these innovations are often passed on to the general environment.

At the same time, there is an increasing interest in the application of ergonomic principles. The use of increasingly complex machinery and equipment has been shown to tax the capacity of operators to a critical extent, calling for a much closer collaboration between engineers, industrial physicians and psychologists, the public authorities and employers and workers.

These are the needs to which the ILO should increasingly be able to respond to in the future. The question is how the ILO should respond to them.
To begin with it may be necessary to take a new look at our practices in standard setting in this field. The piecemeal approach which has been followed so far in the adoption of instruments relating to specific hazards and specific diseases may not be the most appropriate means of tackling the problem. Such highly technical international instruments may soon become outdated and the procedure for revising formal international labour standards is too complex for them to be adapted rapidly to changing needs, circumstances and problems. There may therefore be a case for dealing with specific occupational hazards and specific occupational diseases by the adoption of more flexible technical standards such as codes of practice, drawn up after the fullest consultation of experts in the field. These questions are under active consideration in the context of an in-depth review of international labour standards and procedures relating thereto. On the other hand, there would seem to be a need for formal international labour standards which provide general guidance for the legislative and administrative framework for occupational health and accident prevention and for the improvement of the working environment. The Governing Body is expected to give high priority to the placing on the Conference agenda in 1976 of an item relating to the working environment which could lead to the adoption of one or more instruments of this nature. In the light of these instruments it would be desirable to undertake a complete revision and up-dating of the ILO’s Model Code of Safety Regulations for Industrial Establishments and the preparation of codes of practice which would be regularly up-dated in the light of new developments in methods to protect and improve the industrial and working environment. At the same time, the ILO should pursue much more energetically the promotion of the application of ergonomic principles as an important means of adapting the working environment to man. It could, for example, draw up technical guidelines and standards for the design and utilisation of equipment on the basis of expert advice, and through seminars and meetings familiarise government officials, employers and workers with the benefits to be obtained from the application of these guidelines and standards—both in terms of improved safety and health for the workers and in terms of increased productivity.

There would also seem to be a real need to strengthen considerably the ILO’s technical co-operation work in this field, which has been quite inadequate in relation to needs. Provision is made for the establishment in the present biennium of regional technical teams for occupational safety and health; they should prove to be an important new instrument for ILO work in this field. These teams would prepare a number of country assessments on the basis of which assistance would be given to countries in drawing up national prevention programmes; and larger scale assistance would be made available on request to help countries fill the gaps in their national prevention pro-
grammes. In this way, it is to be hoped that the ILO will be able to fill a major gap in its operational activities.

These broad lines of a possible future ILO programme would not, of course, be complete without specific reference to the continuing need to improve our methods of collecting and widely disseminating information on current developments and on the steadily increasing volume of technical literature relating to occupational safety and health. The activities of the International Occupational Safety and Health Information Centre (CIS) have certainly been useful and are widely appreciated, but they could be made still more useful if an attempt were made to extend and broaden the range of its services, and particularly by making serious efforts to provide a steady flow of appropriate information to potential users of this information in developing countries.

Job satisfaction and the organisation of work

In recent years there has been a growing concern among governments, employers and trade unions, particularly in several of the more industrialised countries, with what has been termed the progressive "dehumanisation" of work. It is widely felt that the increasing incidence of absenteeism and high staff turnover, apathy or indifference at work, poor quality of output, physical and mental strain, "wild-cat" strikes and general unrest may to some extent be due to the fact that, even in industries and occupations where work is well remunerated, the organisation and content of work itself are no longer acceptable to the present generation of workers. The frustration caused by the persistence of traditional forms of work in wage-earning employment are at variance with the aspirations of today's workers, who expect a greater degree of autonomy and responsibility in the organisation of their own work. At the same time, the argument runs, there is a growing contrast between the rise in workers' educational levels and the meagreness of the content of many jobs which require very little in the way of skills, initiative or imagination.

It would, of course, be a serious mistake to imagine that dissatisfaction and unrest in industry can be attacked merely by making jobs more interesting or by providing for a broader measure of participation. They can be no substitute for measures to provide workers with decent incomes, adequate income security and better and safer working conditions. But it would perhaps be equally wrong to dismiss as an elitist sociological abstraction the current concern in some countries with humanising not only the conditions in which people work but also the organisation and content of such work. For workers anywhere, work is, of course, primarily a source of income, but it should also have an immensely important enriching, stimulating and stabilising influence on a person's life; for many workers today, work is failing to fulfil this role.
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There still remains a good deal of uncertainty as to what is meant by “dehumanisation” of work, and concerning the measures which can be taken to make work more “human”. No doubt the situation, and the possibilities of remedial action, vary enormously according to the social and cultural contexts of different countries and according to the technological and other constraints in different industries and occupations. The fact remains that a considerable amount of experimentation has been taking place in a number of countries in the more industrialised world with a view to reducing the pace of work and giving the worker more freedom and a greater degree of responsibility for the product of his work. Particular attention has been focused so far on the possibilities of replacing assembly line work by other types of work organisation which enable workers to participate in each stage of the production process rather than being responsible for one limited operation on the assembly line. It is natural that assembly line work should have claimed first attention in this respect, since it is among the most arduous and monotonous types of work organisation that exist, having no doubt been appropriate at a time when workers received little or no education and when jobs were scarce, but being unsuited to the values and attitudes of today’s workers. But it is more than likely that the demand for more human organisation of work affects or will affect many different categories of workers in many different types of industries and occupations.

What role should the ILO play in respect of these matters? It should keep abreast of the experiments that are taking place, and should encourage the study of the feasibility of changes in production methods and the re-arrangement of work structures and work organisation in industry, their impact on workers’ employment, incomes and welfare as well as their effect on workers’ attitudes, on productivity and on labour relations in the undertaking. It should also make special arrangements to disseminate information on the results of these experiments—through its publications, through the organisation of meetings, formal and informal, for exchanging views and experiences, and through the organisation of study missions to enable employers and workers to study at first hand the more interesting and far-reaching experiments that are taking place.

Participation

As part and parcel of efforts to “humanise” the working environment, efforts are also being made in many countries to give workers a greater voice in the taking of decisions in the undertaking. While the arrangements that are being made for this purpose and the degree of workers’ “participation” vary greatly from country to country, from industry to industry and even from one plant to another, the general trend is clear: workers are seeking and obtaining a
greater say not only on the remuneration they receive from their work but also on the nature, content and conditions of their work and often on the running of the undertaking itself.

The whole question of workers' participation would seem to deserve much closer attention by the ILO. A symposium on workers' participation in decisions within undertakings is to be held in Oslo later this year, and it would be desirable for the ILO to follow this up by close study of different methods used to bring about a greater degree of workers' participation in decisions at the shop-floor level and the involvement of trade unions in these matters. Further regional and international symposia might be held to keep these developments under review.

This trend would also seem to have important implications for the ILO's management development programme. As was stressed in the Governing Body's recent in-depth review of this programme, changes in the organisation of work and the movement towards more participative management call for some quite radical changes in management skills, styles and practices, even in the very function of management itself. These questions would seem to call for intensive study by the ILO and its member States, and for a reorientation of management training with greater emphasis on personnel management and on the social aspects of management responsibilities.

To sum up, while the ILO needs to continue its action to improve the physical and material conditions of workers, and to eliminate the abuses to which millions of workers continue to be exposed, it also needs to devote more attention to enabling each worker to derive maximum satisfaction from his job, and to making the physical, psychological and social environment at the workplace more fully adapted to the aspirations of man. The promotion of a more human working environment needs to be among our top priorities in the years to come.
TRIPARTISM AND INDUSTRIAL RELATIONS

The ILO is, by structure and vocation, a tripartite organisation. It can make its distinctive contribution to international co-operation only if there is full tripartite participation and involvement in the elaboration, control and evaluation of all its activities. Any weakening of tripartism in the ILO can only lead to a weakening of the effectiveness of its action and a reduction of the ILO's authority and prestige in the international community. The strengthening of tripartism in the ILO was the subject of an important resolution adopted by the Conference in 1971, and a full account of the action taken to give effect to that resolution is contained in Appendix II to the present Report. I, therefore, do not propose to deal with the subject in the present chapter.

The effectiveness of tripartism in the ILO, and indeed the success of the ILO's entire range of activities, depend, however, above all on the effectiveness of tripartism in its member States. Unless the ILO's tripartite structure and the procedures in the ILO for tripartite negotiation are reflected at the national level by free and independent organisations of employers and workers, by adequate procedures for dialogue and accommodation between them and by sound arrangements enabling them to be consulted, and to participate, in the making of national social and economic policies, the effectiveness and realism of ILO programmes in terms of their impact on member States will be seriously diminished.

The promotion of tripartism and of sound industrial relations in member States must therefore remain a fundamental priority for the ILO, if only because it is the only way of ensuring that ILO programmes and policies are translated into reality at the national level.

Much of the developing world still lacks strong, well organised, representative and responsible organisations capable effectively of representing the interests of broad sections of the population; many developing countries also lack government services capable of formulating and implementing dynamic
social policies with the participation and support of these organisations. Our first task is to assist our tripartite membership in overcoming these weaknesses.

LABOUR ADMINISTRATION

The success of the ILO's action in tackling the various issues dealt with throughout this Report presupposes the existence in all its member States of efficient and effective machinery for the formulation and administration of social policy. The total absence in a few countries, and the serious weakness in very many others, of systems of labour administration constitute a major handicap for the attainment of ILO objectives throughout the world.

The fundamental importance of strengthening government machinery responsible for social, labour and manpower policy has in recent years been emphasised by ILO regional conferences and advisory committees for Asia, Africa and the Americas as well as by the Governing Body. Throughout much of the developing world, real progress in building up such machinery—often with the help of the ILO—has been considerable, but there remain many gaps. Labour ministries and related government departments have not been in a position to pursue their efforts to strengthen public administration. A lack of trained staff, often coupled with excessive numbers of poorly trained staff, has been a handicap to the development of effective and efficient administrative machinery. The total lack of government services for labour and social matters in the rural areas of many countries, and the inadequacy of many key services—including, for example, labour inspection services, employment and manpower services, and industrial relations and conciliation services—greatly limit the effectiveness of labour administration in many parts of the developing world. Labour administrations also often lack the status in government machinery necessary for them to play their full part in the formulation of policies for development.

The ILO has for some 20 years been providing assistance in the establishment, organisation and development of effective systems of labour administration—both through direct assistance to individual governments and through regional courses for the training of high- and middle-level staff of labour ministries. These activities need to be continued and, if possible, intensified in the years to come. Our aim must be the establishment of labour administration in all countries where none exists at present and the consolidation of existing machinery, ensuring that it is endowed with the organisation, structure, autonomy and resources necessary for effective action. A further important aim must be to enhance the role of labour administration within the context of national policy and programme development in areas that affect
Tripartism and industrial relations

labour policy, and to promote consultation with and the participation of employers' and workers' organisations in the formulation and implementation of policies.

What is perhaps most lacking in our action in this field is a comprehensive instrument concerning the role, functions and organisation of labour administration setting out the guidelines for national and international action in this field. The matter is at present under active consideration by the Governing Body, which is most likely to place the question on the agenda of the Conference in 1976 with a view to the adoption of such an instrument.

These activities need to be backed up by research work and regional exchanges of information on various key questions affecting the role of labour administration in developing countries—particularly on the role of labour administration in the protection of rural workers and the contribution made by labour administration to development planning.

STRENGTHENING OF WORKERS' ORGANISATIONS

Our first, and most urgent, task in this respect is, as I have suggested elsewhere in this Report, to promote the establishment and growth of organisations of workers who are not at present organised and who thus lack the bargaining power and the influence to press for reforms and measures to bring about a substantial improvement in their living conditions.

We need to be primarily concerned with the situation of rural workers in this respect. As is pointed out in another report before the present session of the Conference ¹, only a very small percentage of rural workers are members of representative organisations. In several countries there are legal and administrative obstacles to the establishment of such organisations; in some, attempts to form trade unions or rural organisations have been opposed by force and physical violence; and, all too often, measures to promote rural organisations are strongly opposed by powerful political interests. In countries where rural workers live and work in conditions that are not far removed from serfdom, because of their extreme dependence on landowners, moneylenders and other privileged classes, the establishment of any form of independent organisations is particularly difficult.

The ILO needs to employ all the means at its disposal in tackling obstacles of this nature, which are patently contrary to its principles. But, at the same time, there are other obstacles deriving from the nature of rural work and the poverty and backwardness of rural workers. The isolation of rural workers, who are dispersed over a large number of agricultural and other undertakings;

¹ ILO: Organisations of rural workers and their role in economic and social development, Report VI (1), pp. 37-44.
the high rate of illiteracy among such workers and their ignorance of their rights; tribal, caste, social, cultural and linguistic differences and rivalries, which prevent them from developing a sense of common interests and solidarity with each other; and the traditional independence of peasants, tenants and sharecroppers which leads them to resist attempts to form or to join rural organisations—all these factors, too, militate against the formation of strong and dynamic organisations, and can only be overcome by a major effort of education and persuasion.

On all these matters, the Conference is expected to lay down solid and authoritative guidelines and principles as a result of its discussion of rural workers' organisations this year and next.

The ILO's activities will then clearly need to be based on the instrument or instruments that emerge from the Conference discussion. It will need to be in a position to provide practical help in the development of rural organisations. As a basis for this practical action, further extensive research needs to be undertaken on the role of traditional rural organisations in the development process and their adaptation to modern forms of organisation; the relationship between rural workers' organisations, on the one hand, and rural co-operatives and urban trade unions, on the other hand; the role of rural workers' organisations in agrarian reform; the educational requirements of landless workers; methods of developing self-help servicing activities; and the role of universities and extension services in promoting rural workers' organisations. Round-table discussions and seminars would provide an opportunity for testing the validity and feasibility of some of the research findings with a view to formulating guidelines and action programmes. Technical co-operation itself would aim at meeting short-term demands for assistance in the development of specific kinds of co-operatives or other rural institutions, and, in a longer term, at providing the services of advisers on workers' education for rural workers' organisations. Assistance would also be made available for the development and implementation of appropriate legislation, as well as for direct help to rural workers' organisations.

This will constitute an important new development in our workers' education programme, and will call for some shift of emphasis in that programme. But we will also need to take account of other needs to be met by our workers' education programme, particularly in the light of a recent in-depth review of that programme. We need to continue to develop the education, research and related activities of trade unions in developing countries in order to enable them to represent effectively the interests of their members at all levels of policy making. This would involve the training of trade union instructors and union officials with specialised functions, the organisation of a number of seminars to examine how the training of these key people could be improved and
experimentation with new forms of study materials and modern techniques of workers’ education.

Another area of emphasis would be the establishment and strengthening of permanent workers’ education institutions and the promotion of co-operation between them and other educational bodies, including universities. Among the various activities foreseen to this end would be, in particular, a symposium on the development and promotion of trade union research and documentation centres; seminars on the role of universities in workers’ education; feasibility studies concerning the establishment of workers’ education service centres and mobile documentation and teaching equipment units; and technical advice in establishing workers’ education programmes jointly with universities and other institutions.

A third area of emphasis would be the promotion of education in economics and finance for trade unionists to prepare them to participate actively and constructively on behalf of their fellow workers in the making of economic and social policy at all levels. ILO activities might include regional seminars on workers’ education programmes for shop stewards and other workers’ representatives on boards of directors, on financial accounting and management as well as on questions related to international trade; and study kits on workers’ participation in management and teaching guides on basic economics for trade unionists would be prepared for wide distribution.

These are but general indications of the types of action the ILO might undertake for the strengthening of workers’ organisations. Our general aim must be to render the maximum amount of practical assistance to the trade union movement corresponding to its most urgent needs.

STRENGTHENING OF EMPLOYERS’ ORGANISATIONS

It has sometimes been argued that it is contrary to the ILO’s mandate for it to become involved in activities for the strengthening of employers’ organisations. The aim of ILO action in this field is to encourage the development of responsible and progressive organisations which are able to contribute constructively to tripartite consultation, to orderly industrial relations at the national, industrial and undertaking levels and to the promotion of good principles of management, particularly personnel management. Organisations of this nature, which can mobilise the support of employers and managers for national plans and priorities and promote a greater awareness of the social aspects and social responsibilities of management, are potentially important institutions for economic and social development and for the attainment of ILO objectives. In many developing countries employers’ organisations are not adequately equipped to play this role.
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For this reason, it seems appropriate that the ILO should continue to provide for a modest programme of assistance to employers’ organisations, assistance which would always be based on, and aim at the promotion of, ILO goals, principles and standards. This programme would consist of a series of regional round-tables, such as have recently been organised in Asia and Africa, and technical seminars, as well as the provision of expert assistance on request.

INDUSTRIAL RELATIONS AND TRIPARTITE CONSULTATION

Tripartism and sound industrial relations require, of course, much more than a strengthening of government machinery for the administration of labour policy and of independent organisations of employers and workers. They also require adequate procedures at all levels for consultation, negotiation and participation, as well as for the resolution of conflict between the interests represented by each of the parties.

This raises difficult and delicate questions for countries at all levels of development and with different social systems. Each country has developed its own system of industrial relations in the light of its own history and traditions, and in very different economic, social, cultural and political contexts. There can be no question of the ILO’s attempting to standardise this very considerable diversity of systems and practices—beyond, of course, insisting on the basic human rights of freedom of association which must remain the basis of all its action in this respect and which are discussed in the following chapter. On the other hand, throughout the world, a rapidly changing economic and social environment presents a major challenge to industrial relations systems. Many issues which countries are now faced with, or are likely to be faced with in the future, could well give rise to heightened social conflict. The effects of inflation on incomes, and the measures taken to combat it; inequalities of opportunity and of income distribution; the effects of the current energy crisis on growth, employment and incomes; the hopes and disappointments created by development; changes in values and attitudes towards work, towards society, towards the environment—all these, and many other issues could well give rise to greater social tension and greater conflicts of interest in many countries of the world, and the problem will be to devise or perfect methods and procedures for adjusting differing views and interests, without endangering the stability and progress of society. Collective bargaining has gained a wide measure of acceptance throughout the world as a means of settling differences, but its functioning, and the role of the State in regard to its outcome, are matters of some controversy and debate.

It will be for each country to determine how best to respond to these new challenges. What role can the ILO be expected to play?
The ILO's principal role should no doubt be to act as a centre for comparative research and for exchanges of information and experience on these questions. A recently published comparative study on collective bargaining in industrialised market economies illustrates very well the type of action that the ILO can usefully undertake in this respect. Similarly, it can bring together representatives of governments, employers and workers from different countries to discuss trends and developments in collective bargaining and industrial relations generally. Thus, a Tripartite Advisory Meeting on Collective Bargaining is to be held next year to provide for a broad exchange of views and experience and to consider the role that the ILO might play to further effective procedures of collective bargaining. This might be followed by symposia at the regional level.

The ILO could also help its member States to build up conciliation and arbitration machinery, for instance by organising regional training courses for conciliators, on the basis of a manual for conciliators which it has recently published. International tripartite discussions could also usefully be held on the role of national labour courts or tribunals and other judicial or quasi-judicial bodies in labour matters, as well as problems related to their organisation and functioning. The International Institute for Labour Studies, which convened a meeting in October 1973 of presidents of national labour courts from selected industrialised countries, will have a useful contribution to make in this work.

Activities in regard to labour relations at the level of the undertaking may also need to be stepped up, since it is at the workplace that conflict frequently originates and could be effectively solved through proper personnel management practices and grievance procedures, as well as through adequate and effective systems of workers' participation dealt with in the preceding chapter. While the whole approach to personnel management and labour relations practices in the undertaking varies considerably according to local and national conditions, there is perhaps a need to strengthen the personnel management component of ILO technical co-operation projects. More comparative research could also be undertaken and further standards could conceivably be adopted on selected aspects of labour relations in the undertaking, for instance on methods of establishing works rules and their content.

Above all, the ILO could do much more to promote tripartite consultation and the participation of employers and workers in economic and social policymaking at the national level. The development of permanent or ad hoc tripartite bodies to advise on a broad range of policy issues has been one of the

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most striking developments in countries throughout the world in recent years. This reflects a growing awareness on the part of governments of the importance of securing the views and co-operation of employers and workers in tackling economic and social issues and of securing their commitment as far as possible to national policies. There is, however, considerable diversity in the nature, powers and functions of the machinery that has been set up and in the range of issues on which employers and workers are consulted or associated in policy making.

The ILO needs to follow developments in this field very carefully, and to arrange for full exchanges of information and experience in the functioning and scope of tripartite machinery at the national level. The subject of strengthening and furthering tripartite co-operation will be considered by the Tenth Conference of American States Members of the ILO later this year; and the discussion by the International Labour Conference in 1975 and 1976 of an item concerning the establishment of national tripartite machinery to improve the implementation of ILO standards may result in the adoption of an instrument which could lead to the building up of much closer links between ILO action and national action, as well as the development at the national level of more effective institutions and procedures for tripartite consultation and negotiation.
HUMAN RIGHTS

In the present era of change, instability and uncertainty, it remains as imperative as it ever was to safeguard the freedoms, rights, welfare and dignity of the individual. This is, and must remain, a major priority for the ILO. There remains a large gap between the principles and standards set by the ILO for the rights and welfare of the individual and the realities of the situation in many countries.

The ILO’s concern with and contribution to human rights was the subject of the Director-General’s Report submitted to the Conference in 1968, the International Year for Human Rights. Although that Report is now six years old, the indications that it gives concerning the scope, nature and objectives of the ILO’s work in relation to human rights, the relationship of our contribution to the work of the entire United Nations system, and the obstacles which remain to be overcome before our ideals and principles can be translated into reality remain broadly valid today.

It was stressed in that Report that the concept of human rights, as set out in the ILO’s constitutional texts, in the Charter of the United Nations, in the Universal Declaration of Human Rights and in the International Covenants on Human Rights, is very broad. For the ILO the term “human rights” encompasses essentially:

— freedom of association;
— freedom from forced labour;
— elimination of discrimination and equality of opportunity;
— the right to work;
— the right to a minimum income;
— the right to social security; and
— the right to adequate conditions of work and life.

These rights are interdependent and therefore indivisible. While the ILO may need to use different approaches and different methods in the protection and promotion of each, and while circumstances may require us at certain times to place more emphasis on the promotion of certain rights than on others, it is clearly important that we should aim to make a reality of the full range of these rights. For instance, the right to work has a hollow ring for a man who has no free choice of employment; and the right to adequate conditions of work and life has little meaning for those who are victims of discrimination or who are deprived of the right to associate and to bargain collectively for the improvement of their lot. At the same time, certain basic liberties may be of little help to those who have no work, or whose income from work is inadequate to ensure them freedom from hunger.

Just as the rights defended by the ILO are interdependent with each other, so, too, are they closely dependent on the enjoyment of the rights and liberties which lie outside the ILO's own competence. The International Covenants on Civil and Political Rights and on Economic, Social and Cultural Rights set out a full and comprehensive range of rights and liberties. When they come into force, as they may be expected to do within the next two years, they will constitute binding treaty obligations and thus provide a comprehensive framework within which the ILO's work for human rights may become increasingly effective. The ILO will be called upon to play an active part in ensuring effective implementation of the Covenants and I have to this end already approached the Secretary-General of the United Nations with a view to the joint elaboration of proposals for effective collaboration in this new and important field.

When viewed in this perspective, the whole of the ILO's programme, including its action on all the questions dealt with in this Report, is and must remain directed to the promotion of human rights. We need to take a balanced view of this very wide range of rights, seeking to promote the enjoyment of one right in a manner that does not compromise the enjoyment of others, and striving to ensure that the rights that the ILO protects and promotes become the rights of all sections of the population, not the exclusive privileges of certain groups.

This must remain the ILO's approach. However, it is worth laying particular emphasis in this Chapter on three human rights which are of fundamental importance to the ILO: freedom of association; freedom from forced labour; and freedom from discrimination. They have long occupied a special place in ILO action for the promotion of human rights. The ILO's principles in these matters are clearly and unequivocally laid down in its key human rights standards, and special procedures and programmes have been established to supervise and promote the application of these standards. While
there may remain a need for new human rights standards in order to strengthen existing provisions in the International Labour Code, our aim must surely be to strengthen our activities to ensure that our present standards are effectively applied.

The need to do so is as great as it ever was. Underlying many of the present difficulties and crises that beset the world is a crisis of human freedom and human dignity. In many parts of the world, even in countries with a long tradition of freedom, the relationship between the individual and the authorities of the State has become an issue of considerable importance, attracting a good deal of attention and controversy in many cases. Forced labour, restrictions on freedom of association, overt or covert discrimination are not, by any means, things of the past. It seems to be all too readily assumed that personal freedom and human dignity are luxuries that cannot be afforded because they are felt to be incompatible with growth and development, with the administration or the goals of a complex modern State or with the abstract notion of the "public interest". On the other hand, we in the ILO have perhaps not yet succeeded in demonstrating convincingly that the suppression of rights and freedoms is not only morally unacceptable but frankly counter-productive.

FREEDOM OF ASSOCIATION

Freedom of association holds a unique place among the basic human rights and freedoms of concern to the ILO, representing as it does an essential condition for sound labour relations and for the effective participation of employers and workers in economic and social policy making at the national level. The most important of the instruments adopted in this field is the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), which provides that workers and employers without distinction whatsoever shall have the right to establish and join organisations of their own choosing without previous authorisation. It also provides for guarantees permitting these organisations, and any federations they may establish, to carry on their activities without outside interference. Member States ratifying the Convention are to take all necessary and appropriate measures to ensure that workers and employers may exercise freely the right to organise. Convention No. 87 was supplemented in 1949 by the adoption of the Right to Organise and Collective Bargaining Convention (No. 98). This Convention is designed to protect workers against acts of anti-union discrimination, to safeguard workers' and employers' organisations from mutual interference, and to promote voluntary negotiation between management and labour. Of the ILO's 124 member States, 80 had ratified Convention No. 87, and 94 Convention No. 98 by 1 March 1974.
These two basic Conventions have more recently been reinforced by other standards, and particularly by the Convention and Recommendation adopted in 1971 concerning the protection and facilities to be afforded to workers' representatives in the undertaking. In addition, a resolution concerning trade union rights and their relation to civil liberties, adopted by the Conference in 1970, enumerates a number of civil liberties considered essential for the normal exercise of trade union rights, such as freedom from arbitrary arrest and detention, the right to a fair trial, freedom of expression and opinion and freedom of assembly.

The vital importance attached by the ILO to the observance of the principles and guarantees of freedom of association has led to the establishment, in agreement with the United Nations Economic and Social Council, of special machinery for the examination of complaints regarding infringements of trade union rights, which supplements the regular supervisory procedures for ILO standards and the special constitutional complaints procedures.

Under this machinery complaints alleging infringements of trade union rights may be submitted either by workers' or employers' organisations or by governments. They may be investigated even in the absence of ratification of the relevant Conventions. The principal body responsible for the examination of such complaints is the Governing Body Committee on Freedom of Association, which has so far examined some 750 cases. The Committee has built up an impressive body of principles whose observance is a concomitant of the implementation of the freedom of association Conventions, even if they are not specifically spelled out in these instruments.¹

A further procedure for the examination of complaints alleging violations of trade union rights consists in the referral of such complaints for thorough and impartial examination to the Fact-Finding and Conciliation Commission on Freedom of Association, a body composed of independent persons. At present, in a case relating to Chile, the Governing Body at its 192nd (February-March 1974) Session decided to request the Government of Chile to give its consent to the case being referred to the Fact-Finding and Conciliation Commission.

Through its standards and its supervisory and complaints procedures, the ILO has certainly contributed to a more widespread recognition and acceptance of freedom of association throughout the world. Nevertheless, the survey undertaken last year of Conventions Nos. 87 and 98 by the Committee of Experts on the Application of Conventions and Recommendations under

¹ The decisions of the Committee on Freedom of Association have been published as a digest in accordance with a request made by the International Labour Conference in the resolution concerning trade union rights and their relation to civil liberties under the title: Freedom of association, digest of decisions of the Freedom of Association Committee of the Governing Body (Geneva, ILO, 1972).
article 19 of the Constitution ¹ shows that there is no room for complacency. In its report, the Committee of Experts pointed to the existence of a number of problems: the restrictions on workers joining organisations of their own choosing, for instance in countries where a unified trade union structure is imposed; the interference by governments in trade union activities; the subjection of trade unions to political or government control; inadequate protection of workers against anti-union discrimination; and restrictions on the right of trade unions to organise their activities and formulate their programmes for the furtherance and defence of the interests of their members.

The continued existence of these and other problems suggests that the ILO should not relax its vigilance; perhaps it should, on the contrary, step up its promotional work to attempt to explain more fully its standards and principles in this matter, and organise free and frank discussions of the problems and difficulties in applying these standards and principles in countries at different levels of development and with different social systems.

The Committee of Experts in its general survey also drew attention to the special difficulties of ensuring the right to organise for two categories of workers: public servants and agricultural workers. The problems of both these categories are under consideration by the ILO. A tripartite technical conference on the public service is to be held next year to discuss the question of freedom of association and procedures for determining conditions of employment in the public service, following the discussion of the matter by the Joint Committee on the Public Service in 1971.

Even more difficult is the question of freedom of association for agricultural workers, particularly for peasants, sharecroppers and landless agricultural workers in developing countries, where they constitute by far the largest proportion of the labour force. For such workers, as the Committee of Experts pointed out ², the legal recognition of freedom of association is, in itself, insufficient; it needs to be accompanied by other measures, discussed elsewhere in this Report, to remove the physical, psychological and other barriers to the establishment of independent and representative rural organisations. These matters are to be discussed by the Conference this year and next. The guidance that will emerge from the Conference on the question should be of capital importance to the ILO's future action. Freedom of association can have little meaning in countries where only a relatively small minority of the working population is able to organise in defence of its interests.

FREEDOM OF LABOUR

The Forced Labour Convention, 1930 (No. 29) was the first instrument in which the ILO endeavoured to lay down a set of standards for the protection of a fundamental human right. This Convention provides for the abolition of forced labour in all its forms, subject to exceptions in respect of compulsory military service, normal civic obligation, convict labour, emergencies and minor communal services.

These standards were further developed when, in the years following the Second World War, studies undertaken by the United Nations and the ILO revealed the existence in the world of systems of forced labour as a means of political coercion, as a regular and normal means of carrying out state plans and projects for economic development, and as a punishment for infringement of labour discipline. The abolition of such forms of forced labour was one of the main objectives of the Abolition of Forced Labour Convention (No. 105) adopted in 1957. This Convention calls for the immediate and complete abolition of forced or compulsory labour for political purposes, as a method of mobilising and using labour for purposes of economic development, as a means of labour discipline, as a punishment for having participated in strikes and as a means of racial, social, national or religious discrimination.

The two forced labour Conventions are among the ones that have obtained the highest number of ratifications: Convention No. 29, 106, and Convention No. 105, 90 ratifications by 1 March 1974.

Although both Conventions have had a considerable influence in the progressive reduction and even elimination of forced labour in many countries, there has been a trend in certain countries towards the adoption of new legislation establishing various types of manpower mobilisation schemes. Research undertaken by the Office pointed to the magnitude and urgency of problems which had arisen in connection with the training and employment of young people. This eventually led to the adoption by the Conference in 1970 of the Recommendation concerning special youth employment and training schemes for development purposes (No. 136), which laid down specific rules and guidelines governing participation in youth employment and training schemes to ensure that they remained in conformity with the two forced labour Conventions.

These instruments remain our basic frame of reference; and although we have come a long way towards the abolition of compulsory labour, the battle has by no means been won. Several countries still have and apply legislation which is contrary to ILO standards. For instance, in some cases legislation creates a legal obligation to work, and persons who do not have a gainful occupation are liable to compulsory direction to specific work; in others,
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compulsory labour is permitted for public works or development projects; forced labour is still too frequently used as a means of political coercion, as a means of labour discipline or as punishment for having participated in strikes. Quite apart from such legislative provisions which are contrary to the basic standards of human dignity, there are various types of exploitation which, even though not condoned by law, scarcely fall short of forced labour. In certain regions, for example, farm workers still live under systems of land tenure in conditions akin to serfdom. There are also, in some cases, excessive restrictions on a worker's freedom to terminate his employment, or requirements that persons undergoing certain courses of study should spend a specified period of time, on completion of their studies, in a given region or occupation.

Thus, compulsory labour or restrictions on the free choice of employment can take many forms which, in many cases, can only be eliminated gradually. It is necessary for the ILO to study carefully the situation in order to determine what further action it should take. Studies recently undertaken, at present under way or planned for the future include surveys of law and practice in regard to certain aspects of legally enforceable obligations to work: restrictions on the freedom of labour of seafarers; service obligations connected with studies; freedom of workers to terminate employment; and the vocational or rehabilitative effect of prison labour. Through studies of this nature we should aim at obtaining a clearer picture of the nature and extent of forced labour or of restrictions on freedom of labour, and the obstacles to its elimination. It may well be that the adoption of further specific standards in this field will prove desirable.

A distinction needs to be made in planning our future action between, on the one hand, policies, laws and practices designed to exploit labour, or to suppress political opposition or freedom of expression; and, on the other hand, the problems faced by some developing countries in attracting labour to the jobs, occupations and sectors where labour is most needed for development. In the former case, the ILO must continue to develop its activities aimed at bringing the full weight of its authority to bear on the elimination of such inhuman practices. In the second case, the ILO needs to intensify its activities for the promotion of employment and the development of skills, in order to create the conditions which would make it unnecessary to rely on compulsion.

THE ELIMINATION OF DISCRIMINATION

In 1958 the International Labour Conference unanimously adopted both a Convention and a Recommendation (Nos. 111) concerning discrimination in employment and occupation. The Convention calls for national policies to promote equality of opportunity and treatment with a view to eliminating
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discrimination in training and access to employment and in working conditions, on grounds of race, colour, sex, religion, political opinion, national extraction or social origin, through methods appropriate to national conditions and practice. The supplementary Recommendation, though laying down more precise directives, is based on the same general approach.

Among other ILO standards aiming at the elimination of discrimination particular reference should also be made to the Equal Remuneration Convention, 1951 (No. 100), which provides for equal pay to men and women workers for work of equal value. This Convention has undoubtedly played a considerable part in securing a wider acceptance and observance of the principle of equal pay. Also in countries where this principle has not yet been fully accepted or implemented, the Convention is none the less of considerable value in providing support to trade unions and others in their campaigns for equal pay.

As of 1 March 1974, Convention No. 111 had been ratified by 82, and Convention No. 100 by 79, member States.

The ILO has played and will continue to play an essential part in the long-range programme for the elimination of apartheid and of racial discrimination in general undertaken by the United Nations family. In 1964 the International Labour Conference adopted unanimously a Declaration concerning apartheid and an ILO Programme for its elimination. Likewise, in recent years the Conference has repeatedly and emphatically condemned racial discrimination in other parts of southern Africa.

The declaration and the Programme referred to above set forth a specific programme of reform, concentrating on three broad areas, namely equality of opportunity in respect of admission to employment and training, freedom from forced labour, and freedom of association and protection of the right to organise. They indicate precisely the changes in labour policy necessary to eliminate apartheid. In pursuance of the Declaration, the Director-General has since 1965 presented annual reports to the International Labour Conference on the development of apartheid in labour matters. In these reports, the Director-General seeks to draw public attention to the dangers and inherent contradictions of apartheid, to the need for change, and to some of the positive alternative policies which would have to be pursued in transforming a race-divided society into a community in which equal opportunity and treatment prevail.

While the ILO will continue to wage a vigorous campaign against apartheid, its work for the elimination of discrimination does not stop there. Outside southern Africa, public policy in nearly all countries aims at promoting greater equality in fact as well as in law. But no country can yet claim to have completely eliminated all forms of discrimination, and, indeed, the greater intermingling of peoples of different origins, nationalities, races and tribes which some parts of the world have witnessed in recent years has made the problem
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more rather than less acute. The elimination of discrimination requires the elimi-
nation of ingrained, and often centuries-old, attitudes and prejudices. This re-
quires more than legislative action alone; it requires a patient effort of education
and promotion as well as practical programmes of action to improve the status
and promote the equality of those who have been the victims of discrimination.

The ILO has attempted to contribute to this effort by an extensive
promotional, educational and fact-finding programme, which includes, inter
alia, the holding of regional seminars on discrimination, the carrying out of
case studies and the dissemination of information. An important feature
recently introduced is the possibility of undertaking impartial surveys, at the
request or with the consent of the governments concerned, of national
situations in order to evaluate facts or to seek solutions in connection with the
elimination of discrimination and the promotion of equality of opportunity in
employment. This novel tool offers a potentially powerful weapon by which the
ILO may assist its member States in overcoming obstacles and difficulties in
this field.

The problem of promoting greater equality for women workers needs,
however, to be given special attention in the ILO, particularly in view of the
large and increasing proportion of women in the total labour force of many
countries. Next year, the International Labour Conference will be holding a
general discussion of the question of equality of opportunity and treatment of
women workers; this discussion will be preceded by a meeting of the Panel of
Consultants on the Problems of Women Workers, which will no doubt adopt
conclusions concerning the future directions of ILO programmes in this field.
In the meantime we need to look carefully into the practical difficulties in the
way of greater equality. A meeting of experts will shortly be held to consider
the difficulties encountered in the application of the principle of equal pay for
work of equal value. In addition, we need to look at some of our instruments,
the provisions of which may provide such a measure of protection to women
workers as to impair their employment opportunities. In this connection, the
possibility of revising the Night Work (Women) Convention (Revised), 1948
(No. 89) is under consideration by the Office and the Governing Body.

The ILO has a record of which it can be proud in the protection and
promotion of human rights. It has adopted clear and unequivocal standards
affirming the basic principles of human freedom and human dignity whose
impact has been considerable. The adoption of further standards of this nature
may be necessary from time to time. The greatest need would, however, seem to
be to continue to develop programmes of practical action to ensure the effective
and progressive application of its principles in a world where the very concept
of human rights, freedom and dignity still rests on very unsure foundations.
CONCLUSION

The preceding chapters contain only a cursory outline of the major problems facing the ILO. This, I am sure, will have been realised but to avoid any misunderstanding I would point to two omissions.

The first concerns migrant workers. I stated in the Introduction that international migration was an important feature of our times. The recent discussions in the International Labour Conference, the Governing Body and the regional conferences have shown this clearly. I have not raised the problem in the present Report because the Conference has the question before it this year and I did not want to prejudge the outcome of its discussions.

The second omission concerns multinational enterprises. It seemed to me inappropriate to refer to the difficult and controversial questions arising out of the growth of these enterprises since these questions have been the subject of an on-going review by the ILO since the meeting that was devoted to them in 1972. Here again, I did not wish to prejudge the outcome of this review which the Office is trying to speed up in accordance with the request made to it by the European Regional Conference.

It will also be noted that this Report does not deal with the ILO’s means of action. It will be realised that this does not imply that standard-setting activities, technical co-operation, the gathering and dissemination of information, meetings and research do not in themselves raise important questions. These questions will be reviewed systematically over the coming years. I was anxious to confine myself in this Report to presenting the fundamental problems with which the ILO is now confronted and in relation to which our instruments of action are a means and not an end.

In concluding this rapid outline, I hope that the discussion by the Conference will lead to a better understanding of all the aspects of these problems and to a thorough exploration of the possibilities open to the ILO for solving them.
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Just as, according to Whitehead, "Life is an offensive, directed against the repetitive mechanism of the Universe"¹, our action is a fight against everything which, in the repetitive mechanism of our societies, engenders injustice, hardship and privation. We need all our strength for this fight and I invite the International Labour Conference to express frankly and vigorously its views on the best ways of carrying it on.

5 April 1974

FRANCIS BLANCHARD.

¹ A. N. Whitehead: Adventures of ideas.
APPENDIX I

ACTIVITIES OF THE ILO, 1973

WORLD EMPLOYMENT PROGRAMME

The implementation of the World Employment Programme continued to receive the close co-operation of the various United Nations agencies concerned.

The Administrative Committee on Co-ordination (ACC) approved and submitted to the Economic and Social Council (ECOSOC) a report on employment policy in the Second Development Decade which highlighted the relevance of areas of work of the organisations of the United Nations system to the employment problem as a whole. ECOSOC at its 55th Session (July-August 1973) took note of the ACC report and unanimously adopted a resolution on the problem of mass poverty and unemployment in developing countries, which urged the ILO "to continue its work in the field of employment planning and promotion, pursuing its catalytic action as far as the entire United Nations family is concerned". It further underscored the importance and the need of continued co-operation in the WEP on the part of the other agencies.

Employment strategy missions

In response to the recommendation of the Conference that the experience of the comprehensive employment strategy missions "should be evaluated as soon as practicable in order to determine any changes needed in the approach to employment problems and in the methods of work" an inter-agency evaluation of the first four comprehensive employment strategy missions (Colombia, Sri Lanka, Iran and Kenya) was carried out in late 1972 and early 1973. The findings of an inter-agency meeting held in Geneva in March 1973 to discuss the conclusions of the evaluation exercise have been published.

The reports of the employment missions to the Dominican Republic and the Philippines were completed by the end of 1973 and submitted to the national authorities concerned.

Regional activities

A country survey report for Paraguay which focused on policy recommendations concerning collection of data for employment policy and the development of a rural employment strategy has also been submitted to the national authorities concerned.

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The Asian regional employment team carried out a country employment survey in Laos and submitted its report to the authorities. The team also assisted the Research and Planning Division of the Economic Commission for Asia and the Far East (ECAFE) in the drafting of the ECAFE annual survey devoted to the topic of education and employment. In December 1973 a Regional Consultative and Evaluative Workshop was held in Bangkok in order to evaluate the first three-year phase of the UNDP/ILO Asian Regional Project for Employment Promotion and to indicate priorities and guidelines for a second phase beyond 1974.

A Seminar on Employment Strategies in an African Setting was organised by the Institutes of Development Studies at the Universities of Nairobi and of Sussex, with the collaboration of the ILO and the financial support of the Swedish International Development Agency (SIDA), at Limuru (Kenya) from 21 October to 2 December 1973. Participants came from African countries which have already received ILO employment missions or have otherwise shown a considerable awareness of their employment problems. A novel feature of the six-week seminar was that it encompassed a one-week "policy seminar", which examined the various elements of a comprehensive employment strategy, and looked at the strategy as a whole and its implications for planning procedures and mechanisms. These factors were considered in the light of the findings of the ILO employment mission to Kenya and of other employment missions carried out by the ILO in other African countries. It was attended by officials engaged in policy making at a higher level of responsibility than the participants in the seminar proper. Another seminar on employment, also financed by SIDA, for French-speaking African countries was held in Niamey in July 1973.

A special sitting of the Fourth African Regional Conference was organised on 5 December 1973 for an informal discussion of the World Employment Programme. During this sitting the Kenyan Minister of Finance and Planning drew special attention to the Sessional Paper on Employment which had just been published as the official response of the Kenyan authorities to the ILO mission report. At the request of the Minister of Finance and Planning, the ILO has circulated this Paper, together with the ILO mission report, to a wide range of multilateral and bilateral aid agencies with a view to obtaining the detailed proposals of those agencies on ways and means by which they could assist the Kenyan authorities in implementing the policies set out in the Sessional Paper.

The report of an exploratory employment mission was submitted to the Ethiopian authorities in early 1973 and discussed at a national tripartite seminar in mid-1973. A number of the mission's policy recommendations are being considered for inclusion in the next five-year development plan.

Research and publications

A document providing a comprehensive description of the research-oriented activities under the World Employment Programme and of the progress achieved up to December 1973 was published under the title World Employment Programme: A progress report on its research-oriented activities.

A study entitled Mechanisation and employment in agriculture: Case studies from four continents was published in September. The volume, comprising six articles on the inter-relationship between agricultural mechanisation and employment, draws from the experience of diverse systems of agricultural production.

Articles on employment problems published in the International Labour Review included:

C. Hsieh: "Measuring the effects of trade expansion on employment: a review of some research" (January 1973);

Louis Emmerij: "Education and employment; some preliminary findings and thoughts" (January 1973);
Appendices

Hans Singer and Richard Jolly: “Unemployment in an African setting; lessons of the employment strategy mission to Kenya” (February 1973);

Dudley Jackson and H. A. Turner: “How to provide more employment in a labour-surplus economy” (April 1973);

R. Olivier and Y. Sabolo: “Simultaneous planning of employment, production and education” (April 1973);

Erik Thorbecke: “The employment problem: a critical evaluation of four ILO comprehensive country reports” (May 1973);

Richard Blandy and René Wery: “Population and employment growth” (May 1973);

Harold Lubell: “Urban development and employment in Calcutta” (July 1973);

Jean Moully: “Prices, wages, unemployment and inflation” (October 1973);

E. Costa: “Maximising employment in labour-intensive development programmes” (November 1973);

J. N. Sinha: “Agrarian reforms and employment in densely populated agrarian economies” (November 1973);


HUMAN RESOURCES DEVELOPMENT

Long-term studies relating to the development and promotion of training, guidance and motivational programmes that will assist workers at all levels (including managers) to adjust to and to control technological innovation as it relates to work have continued. In this context the preparation of a “global” research project “Training managers in the choice and effective application of technologies” was completed during 1973.

A volume entitled Guidelines on the introduction of a vocational system using modules of employable skills was prepared for use in ILO technical co-operation projects.

Participation in the work of the Joint FAO/UNESCO/ILO Advisory Committee on Agricultural Education, Science and Training has continued. At the end of 1973 the Committee established a document to advise the Directors-General of FAO, UNESCO and ILO on the planning and executing of programmes of agricultural education, science and training as well as rural employment on the basis of agreed complementary roles of the respective organisations.

The Spanish version of the booklet Vocational assessment and work preparation centres for the disabled was published.

At the request of the African Training and Research Centre in Administration for Development a paper was prepared for a seminar on “National career policies and structures”. It was entitled “The institutionalisation of vocational guidance in Africa”.

A study on the organisation and planning of training for hotel and tourism occupations in Tunisia was completed and officially submitted to the Tunisian Government and the World Bank. The study includes a methodology for assessing training needs in the tourism sector and an introduction of a pedagogical approach based on the modular training system.


During 1973, 193 CIRF abstracts were prepared and distributed.

A paper entitled “Comprehensive concepts and systems of accelerated development of managerial resources” was prepared for the Regional Expert Group Meeting on Higher Management Education and Training in Africa organised by the United...
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Nations Economic Commission for Africa in collaboration with the German Foundation for Developing Countries.

An in-depth review of the Management Development Programme was undertaken by the Governing Body in November 1973 and February 1974. The main conclusions emerging from this review will be reflected in the future development of the Human Resources Development Programme.

In the Americas five vocational training projects were completed. In Argentina and Colombia rehabilitation projects for the blind and the disabled, respectively, were carried out. Assistance was also given to the National Apprenticeship Service (SENA) in Colombia for the establishment of an in-plant training unit for upgrading the technical qualifications of supervisors and workers as well as for the establishment of a centre for training middle-level technicians. High-quality instructional material was prepared and new methods and systems for large-scale training were introduced for Latin America as a whole. After a study carried out by the Government of Haiti with the assistance of a vocational training adviser, the creation of a National Vocational Training Scheme and a Pilot Training Centre has been proposed; $700,000 have been earmarked under the country programme for execution in 1975. Accelerated training provided by an expert for Peruvian workers in the zone affected by the earthquake of May 1970 has trained nearly 180 national specialists by a “training-cum-production” method, as a result of which the construction of some 120 houses has been undertaken.

In the Asian region projects designed to assist in the creation of a number of national training centres and institutes were completed. A project approved by the UNDP in 1966 to assist the Government of India in the establishment and initial operation of a highly specialised training institute for mould designers and makers and to provide advisory services in plastic mould making and plastic conversion techniques to small-scale and other industries has graduated 280 trainees from two-year courses and 236 from short-term courses. Eleven experts assisted the Republic of Korea in establishing a central vocational training institute consisting of an instructor training centre, a pilot vocational training centre, an in-plant training programme, a trades training system and a technical office for the preparation of teaching materials. By the completion of the project over 20,000 people, including almost 1,000 instructors and 345 industrial supervisors, had been trained.

In the African region a centre for training and retraining of office personnel was created in Upper Volta at Ouagadougou, where the 480 trainees graduating from the centre over a period of nine months found immediate employment. A similar centre has also been established in Rwanda.

In the Middle East a three-year regional project for vocational rehabilitation directed towards the development of vocational rehabilitation facilities and pilot vocational rehabilitation centres was completed in June. In the Syrian Arab Republic a project for the establishment of a vocational training scheme for roads and bridges has provided about 75 per cent of the course materials and aids needed for comprehensive future training of the employees of the ministry concerned. In addition, technical and teacher training was provided to local counterparts.

The preparatory work for the ILO’s first project for the rehabilitation of drug addicts, an inter-agency UN/ILO/WHO project for Thailand, has been completed.

Several trends in the evolution of technical co-operation in management development are to be observed. An increasing number of projects are being extended into a second phase; more new projects are being developed from an initial modest allocation of pre-project assistance; and new types of projects differing from those related to the establishment of management development centres are being requested. The new second-phase projects generally include in-depth training in management consultancy. A new type of project covering the distribution of consumer goods is now operational in Venezuela. An increase in requests for assistance in improving the management and productivity of state-owned and mixed enterprises in Africa has been noted.
In Sri Lanka the first phase of a large-scale project to assist the Government in the establishment of a management development and productivity centre was completed in June and has entered its second phase. The now fully operational National Institute of Management had provided 84 courses for some 1,970 participants by the end of the first phase. Other projects completed in 1973 included a comprehensive three-year project in management development and industrial training in Pakistan and the second phase of a project to strengthen the Management Development and Productivity Centre in Trinidad by increasing its capacity for training and consultancy.

In Tanzania a two-and-a-half-year follow-up project to strengthen the activities of the National Institute for Productivity was completed. The project helped to promote better business practices, entrepreneurial development and management effectiveness in small and medium-sized enterprises.

A one-week seminar for ILO project managers and senior experts in the field of training for hotel and tourism projects was organised. Improving training systems through the use of modules, planning career information facilities and motivation campaigns, standardisation of equipment and adaptation of teaching aids to developing countries were among the topics discussed.

GENERAL CONDITIONS OF WORK

A Working Party set up by the Governing Body to undertake an in-depth review of the General Conditions of Work Programme completed its work. Its report, which was examined by the Governing Body at its February-March 1974 Session, has established the future priorities, objectives and means of action of this programme, and will be fully taken into account in the future development of the ILO's work in this field.

A new Convention (No. 138) and Recommendation (No. 146) on minimum age for admission to employment were adopted by the 58th (1973) Session of the International Labour Conference. The Convention, which revises ten existing Conventions, prescribes a general minimum age of at least 15 years but allows developing countries initially to limit the scope of application and to fix the age at 14.

The Conference also held a first discussion on the subject of paid educational leave. A report setting out the proceedings of the Conference on this item and the texts of a proposed Convention and Recommendation based on the Conclusions adopted by the Conference was published and transmitted to governments. A report on the application of ILO instruments relating to the night work of women was prepared for the Governing Body.

A law and practice report on migrant workers was published and transmitted to governments with a view to a first discussion at the 1974 Session of the Conference. The report covers migrations in abusive conditions, equality of opportunity and treatment, certain elements of social policy (in particular, the uniting of families, health, social services and housing) and employment and the regulation of residence.

A report on the employment, status and conditions of migrant workers in Africa was prepared for the Fourth African Regional Conference. A study on remuneration and incomes of migrant workers in France is shortly to be published.

The first phase of two technical co-operation projects was completed in 1973. One, concerning migrant workers, provided advice to the Government of Upper Volta on the reorganisation of labour services for emigrants, the improvement of recruitment and supervision procedures and the supply of information on conditions in the countries of immigration. The other was a conditions of work component of a comprehensive labour administration project in Zaire. In addition, a project was completed in Congo on wage structure in relation to job classification, and a wage policy component of an employment planning and organisation project in the Libyan Arab Republic entered its second phase.

A study on social services at the enterprise level in Latin America, intended as a follow-up to a resolution adopted by the Ninth Conference of American States
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Members in 1970, has been published in French; a Spanish version is in course of preparation. A brief information paper describing some of the changes that have recently taken place in wage policies and practices of a number of Eastern European countries has also been published. An analysis of trends in wages and prices in different regions over the last three to five years was prepared for the next United Nations Report on the World Social Situation.

A series of documents on the application of the principle of equal remuneration for men and women was completed for a meeting of experts on the subject to be held in May 1974.

A report on incomes of agricultural workers, particularly in developing countries, was prepared for the forthcoming session of the Advisory Committee on Rural Development. Studies on incomes of agricultural workers in Asian countries and in West and North Africa were also prepared. A report on conditions of work and life of agricultural workers and similar categories was submitted to the Fourth Session of the Inter-American Advisory Committee.

OCCUPATIONAL SAFETY AND HEALTH

A report containing the Conclusions of the first discussion by the 58th Session of the International Labour Conference on control and prevention of occupational hazards caused by carcinogenic substances and agents, as well as the text of a proposed Recommendation on the subject, has been completed and distributed to member States.

The French version of the first volume of the ILO encyclopaedia on occupational health and safety has been published.

Technical co-operation projects completed in 1973 included one in Algeria which prepared detailed plans for the establishment of an occupational safety and health institute; assistance to the Turkish Occupational Safety and Health Centre in occupational disability evaluation and industrial toxicology; and assistance in the establishment in Egypt of an Occupational Safety and Health Institute, which is now in a position to take responsibility for co-ordinating the activities of all existing bodies concerned with science and technology relevant to the occupational safety and health problems of man at work.

In the Americas the regional adviser undertook 16 missions in which he assisted in drafting legislation, organised courses, participated in seminars, and advised on the organisation and operation of services and the preparation of country projects.

In addition three short-term projects were completed: one in Iran assisted the Ministry of Labour and Social Affairs in the launching and development of the Centre of Occupational Safety and Health in Teheran; and in St. Kitts-Nevis-Anguilla the Ministry of Labour was assisted in carrying out a preliminary survey of industrial-type activities and the risks involved, in order to draw up an operational plan and recommendations for the improvement of occupational safety and health, development of appropriate administrative and technical measures and training of personnel.

A Meeting of Experts on the Safe Use of Asbestos, held in Geneva in December 1973, discussed the pathological effect of exposure to asbestos (including asbestosis and cancer) and the technical, medical and administrative measures for their prevention. They recommended the adoption of an instrument on the safe use of asbestos. They also asked the ILO to designate international reference laboratories for standardising sampling and analysis techniques for asbestos dust and recommended that the ILO prepare a guide on the safe use of asbestos to be issued to all parties concerned.

A Meeting of Experts on Control of Atmospheric Pollution in the Working Environment, held in Geneva in November 1973, urged the ILO to adopt international

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1 Some recent wage trends in Eastern European countries, General Conditions of Work Series, No. 26.
labour standards to protect all workers who are exposed to airborne "dangerous, irritant and offensive" substances. The preventive and protective measures recommended by the experts included: design of plants in the light of industrial hygiene requirements, adequate maintenance systems, the elimination by substitution of dangerous substances and work processes and the isolation of dangerous installations. It was pointed out that the main responsibility for safety and health in the establishment rested with the employer but workers must also accept the responsibility of conforming to safety procedures. It was suggested that better equipment could be produced if precise design specifications were established by consultation between the manufacturer and user.

SOCIAL SECURITY

Research and studies completed in 1973 dealt with the question of extending social security in the rural areas in developing countries, the relationship between family benefits and population policies, the financial organisation of unemployment insurance and a study on current issues about medical care under social security in industrialised countries. A meeting of the Actuarial Sub-Committee of the ILO Committee of Social Security Experts reviewed the ILO's extended actuarial activities, adopted conclusions and recommendations on unemployment insurance financing, social security statistics and training by the ILO of social security actuaries.

ILO staff undertook the technical work required to draw up and implement new multilateral instruments for the preservation of social security rights of migrant workers, such as those adopted in Africa by the African, Malagasy and Mauritian Common Organisation (OCAM), and in Latin America by the Ministers of Labour of the Andean Group.

With financing from the Norwegian Agency for International Development (NORAD), the ILO organised an East African Symposium on the Relationship of Social Security, Social Planning and Economic Development (Dar es Salaam, 1-19 October). In addition to government officials, two representatives from employers' organisations and two from workers' organisations also participated. The Economic Commission for Africa and the International Social Security Association were also represented at the symposium, which adopted a set of conclusions on social security policy in East Africa on the basis of ILO technical papers.

The role of medical care services of social security institutions in a comprehensive national strategy for moderating population growth was the subject of ILO contributions to several training courses held with the United Nations Fund for Population Activities (UNFPA) financing.

ILO technical staff contributed to a meeting of the Committee of Experts on Social Security of the Council of Europe, which elaborated a medium-term programme for the harmonisation of social security in European countries, later adopted by the European Council of Ministers; a meeting of a working group of the Council of Europe, which prepared forms for the application of the European Social Security Convention; a meeting of the administrative centre on social security for Rhine boatmen, which discussed the possibility of revising existing instruments following the introduction of new EEC regulations on social security; and several meetings of the Administrative Commission of the EEC for Social Security of Migrant Workers, which discussed the revision of interpretative and administrative decisions in the light of new regulations.

In addition, the ILO participated in three meetings convened by the WHO: a Symposium on the Role of Social Insurance Institutions in Preventive Medicine, held in Nancy (France); an Expert Committee on Planning and Organisation of Geriatric

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1 This study is to be considered, as technical background material, by the Committee on Labor and Public Welfare of the United States Senate.
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Services, held in Geneva; and the WHO’s Second International Conference of National Committees on Vital and Health Statistics, held in October in Copenhagen.

Assistance was given to the FAO in drawing up the outline of a major research project on the relationship between social security for farmers and structural change in agriculture in Europe.

Technical co-operation projects in this field included advisory services for the Governments of Antigua, Bahamas, Republic of Korea, Libyan Arab Republic, Peru and Tunisia on actuarial and financial aspects of national social security schemes. Advice was provided to the Governments of Antigua, Bahamas, Cameroon, Chad, Dahomey, El Salvador, Ghana, Guatemala, Malaysia, Togo, Trinidad and Tobago and Zaire, for implementation and improvement of various aspects of their national social security schemes. A feasibility study was completed in Dominica for the implementation of a comprehensive social security scheme. A policy paper was prepared for the Government of the Ivory Coast for future social security planning.

The ILO social security adviser in the Caribbean area has been providing advice on social security administration and on possible co-ordination of social security protection for migrant workers to the member countries of the Caribbean Free Trade Association. Another ILO regional adviser helped a number of Latin American countries in gearing social security programmes to the requirement of family planning policies.

LABOUR ADMINISTRATION

The regional centres in Latin America (Inter-American Centre for Labour Administration (CIAT)) and in French-speaking Africa (African Regional Centre for Labour Administration (CRADAT)) developed and diversified their training activities, and the number of consultancy missions to ministries of labour in countries of the regions increased. Several hundred labour administration officials from some 20 Central American and South American countries participated in CIAT courses and seminars. In Africa CRADAT now provides courses of a more specialised nature than in the past, in response to the needs expressed by the countries concerned. Approximately 150 officials from labour departments from 15 countries took part.

An Asian regional project for the strengthening of labour administration was set up; in English-speaking Africa the annual regional programme for advanced training was held in Nairobi (30 July-8 September 1973).

Other regional projects included a regional training course for 20 labour ministry officials from 13 Caribbean countries, held in Georgetown, Guyana, from 5 to 24 November 1973 with the co-operation of the Canadian International Development Agency (CIDA), and a seminar, financed by NORAD, on labour administration and development planning held in Mogadiscio (Somalia) in December for 30 participants from 16 English-speaking African countries.

A regional adviser was in post in Addis Ababa and a number of longer-term missions were undertaken in Algeria, Antigua, Equatorial Guinea, Indonesia, Liberia, Mauritania, Nepal, Thailand and Zaire.

A Meeting of Experts on Labour Administration was held in Geneva from 15 to 26 October 1973. The conclusions of the meeting, which were submitted to the 191st Session of the Governing Body, will provide the basis for a Conference discussion of the subject, should the question be placed on the agenda of the Conference in 1976, as is expected.

The English and Spanish versions of the handbook entitled Labour inspection: Purpose and practice have been published, the French version having been issued in 1971.

LABOUR LAW AND LABOUR RELATIONS

In the area of labour legislation advice was provided to the Governments of Antigua, Dominica, Indonesia, Lebanon, Liberia, Montserrat and United Arab Emirates, in the drafting of new comprehensive labour legislation.
The ILO gave technical advice and assistance to the central workers’ and employers’ organisations and the Government of Tunisia concerning the conclusion of a basic collective agreement, covering matters not regulated by the Labour Code. In May 1973 this agreement was made legally binding throughout the country.

An advisory mission was carried out in Paraguay to give on-the-spot advice to the Government on the preparation of the labour relations protocol to be signed by Brazil and Paraguay with regard to the construction of the Itaipu Dam.

In Bangladesh an ILO/SIDA preparatory mission on workers’ participation in management in that country was carried out at the request of the Government and made recommendations including the possibility of future assistance to that country in regard to workers’ participation in management.

An expert in personnel management, attached to the Centre for Consultancy and Management Development of Iraq, completed his work. The Regional Adviser for Employers’ Organisations for Asia has taken up his post in Bangkok.

In Africa two technical co-operation projects in labour relations and personnel management were completed. One related to the work carried out by a staff relations adviser attached to the East African Community Training Centre in Arusha (Tanzania) and the other to assistance in personnel management in the framework of the Management and Entrepreneurship Training and Advisory Centre in Addis Ababa.

In the Caribbean region two experts concluded their assignments: a labour-management expert assisted the Government of the Netherlands Antilles in a comprehensive review and modification of its industrial relations system and a personnel management expert provided his services to the Centre for Management Development and Business Consultancy in Trinidad and Tobago. Also in the Caribbean region a Seminar on Labour Relations, organised in co-operation with the Danish International Development Agency (DANIDA), held in Port-of-Spain from 12 to 23 March 1973, was attended by 32 participants from government, employers’ and trade union circles. The main subjects discussed were the institutional framework of industrial relations, collective bargaining, labour dispute settlement procedures and labour relations at the level of the undertaking.

In Asia a series of national seminars on industrial relations under a joint ILO/NORAD project were held in Bangladesh, Hong Kong, India, Malaysia and Pakistan.

A study on collective bargaining in industrialised market economies was completed and published in January 1974. It contains ten national monographs and a comparative study. A practical guide on conciliation in industrial disputes was also published. It is designed to assist developing countries in the orderly settlement of industrial disputes.

An article on labour contracting and its regulation, describing various forms of employment of labour through intermediaries who stand between the worker and the principal employer, has been published in two parts in the May and June issues of the International Labour Review. Other Review articles in this field related to industrial relations in a multinational framework (June 1973), “industrial communities” and trade unions in Peru (August-September 1973) and new codification of Soviet labour law (August-September 1973).

A new issue of the Labour-Management Relations Series (No. 42) was published, reproducing the record of proceedings of and documents submitted to the Round Table on the Role of Employers’ Organisations in English-Speaking African Countries, which was held in Addis Ababa from 3 to 13 October 1972.

WORKERS’ EDUCATION

During 1973 the following seminars were organised in the context of the ILO programmes of co-operation with DANIDA: the fourth in a series of joint seminars on trade unions and co-operatives, which was held in Ankara for participants from non-Arab countries in the Middle East; an Asian Regional Seminar on New
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Educational Methods and Techniques in Workers' Education held in Manila, which was attended by 24 participants coming from 10 Asian countries; a Caribbean Seminar on Trade Unions and Co-operatives in Georgetown (Guyana); and an Inter-Regional Seminar on Education in Economics for Workers and Their Representatives, which was held in Elsinore (Denmark). Another inter-regional seminar also held in Denmark was organised with SIDA support in collaboration with the International Metalworkers' Federation at the School of the Danish Federation of Metalworkers in Jørlunde. The ILO participated in the Central American Seminar on Universities' Contribution to Workers' Education held under the aegis of the University Council of Central America. It also participated in two seminars in Africa: one organised in Abidjan by the General Workers' Union of the Ivory Coast, and attended by 25 trade union leaders, which was devoted to an analysis of trade union participation in development; and the other at Fourah Bay College, University of Sierra Leone, which concentrated on an analysis of population problems and their relationship to social progress and economic development.

In addition to the Scandinavian and the British Summer Schools, study programmes were organised in the Office for the Asian Trade Union College of the International Confederation of Free Trade Unions, the Technical Co-operation and Research Centre for Workers' Education in Developing Countries of the World Confederation of Labour, the International Metalworkers' Federation and the International Federation of Workers' Education Associations.

A Symposium on the Role of Universities in Workers' Education met in Geneva in November. It was attended by 20 specialists, comprising participants from universities, trade union educators and workers' education representatives.

A regional Caribbean workshop on the use and production of audio-visual and other teaching aids was organised in Barbados from 15 to 24 October in co-operation with the UNFPA. The workshop was organised to follow up the Regional Caribbean Seminar on Trades Unions, Workers' Education and Population Questions, also held with UNFPA support in Bridgetown in May. The UNFPA approved an inter-regional workers' education project to set up a clearing house for documentation and the production of audio-visual aids for teaching workers about population questions.

The educational materials and aids produced by the ILO in 1973 included: a workers' education manual on co-operation was printed in Arabic, as well as three booklets devoted, respectively, to the analysis of methods and techniques, the training of educators, and the scope and content of training programmes; a flip-chart, supplemented by a guide, for instructors responsible for workers' education on population questions in French-speaking African countries and a revised version of an illustrated booklet in English to be used in connection with the filmstrip "Methods and Techniques of Workers' Education".

CO-OPERATIVE, RURAL AND RELATED INSTITUTIONS

Several national projects related to various aspects of co-operative development were completed in different regions. They included projects on co-operative management and accountancy in Mauritania; on rural credit in Fiji; on co-operative education and training for government officials and staff of various types of co-operatives in Mali and for technical and administrative officials of rural co-operatives in Iran; and legislation and reorganisation of pre-cooperative and co-operative institutions in the Congo. The Regional Adviser for cooperatives in Latin America completed his 27-month mission in the region. A joint UNDP/ILO/FAO 3-month mission visited Nepal in order to determine the possibilities for the development of the co-operative movement in that country.

Three numbers of Co-operative Information were published. One of them, "Co-operation through pictures", is based upon educational materials developed and used by different ILO experts in co-operation in developing countries. Its main intention is to bring to co-operative educators the ideas of ILO experts based upon practical
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experience acquired during many years. The first international co-operative bibli¬
ography (390 pages) ever to appear was published as a supplement to Co-operative Information.

Twenty journalists from 12 countries, constituting the Working Party on Co¬
operative Press of the International Co-operative Alliance, took part in an informa¬
tion meeting in Geneva. Many topics relating to the ILO’s work in the area of co¬
operatives were touched upon. One result of the meeting was the adoption of a “Manifiesto for the Defence of Nature and Life”, which has been published in several co-operative newspapers.

A report entitled Organisations of rural workers and their role in economic and social development, prepared for the 59th (1974) Session of the International Labour Conference, has been published.

The ILO contribution to the Sixth Inter-Agency Report on Progress in Land Reform has been completed.

HUMAN RIGHTS AND INTERNATIONAL LABOUR STANDARDS

Seventy-seven ratifications of Conventions by 23 member States were registered in 1973, bringing the total number of ratifications up to 3,983. The state of ratification of the key human rights Conventions as of 31 December 1973 was as follows:

<table>
<thead>
<tr>
<th>Convention</th>
<th>No. of ratifications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)</td>
<td>80</td>
</tr>
<tr>
<td>Right to Organise and Collective Bargaining Convention, 1949 (No. 98)</td>
<td>94</td>
</tr>
<tr>
<td>Forced Labour Convention, 1930 (No. 29)</td>
<td>106</td>
</tr>
<tr>
<td>Abolition of Forced Labour Convention, 1957 (No. 105)</td>
<td>90</td>
</tr>
<tr>
<td>Equal Remuneration Convention, 1951 (No. 100)</td>
<td>79</td>
</tr>
<tr>
<td>Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</td>
<td>82</td>
</tr>
<tr>
<td>Employment Policy Convention, 1964 (No. 122)</td>
<td>49</td>
</tr>
</tbody>
</table>

The Committee of Experts on the Application of Conventions and Recommendations which met in Geneva from 15 to 28 March 1973 examined and processed some 2,600 reports from governments. This resulted in the communication to governments of a total of 1,431 comments relating to metropolitan as well as non-metropolitan countries (481 of them in the form of observations contained in the report of the Committee and 950 in the form of requests addressed directly to governments on behalf of the Committee). The Committee noted 68 instances in 38 countries in which positive measures had been taken by governments to ensure the better application of ratified Conventions.

The Committee of Experts also carried out a general survey, based on reports received from 114 countries under both articles 19 and 22 of the Constitution, on the effect given to two basic Conventions concerning freedom of association (Conventions Nos. 87 and 98).

The system of direct contacts, whereby the Director-General sends a representative to have discussions with governments which encounter special difficulties in applying ratified Conventions or in otherwise fulfilling their constitutional obligations with regard to international labour standards, was applied in the cases examined during the period. Successful discussions took place with the Government of Argentina (regarding 7 Conventions); Bolivia (4 Conventions), Paraguay (10 Conventions) and Dahomey (special reference to Conventions Nos. 18 and 29). In addition, direct contacts took place with the Governments of Argentina and Dahomey in regard to reporting obligations and submission of instruments to the competent authorities.
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Prior to the opening of the Fourth African Regional Conference (Nairobi, November-December 1973), a study course on international labour standards was organised for workers’ delegates and advisers attending the Conference. The purpose of the study course was to discuss the procedures relating to the adoption and implementation of ILO Conventions and Recommendations and the role which may be played by workers’ organisations in this connection. It was attended by 26 participants and by observers from the International Confederation of Free Trade Unions and the Organisation for African Trade Union Unity.

Freedom of association

Thirty-eight new cases were submitted to the Governing Body Committee on Freedom of Association; 70 cases were examined, 28 of which led to final conclusions on the part of the Committee.

An important case related to allegations of infringements of trade union rights in Chile. Certain interim conclusions on this case were adopted by the Governing Body at its 191st (November 1973) Session. At its 192nd (February-March 1974) Session the Governing Body instructed the Director-General to ask the Government of Chile to consent to the referral of this case to the Fact-Finding and Conciliation Commission on Freedom of Association.

Discrimination

The Ninth special report of the Director-General on the application of the Declaration concerning the policy of “apartheid” of the Republic of South Africa was submitted in English, French, Spanish, Russian and German to the International Labour Conference at its 58th (1973) Session.

A symposium on Equality of Opportunity in Employment in the American Region was held in Panama from 1 to 12 October 1973. This was the second in the series of regional meetings on equality of opportunity in employment, initiated in 1969 with a meeting in the Asian region. The report of the symposium was submitted to the Governing Body through its Committee on Discrimination at its 191st Session.

TECHNICAL CO-OPERATION

The ILO participated in the preparation of 47 country programmes which were submitted to the UNDP Governing Council. The ILO also contributed to the preparation of UNDP inter-country, inter-regional and global programmes. UNDP allocations approved for 37 large-scale projects, excluding government counterpart contributions in local currency, totalled approximately $22.8 million.

Inter-agency activities continued to develop. The ILO either participated in or was the executing agency for joint projects with the UN, UNDP, FAO, UNICEF, UNIDO, UNESCO, ICAO and WHO during 1973.

Under the ILO programme financed by the UNFPA, three regional advisers on co-operative and workers’ education have been appointed in Yaoundé and Addis Ababa. Another subregional adviser has been appointed in New Delhi. Regional or subregional seminars for employers on population questions and family planning were held in Port of Spain (Trinidad and Tobago), Accra (Ghana) and Kandy (Sri Lanka). The Institute for International Labour Studies organised, in co-operation with the ILO in Geneva, an international course on questions of work and population.

The ILO continued to participate in the United Nations Volunteer Programme with volunteers in Fiji, Ghana, Indonesia, Iran, Jamaica, Liberia, Mali, Nepal, Sudan, Swaziland, Togo, Turkey, Upper Volta and Yemen.

The Director-General of the ILO and the Executive Director of the UNIDO agreed on a joint policy statement which agreed to direct action on the part of the two organisations to meet the needs of the least developed countries, with special emphasis on small-scale industries.
An ad hoc working party of the ILO, UNICEF and UNESCO undertook preliminary studies of guidelines for a common policy on non-formal education in the field of rural development. At the request of UNICEF, the ILO provided technical advice on projects on pre-vocational training for young people and participated in seven UNICEF regional programme meetings.

The ILO has been requested by the International Bank for Reconstruction and Development (IBRD) to participate in projects for the modernisation of the Egyptian cotton-ginning industry. In addition to the vocational training aspects of the project, there is a potential for an ILO contribution in the area of management training which, according to the IBRD project report, is to be an important element in the industry's rehabilitation. Discussions were held with the IBRD to determine the modalities of further co-operation in the implementation of the project. The ILO's participation in this IBRD industrial project was a significant development, as it marks the first co-operative effort of this kind between the two organisations.

Funding has been received for a wide range of activities, including the World Employment Programme, from the aid agencies of Canada (CIDA), Denmark (DANIDA), Finland, the Federal Republic of Germany, Japan, Norway (NORAD), Sweden (SIDA) and Switzerland. As part of the closer co-operation with bilateral aid agencies, some 65 associate experts (25 of them newly assigned) from Belgium, Denmark, Finland, the Netherlands, Sweden and, most recently, the Federal Republic of Germany, were serving in ILO projects in Asia, Africa, Latin America, the Middle East and Europe.

Agreements to establish trust funds for the implementation of a wide variety of projects have been concluded with the Congo, Ethiopia, Greece, Ivory Coast, Kuwait and Liberia.

Altogether, a total of 1,054 experts from 65 countries carried out 1,240 assignments during 1973. The regional distribution of these assignments was: 550 in Africa, 217 in the Americas, 303 in Asia, 57 in Europe, 93 in the Middle East, and 20 inter-regional.

Fellowships and study grants totalled 2,776, of which 1,028 were for individual study abroad and 1,748 for participation in group training courses organised by the Office.

**MAJOR REGIONAL MEETINGS**

**African Regional Conference**

The Fourth African Regional Conference of the ILO was held in Nairobi from 27 November to 7 December 1973. It had the following items on its agenda: Report of the Director-General; employment, status and conditions of migrant workers and other workers holding the nationality of other African countries; and the promotion of balanced rural and urban development.

In reference to migration policy, the Conclusions adopted by the Conference called upon African States to frame and implement a concerted migration policy with a view to facilitating movement on a continent-wide basis for migrant workers and other workers with the nationality of one of the countries in the region and complete equality of treatment in respect of employment and occupation with nationals of the host country. They also spelled out the administrative measures to be taken to this end, together with measures concerning the improvement of the conditions of work and life of migrant workers, the requirements of labour administration and inspection services, the organisation and occupational rights of migrant and non-national workers and employers, social security protection and employment of refugees; the Conclusions also contained indications of areas where ILO assistance would be necessary. In a resolution concerning the situation of migrant workers in regions still under colonial or foreign domination, it was requested that the question be discussed in conjunction with the question of migrant workers at the 59th Session of the
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International Labour Conference. In its Conclusions concerning balanced rural and urban development, the Conference laid particular emphasis on the need to give greater attention to the development of the vast rural areas in which the majority of Africa's immense population is concentrated. The Conference enumerated various measures to be taken to encourage the growth of employment and incomes, the development of rural institutions and popular participation in rural areas, and the provision of social amenities in rural areas. It also drew attention to the role that the ILO should play in these matters.

In addition, the Conference adopted resolutions concerning: the financing of expenses of delegations to the International Labour Conference; the utilisation of natural resources for the purpose of accelerating economic and social development in Africa; the ratification and implementation of international labour standards in Africa; the participation of workers in national development and the strengthening of the protection of trade union rights in African countries; aid to the Sudano-Sahelian populations; the harmonisation of social security systems of African countries in order to promote the employment, status and conditions of African workers; and a resolution concerning Namibia.

Inter-American Advisory Committee

The Inter-American Advisory Committee held its Fourth Session in Lima from 19 to 28 September 1973. It had two items on its agenda: improvement of the conditions of life and work of peasants, agricultural workers and other comparable groups; and strengthening and furthering tripartite co-operation.

The Committee recommended that action by the ILO and the member States concerned should be directed at raising the employment and income levels of low-income rural workers and of marginal urban groups, coupled with the strengthening of various types of rural organisations. It also formulated conclusions concerning the importance and objectives of tripartite co-operation as well as its basic premises, structure and scope with special reference to conditions in the American region. The Committee recommended, and the Governing Body subsequently decided, that both items be included in the agenda of the Tenth Conference of American States Members of the ILO to be held in November-December 1974.

Asian Advisory Committee

The Fifteenth Session of the Asian Advisory Committee was held in Bangkok from 15 to 21 August 1973. It undertook a review and evaluation of ILO activities in the Asian region, consisting of a general review of decentralisation, technical co-operation, the ILO population programme in Asia and the Asian Manpower Plan; in-depth reviews of ILO action in management development, vocational training and labour administration in Asia; and a review of selected international labour standards of special interest to the region.

INDUSTRIAL ACTIVITIES

Petroleum Committee

The Eighth Session of the Petroleum Committee, held in Geneva from 2 to 13 April 1973, formulated guidance for improving safety and health and for dealing with problems of contract labour in the petroleum industry.

As regards safety and health, the Committee called on governments to establish standards based on the best information available and to enforce these standards by adequate inspection services. It recommended that appropriate measures be taken to minimise hazards in the working environment. The Office was requested to promote research on the effects of small quantities of toxic substances over a long period, and on the effects on workers of physical and psychological influences in the working
environment. The Committee also urged that employers and workers should participate jointly in carrying out safety and health measures, called for research and cooperation on job satisfaction and on ways and means of improving the motivation of both management and workers and recommended that legislation should provide for sanctions wherever safety and health standards are not observed. The Office was requested to promote the international standardisation of signs, notices, labels and colours so as to reduce hazards in this industry.

As regards the problems of contract labour in the petroleum industry, the Committee called for the regulation of the working conditions of contract labour and urged that consideration be given to the licensing of contractors and other measures—including even the abolition of labour contracting—in cases where the workers are not adequately protected by legislation or collective agreements. The Committee recommended that work on the technical processes of the industry—for the performance of which equipment and permanent employees are available, or can easily be made available, in the undertaking concerned—should not be contracted out except in unusual circumstances and that the employment of temporary workers through labour supply contracts should be limited to temporary or unforeseeable needs. The Committee considered that contracts between an oil undertaking and a contractor should in any case include a clause requiring the contractor to provide fair wages and working conditions. The Committee also urged that workers employed by contractors on the construction of new installations for the oil industry should, where appropriate and after suitable training, be offered permanent employment in these installations.

The Committee requested the Office to study problems of social policy in multinational enterprises in the petroleum industry and to carry out a programme of activities relating to the petroleum industry, giving due consideration within that programme to the effects of pollution originating in this industry.

Textiles Committee

The Ninth Session of the Textiles Committee, held in Geneva from 17 to 28 September 1973, adopted Conclusions concerning the two technical items on its agenda; (i) the role of the textile industry in the expansion of employment in developing countries and (ii) safety and health in the textile industry.

The first stressed the importance of the textile industry as an agent of industrial development and as a source of employment, and set out a number of technical considerations which related to employment creation and repercussions in terms of social policy. In addition to the general question of employment expansion, the Conclusions indicated the need to create favourable and humane conditions of life and work, to provide better training for workers, to apply compensatory schemes to help employers and workers during structural readjustment, and to ensure that where multi-shift working is introduced this takes place in general compliance with ILO standards. In the case of foreign investment, including investment by multinational enterprises, the governments of developing countries were urged to take appropriate measures to ensure fair wages and adequate working conditions, social services and the welfare of the workers.

The Conclusions concerning safety and health called for close and permanent tripartite collaboration at all levels in the prevention of accidents and occupational diseases in the textile industry and stressed the importance of workers' participation in the organisation and application of safety and health measures at the workplace. Suggestions for action at the international level included a thorough study of static electricity as a potential cause of fire and as a potential health hazard, the establishment of suitable threshold levels for the maximum acceptable concentration of textile dust and the establishment of international standards regarding the maximum tolerable level of noise and the maximum admissible concentration of toxic substances in the working environment.
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The Committee adopted four resolutions making recommendations for the ILO’s future over-all programme in the field of the textile industry, for action on child labour and night work for women, for the gathering of information on the conditions of life and work of textile workers and for a programme of research on multinational enterprises in the textile industry.

Tripartite Technical Meeting for the Timber Industry

A Second Tripartite Technical Meeting for the Timber Industry was held in Geneva from 28 April to 8 May. In its Conclusions concerning conditions of life and work, the Meeting made recommendations on remuneration, hours of work and rest, workers’ housing, welfare facilities, social security and safety and health. In its Conclusions concerning stability of employment in the industry, the Committee identified measures to be taken at the national level and the level of the undertaking to bring about greater stabilisation of employment, and recommended action to be taken by the ILO to this end. The Committee also adopted resolutions concerning multinational corporations, ILO action to obtain information on conditions of work and life of timber industry workers, medical care for workers in logging undertakings, the timber industry and environmental problems, and future ILO action in the timber industry.

Maritime workers

The International Labour Conference adopted at its 58th (1973) Session a Convention (No. 137) and a Recommendation (No. 145) concerning the social repercussions of new methods of cargo handling in docks.

The Third Session of the Joint IMCO/ILO Committee on Training was held at the IMCO headquarters in London from 2 to 6 July 1973. The Joint Committee decided to recommend the incorporation of a new appendix concerning the training and qualifications of officers and crews of ships carrying hazardous or noxious chemicals in bulk, into the “Document for Guidance—1970” which had been adopted at its Second Session in 1970. The Joint Committee further considered that the ILO and IMCO should clarify the Committee’s terms of reference in order to facilitate its work at future sessions.

The Fifth Session of the Joint ILO/WHO Committee on the Health of Seafarers, held at ILO headquarters from 17 to 21 September 1973, adopted resolutions recommending greater medical and first-aid training for ship personnel; guidance on financing and preventive care of teeth and mouth and emergency dental facilities for seafarers in ports; pre-employment and periodic medical examinations of crew members on tankers carrying chemicals in bulk; vocational training of seafarers on the problem of immersion hypothermia and incorporation of guidance on the ILO/IMCO/WHO “International Medical Guide for Ships”. The resolution on the future work programme recommended the convening of the next session of the Joint Committee as soon as possible to consider any proposals by the WHO for amendments to the recommended contents of the ship’s medicine chest, a revised draft of the “International Medical Guide for Ships”, and the question of medical recording of seafarers.

Non-manual workers

A Joint ILO/WHO Meeting on Conditions of Work and Life of Nursing Personnel was held in November 1973. It adopted a number of conclusions setting out principles and practices for the training, employment, working conditions and career of nursing personnel. Some of its recommendations concern measures to deal with the emigration of nursing personnel. The meeting also recommended that an international instrument should be adopted on the questions dealt with in its conclusions.
Work relating to the protection of performers' rights included an article in the *International Labour Review* ("International protection of performers' rights: some current problems", Vol. 107, No. 4, April 1973) which dealt with the problems encountered in the application of the Rome Convention; and the preparation by the Secretariat of the Intergovernmental Committee on the Rome Convention (provided jointly by ILO, UNESCO and WIPO) of a draft model law to facilitate ratification and application of the Rome Convention.
APPENDIX II

ACTION TAKEN ON THE RESOLUTIONS ADOPTED 
BY THE INTERNATIONAL LABOUR CONFERENCE 
AT ITS 53rd TO 58th SESSIONS

The International Labour Conference adopted unanimously at its 46th (1962) Session a resolution inviting the Governing Body to request the Director-General to include each year in his Report to the Conference a chapter setting out the steps taken to give effect to resolutions adopted at previous sessions and the results achieved. In pursuance of a decision taken by the Governing Body at its 152nd (June 1962) Session, the Director-General's Report to the Conference regularly includes an appendix reviewing the implementation of resolutions adopted by the Conference over the previous five years.

The present appendix provides information on steps which have been taken in 1973 to give effect to the resolutions adopted by the Conference at its 53rd to 58th Sessions. Thus, information given in previous years is generally not repeated; and some of the resolutions adopted are not mentioned here because the action taken on them has been completed and described in the Director-General's Reports to previous sessions of the Conference.

TRIPARTISM

Resolution concerning the Strengthening of Tripartism in the Over-All Activities of the International Labour Organisation (56th (1971) Session)

The resolution invited the Governing Body to consider all measures necessary to ensure that the tripartite structure is fully effective in respect of the entire range of the ILO's activities: to give particular attention to the full integration of all types of ILO activities in order that, in particular, standard-setting activities and technical cooperation become mutually reinforcing on the basis of tripartite elaboration, implementation and control; to request the Committee of Experts on the Application of Conventions and Recommendations to examine the question of whether equality of representation between workers and employers is being accorded in tripartite bodies where this is provided for in international labour instruments, and to consider the measures which the ILO could take to ensure implementation of article 23, paragraph 2, of the Constitution; and to recommend to governments that they consult the most representative organisations of employers and workers before finalising replies to ILO questionnaires relating to items on the agenda of the Conference. It further invited the Governing Body to request the Director-General to remind governments of their obligation to send tripartite delegations to the General Conference and the regional conferences, to request them, when communicating the credentials of members of national delegations, to state which employers' and
workers’ organisations were consulted, and to examine to what extent and for what reasons member countries were not fulfilling their obligations to send tripartite delegations to ILO conferences. With regard to technical co-operation, the resolution invited the Governing Body to consider the possibility of instituting a tripartite supervisory and inspection system for technical co-operation programmes and projects, and requested that the Director-General ensure that employers’ and workers’ organisations are fully associated with the recruitment of experts.

At its 188th (November 1972) Session the Governing Body adopted conclusions and recommendations on measures to be taken at the international, regional and national levels for securing more effective tripartite participation in the ILO’s technical co-operation programme. It authorised the Director-General to draw the attention of governments as well as of the international organisations concerned to such matters arising out of these conclusions and recommendations as might call for action on their part, and invited the Director-General to submit a progress report to the Governing Body at its November 1973 Session on the effect given to these conclusions and recommendations.

The Director-General submitted the report, based primarily on the replies received from governments and the reports from offices in the field, to the Governing Body at its 191st (November 1973) Session. The Governing Body then requested that a second report, analysing the measures taken by, and/or the problems facing, governments in relation to strengthening tripartite participation in the ILO’s technical co-operation programme, be submitted to it at its November 1974 Session.

The Governing Body also approved the setting up of tripartite teams within the framework of each of the regional advisory committees for evaluating ILO technical co-operation activities in the region concerned, having regard to the objectives of the Organisation and, in particular, to the principle of tripartite participation in all phases of such activities.

In accordance with the decision taken by the Governing Body at its 189th (February-March 1973) Session the question of strengthening and furthering tripartite co-operation was on the agenda of the Fourth Session of the Inter-American Advisory Committee, which met in Lima in September 1973. The report examined all forms of tripartite co-operation, identifying achievements as well as obstacles to full application of the principle, and offered suggestions as to which areas and by what means tripartite co-operation could be expanded.

In relation to standard setting, this resolution has given added impetus to the ILO’s efforts to increase the role played by workers’ and employers’ organisations in the implementation of ILO standards. In operative paragraph 2 (c) and (d) of the resolution the Governing Body was invited to request the Committee of Experts on the Application of Conventions and Recommendations “to give particular attention to the question of whether equality of representation between employers and workers is being accorded in tripartite bodies where provision is made for this in international labour instruments” and to consider measures which the ILO could take to ensure effective implementation of article 23, paragraph 2, of the Constitution. The detailed review of the above matters carried out by the Committee of Experts in 1972 and the recommendations of the Committee for further action were fully described in Part 2 of the Director-General’s Report to the 58th (1973) Session of the Conference.

In 1973 the Committee of Experts was able to note that a number of measures had already been taken with a view to promoting or facilitating more extensive participation by employers’ and workers’ organisations in the implementation of standards. (For further details, see Report of the Committee ofExperts on the Application of Conventions and Recommendations, Report III, Part 4A, International Labour Conference, 58th Session, 1973, paras. 56-78.) Action along the same lines continued in 1973, and the Committee of Experts is following attentively all further developments in ensuring an even closer participation of employers’ and workers’ organisations in the implementation of ILO standards.
In the letters sent to governments in June and July 1973 inviting replies to questionnaires in the Office reports on organisations of rural workers and their role in economic and social development, migrant workers, and human resources development—vocational guidance and vocational training, governments were reminded of the recommendation contained in the resolution that they consult the most representative organisations of employers and workers before finalising replies to the questionnaires. The letter of convocation for the 59th (1974) Session of the Conference also referred specifically to the provisions of the resolution concerning the tripartite composition of delegations to the Conference, and requested governments to supply the information asked for in the resolution when communicating the credentials of Employers' and Workers' delegates. Similar references were inserted in the letters of convocation for the Fourth African Regional Conference, the Second European Regional Conference, the Eighth Session of the Petroleum Committee, the Second Tripartite Technical Meeting for the Timber Industry (Forestry) and the Ninth Session of the Textiles Committee.

Finally, it should be recalled that the Governing Body, at its 191st (November 1973) Session, decided to place on the agenda of the 60th (1975) Session of the International Labour Conference an item relating to the establishment of national tripartite machinery to improve the implementation of ILO standards.

Resolution concerning Freedom of Speech of Non-Governmental Delegates to ILO Meetings (54th (1970) Session)

This resolution affirmed the importance the Conference attaches to the complete safeguarding of the right of Employers' and Workers' delegates to the Conference and of members of the Governing Body to express themselves freely, both during and subsequent to the discharge of their duties, on questions within the competence of the ILO.

At its 181st (November 1970) Session the Governing Body authorised the Director-General to communicate this resolution to the governments of member States and to employers' and workers' organisations. As requested by the Governing Body, the Director-General, in so doing, drew the attention of member States to the fact that the resolution records the understanding of the Conference of the scope of the obligations deriving from article 40 of the Constitution on the matter at issue, as part of the body of constitutional practice of the Organisation.

The terms of the resolution are now recalled in the Note for Delegates which is published in the Provisional Record at the beginning of every session of the Conference.

HUMAN RIGHTS

Resolution concerning Trade Union Rights and Their Relation to Civil Liberties (54th (1970) Session)

The action taken on this resolution, which, inter alia, enumerates a number of civil liberties considered by the Conference as essential for the normal exercise of trade union rights, has been described in Part 2 of the Director-General's Report to previous sessions of the Conference, in particular to the 58th (1973) Session.

In addition, in 1973 a study on "Public authorities and the right to protection of trade union funds and property" was completed. Other research projects are either under way or planned.
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Resolution concerning the Examination by the ILO of the Labour and Trade Union Situation in Spain (53rd (1969) Session)

This resolution took note of the interim report of a study group which had been appointed to examine the labour and trade union situation in Spain.

The Governing Body took note of the group's final report at its 177th (November 1969) Session and gave it further consideration at its 181st (November 1970) and 182nd (February-March 1971) Sessions. Detailed accounts of the action taken on the resolution were given in Part 2 of the Director-General’s Reports to the 56th (1971) and 58th (1973) Sessions of the Conference.

In 1973 the trade union situation in Spain continued to be followed both by the Committee of Experts on the Application of Conventions and Recommendations and the Conference Committee on the Application of Conventions and Recommendations and by the Governing Body Committee on Freedom of Association.

Resolution concerning Apartheid and the Contribution of the International Labour Organisation to the International Year for Action to Combat Racism and Racial Discrimination (56th (1971) Session)

This resolution appealed to member countries to ratify and apply the International Convention on the Elimination of All Forms of Racial Discrimination as well as the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). It condemned the continued suppression of human and trade union rights in several countries and called for the release of all persons imprisoned for their trade union or political activities. Member countries were urged to intensify their efforts to secure the elimination of apartheid, and the Governing Body was invited to request the Director-General, inter alia, to disseminate information about apartheid as widely as possible, and to submit proposals for dealing with the various forms of racial discrimination other than apartheid.

Detailed accounts of the action taken or envisaged on this resolution were provided in Part 2 of the Director-General’s Reports to the 57th (1972) and 58th (1973) Sessions of the Conference. Implementation of the resolution continued along the same lines in 1973 and included, in particular, the publication in English, French, Spanish, Russian and German of the Ninth special report of the Director-General on the application of the Declaration concerning the policy of apartheid of the Republic of South Africa.

Resolution concerning the Policy of Colonial Oppression, Racial Discrimination and Violation of Trade Union Rights Pursued by Portugal in Angola, Mozambique and Guinea (Bissau) (57th (1972) Session)

This resolution invited the Governing Body of the International Labour Office to instruct the Director-General:

(a) to ensure the widest possible dissemination, in the areas of Angola, Mozambique and Guinea (Bissau) still under Portuguese rule, of information and documentation on the exercise of civil liberties and trade union rights;

(b) to submit at a forthcoming session of the Conference proposals concerning a programme of ILO assistance in various fields to the peoples of Angola, Mozambique and Guinea (Bissau).

It also invited the Governing Body of the International Labour Office to examine at its 188th Session the most appropriate ways of enabling representatives of Angola, Mozambique and Guinea (Bissau), which are associate members of the Economic
Commission for Africa, to participate in ILO meetings and, in particular, in ILO African regional conferences.

The Governing Body at its 188th (November 1972) Session had instructed the Director-General to ensure with all means the widest dissemination in the areas of Angola, Mozambique and Guinea (Bissau)—as far as possible in the language of the areas— of information and documentation on the exercise of civil liberties and trade union rights. Accordingly, a statement of the trade union rights and civil liberties upheld by the ILO and of the information available concerning the exercise of trade union rights and civil liberties in Angola, Mozambique and Guinea (Bissau) has been printed and is being given the widest dissemination in English, French, Portuguese and Swahili. Consultations have been initiated with the Organisation of African Unity (OAU) concerning the possibility of translating the statements into other languages.

In respect of ILO assistance to the peoples in question, the Director-General requested the Secretary-General of the OAU to submit candidatures for training fellowships for persons from these territories in the fields of competence of the ILO, which include managerial training, vocational training in the urban and rural sectors and labour administration. The possibility of granting individual or group fellowships for participation in regional courses, such as the existing Regional African Labour Administration Centre (CRADAT), Yaoundé, or the projected Labour Administration Centre in Nairobi, has been envisaged and explored. The Director-General approached the Chairman of the Ministerial Advisory Board of CRADAT with a view to enlisting the Centre’s co-operation in the matter. The Director-General also informed the Secretary-General of the OAU that he recently arranged with the Director of the International Centre for Advanced Technical and Vocational Training in Turin for a certain number of fellowships to be made available by the ILO and the Turin Centre. All applications so far received for fellowships within the scope of this resolution have been granted. Such applications have not, however, been numerous. This dearth of applications, which was drawn to the attention of the Administrative Committee on Co-ordination (ACC), seems primarily due to lack of interest in training in fields within the competence of the ILO. As the Director-General reported to the Governing Body in February 1973, the limiting factor has not been any reluctance to increase substantially the number of fellowships granted but rather the absence of candidates in the fields of action of the ILO. Most of the refugees appear to prefer academic pursuits leading to the liberal professions. Consultations have been undertaken with the OAU to prepare the ground for the mounting of an ILO project or projects to assist persons from the territories concerned. An ILO mission, led by the ILO Regional Director for Africa, was scheduled to go to Dar es Salaam early in February 1974, to make contact with officers of the Liberation Committee of the OAU with this end in view.

The Governing Body, at a special sitting on 20 June 1973 in Geneva, decided to issue an invitation to those bodies which had been affirmed by the General Assembly of the United Nations to be the authentic representatives of the aspirations of the indigenous peoples of Angola, Mozambique and Guinea (Bissau). These bodies were invited to designate representatives at sessions of the International Labour Conference and the African Regional Conference who would have an opportunity to participate in accordance with the Standing Orders in the discussions at these Conferences of the Director-General’s Report. In the course of the 58th (1973) Session of the International Labour Conference the representatives of the National Liberation Front of Angola (FNLA) and the African Party for the Independence of Guinea and Cape Verde Islands (PAIGC) had occasion to participate in the discussion of the Director-General’s Report. Likewise, the representatives of the Mozambique Revolutionary Liberation Front (FRELIMO) and the African Party for the Independence of Guinea and Cape Verde Islands (PAIGC) participated in the discussion of the Director-General’s Report at the Fourth Session of the African Regional Conference of the ILO (Nairobi, November-December 1973).
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HUMAN RESOURCES AND EMPLOYMENT

Resolution concerning the Relations between International Trade and Employment (56th (1971) Session)

This resolution invited the Governing Body to request the Director-General to carry out a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme, and to contact the appropriate bodies of the United Nations, as well as GATT, to ensure that full consideration would be given to the effects on employment, wages and conditions of life in economic development and trade during the Second Development Decade when they establish and put into effect their own programmes.

The question of possible ILO action in order to promote fair labour standards in international trade remained pending before the Governing Body. The matter was discussed by the Governing Body at its 191st (November 1973) and 192nd (February-March 1974) Sessions on the basis of proposals submitted by the Office, and will be further considered in the context of an in-depth review of international labour standards to be undertaken later this year.

SOCIAL SECURITY

Resolution concerning Future Activities of the International Labour Organisation in the Field of Social Security (56th (1971) Session)

This resolution invited the Governing Body to request the Director-General to intensify efforts for the rapid extension of social security coverage, to examine lines of action for the adjustment of social security benefits to variations in the cost of living, to study the degree to which harmonisation of social security schemes fosters regional economic and social integration, to examine and to propose remedial action for the problems posed by technological progress, to examine the problems caused by differences between various types of social security benefits and to pay more attention to problems of social security in workers' education and management development programmes. The resolution also urged that the fullest possible use be made of technical co-operation programmes in order to strengthen and expand assistance for the setting up of national social security programmes, so as to promote ILO objectives in social security and to give special consideration to such action in relation to the World Employment Programme.

In 1973 the ILO continued to foster and promote the activities mentioned in the operative part of the resolution. Thus, a series of studies concerning the extension of social security to the sectors of the population which have been or still are less favourably protected against social risks has been completed. A number of technical co-operation projects with the aim of introducing a new social security scheme or of extending the scope of protection of the existing ones have been completed. The ILO has continued to provide technical assistance to the regional organisations in Africa, Europe and Latin America in such fields as harmonisation of social security legislation, social security protection of migrant workers, and co-ordination of social security schemes among the member States of the organisations concerned. It has also completed a comparative study of various medical-care systems in industrialised countries.

OCCUPATIONAL SAFETY AND HEALTH


This resolution requested the Governing Body to instruct the Director-General to take steps to include in Schedule I to Convention No. 121 the following occupational
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diseases: (i) occupational deafness and other noise-induced disorders; (ii) illnesses resulting from the performance of work under compression, and (iii) infectious diseases contracted by the staffs of medical services and of research laboratories. The Conference also invited the Governing Body to place on the agenda of a forthcoming session of the Conference the question of the revision of the list of occupational diseases included in Schedule I of Convention No. 121.

It was not possible to take any further action on this resolution in 1973.

Resolution concerning the Revision of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry, Published by the International Labour Office (54th (1970) Session)

This resolution requested the Governing Body to invite the Director-General to convene a committee of experts for the purpose of bringing the Model Code of Safety Regulations for Industrial Establishments up to date and adapting it to the present state of technology, and to arrange for periodic review of the regulations.

The ILO convened in 1973 a number of external consultants to advise the Office on the contents and format of the revised version of the Model Code, as well as on the procedures to be followed for the revision thereof. The conclusions of the consultants will serve as a basis for the preparatory work on revision which is provided for in the 1974-75 programme and budget.

Resolution concerning the Contribution of the International Labour Organisation to the Protection and Enhancement of the Environment related to Work (57th (1972) Session)

This resolution invited the Governing Body to instruct the Director-General: (a) to pursue and expand research for improving the working environment in the different branches of the economy, particularly with regard to gases and vapours, noise and vibration, and radiation; (b) to ensure that in the Programme of Industrial Activities prominence was given to new problems of the working environment; and (c) to study the problems arising in the field of working conditions and occupational safety, and any relationship between the industrial accident rate and a deterioration of the working environment, and to prepare law and practice reports in each of these fields. The Conference also invited the Governing Body to place on the agenda of a forthcoming session of the Conference the questions of occupational safety and the prevention of industrial accidents, as well as other questions related to the working environment, with a view to the possible adoption of new instruments.

At its 191st (November 1973) Session the Governing Body, when fixing the agenda of the 60th (1975) Session of the Conference, considered an up-dated version of a law and practice report on the working environment submitted at its 188th (November 1972) Session. While the item was not included in the agenda of the 1975 Session of the Conference, preparatory work is under way for a possible Conference discussion of the question at a future session. At its 58th (1973) Session the International Labour Conference had a first discussion on the prevention of occupational cancer with a view to adopting an international instrument. The second discussion will take place at the 59th Session of the Conference. A Meeting of Experts on the Control of Atmospheric Pollution in the Working Environment was held in November 1973; the meeting provided advice on the possible contents of an international instrument on the matter, as well as guidance on other possible future ILO activities. Similarly, a Meeting of Experts on the Safe Use of Asbestos provided the Office with technical advice on activities in this field. The proceedings of the ILO-sponsored International Conference on Pneumoconiosis (Bucharest, October 1971) were issued in 1973 by the local organisers of the conference.
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Many of the ILO’s activities in 1973 related to the working environment. The preparatory work for a project for the production of audio-visual and other teaching aids for use by workers’ educators is nearing completion; the detailed workplan will soon be prepared for submission to the United Nations Environment Programme (UNEP). Two other projects have already been submitted to UNEP, one on the role of enterprise management in environmental protection and the other on the implications of large-scale environmental projects on human resources development policies and strategies.

WORKERS’ EDUCATION

Resolution concerning Action by the International Labour Organisation in the Field of Workers’ Education (54th (1970) Session)

This resolution recommended various means of action to strengthen ILO activities in the field of workers’ education.

The in-depth review of the workers’ education programme, which was completed by the Governing Body at its 189th (February-March 1973) Session took full account of the terms of the resolution.

With a view to promoting, in consultation with workers’ organisations, the inclusion of workers’ education in the programmes of universities, a symposium on the role of universities in workers’ education was held in November 1973. The conclusions of the symposium emphasised the importance of the ILO contribution, especially in the development of technical co-operation projects. They also stressed the action to be taken by the ILO to promote documentation and applied university interest in workers’ education, union interest in universities and inter-university and inter-union co-operation.

The symposium on economic education for trade unionists to be held in 1974 will facilitate the identification of special areas for training purposes, as well as the appropriate methods and techniques to be developed.

MULTINATIONAL ENTERPRISES

Resolution concerning the Social Problems Raised by Multinational Undertakings (56th (1971) Session)

This resolution expressed the wish that a meeting, provided for in the Programme and Budget for 1972-73, concerning the relationship between multinational undertakings and social policy, be held as soon as possible, and requested the Governing Body to decide, in the light of the conclusions reached at the meeting, what action the ILO should take on the question and whether the Conference should consider this subject at a future session.

With the exception of the consideration of this subject by the Conference, action on the resolution was completed during 1972 and the early part of 1973. An account of this action was given in the Director-General’s Report to the Conference at its 58th (1973) Session.

MIGRANT WORKERS

Resolutions concerning Migrant Workers

In a resolution concerning ILO action for promoting the equality of migrant workers in all social and labour matters, adopted at its 56th (1971) Session, the Conference invited the Governing Body to request the Director-General to give
priority to the various problems confronting migrant workers and prepare a co­ordinated programme of action, to appeal to host countries not to use the presence of migrant workers to exert pressure, to undertake various studies on the nature and extent of discriminatory practices and the means of remedying them, to give particular attention to the serious human and social problems facing migrant workers, to study the laying down of rules governing repatriation of workers to their country of origin, to intensify the activities of the ILO with regard to social welfare, security and assistance for migrant workers and their families, and to draw the attention of member States to the effective and practical advantages of concluding agreements as compre­hensive as possible on the protection of migrant workers. The resolution further invited the Governing Body to request the Director-General to submit to it during the 1972-73 biennium a general study on migrant workers, to consider the need for revising the existing instruments and drawing up new instruments, to request the Director-General to obtain information on policies, plans and programmes for the achievement of full and productive employment and to include the problem of migrant workers in the agenda of one of the forthcoming sessions of the Conference.

In a resolution concerning conditions and equality of treatment of migrant workers, adopted at its 57th (1972) Session, the Conference reaffirmed the requests contained in its previous resolution. It also invited the Governing Body to request the Conference Committee on the Application of Conventions and Recommendations to carry out a study at an early date of the application of the Migration for Employment Convention (Revised), 1949 (No. 97), and the Equality of Treatment (Social Security) Convention, 1962 (No. 118); and to place the question of migrant workers on the agenda of an early session of the Conference, preferably the 59th (1974) Session.

At its 188th (November 1972) Session the Governing Body decided to place the question of migrant workers on the agenda of the 59th (1974) Session of the Conference. Since the question is to be discussed as a technical item on the Conference agenda, the Governing Body decided not to request governments to supply reports under article 19 of the Constitution on the instruments relating to migrant workers in 1975.

At its 189th (February-March 1973) Session the Governing Body examined the general study on migrant workers requested in the resolution adopted in 1971; this study included a review of past ILO action for migrant workers, a study of present-day migratory movements and the problems to which they give rise, and an outline of a future programme of ILO action. The Governing Body's discussion of this study will provide a basis for drawing up future ILO programmes in this field.

The Draft Long-Term Plan submitted to the Governing Body at its 192nd (February-March 1974) Session gave priority, among others, to the question of foreign and migrant workers.

In addition to other provisions included in the Programme and Budget for 1974-75 for the strengthening of ILO action for migrant workers, two meetings have been scheduled for 1974: a seminar on the conditions of work and life of migrant workers in South America, and a meeting on the problems of workers' education for migrant workers.

A second report on migrant workers (Report VII (2)) based on replies from governments to the questionnaire which had been sent in June 1973 with the first report, has been prepared by the Office. It contains Proposed Conclusions providing for the adoption of Conventions on migrations in abusive conditions and on equality of opportunity and treatment, and a Recommendation; this report will be before the 59th Session of the Conference for consideration.

The Fourth African Regional Conference (Nairobi, November-December 1973) discussed the question of "Employment, status and conditions of non-national workers in Africa ".

The Second European Regional Conference (January 1974), examined the question of "Manpower aspects of recent economic developments in Europe " in which certain
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aspects of the problems of the migrant workers were viewed from the angle of workers' migrations as an element of employment policy.

MARITIME WORKERS

Resolutions Adopted at the 54th (June 1970) and the 55th (Maritime) (October 1970) Sessions

Resolution concerning the Convocation of the Joint Maritime Commission

Action on this resolution, which requested that a session of the Joint Maritime Commission be convened at an early date, was completed in 1972.

Resolutions concerning Holidays with Pay for Seafarers

In two resolutions, adopted at its 54th (June 1970) Session and 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to invite the Joint Maritime Commission to consider at an early session the revision of the Paid Vacations (Seafarers) Convention (Revised), 1949 (No. 91), in the light of the provisions of the Holidays with Pay Convention (Revised), 1970 (No. 132).

The question was considered at the 21st Session of the Joint Maritime Commission, which adopted a resolution recommending that the revision of Convention No. 91 be included in the agendas of the next Preparatory Technical Maritime Conference and Maritime Session of the International Labour Conference. The Governing Body, at its 189th (February-March 1973) Session decided to place the question on the agenda of the Preparatory Technical Maritime Conference, which is expected to be held in 1975.

Resolution concerning Industrial Relations in the Shipping Industry

This resolution requested the Governing Body to arrange for an in-depth study by the ILO, with the co-operation of governments, shipowners and seafarers, of industrial relations in the shipping industry.

In this regard, no further developments can be reported in addition to the information contained in the Report of the Director-General (Part 2) to the 58th Session.

Resolution concerning the Health of Seafarers

This resolution requested the Governing Body, in co-operation with the World Health Organisation, to convene an early session of the Joint ILO-WHO Committee on the Health of Seafarers, to deal with questions which the Committee had recommended for further study.

The Fifth Session of the Joint ILO-WHO Committee on the Health of Seafarers was convened in September 1973, and adopted resolutions concerning medical and first-aid training for ship personnel; preventive care of teeth and emergency dental facilities for seafarers in ports; medical examination of crew members on tankers carrying chemicals in bulk; hypothermia; and the further work of the Joint Committee.

Resolution concerning Revision of Maritime Conventions

This resolution requested the International Labour Office to undertake a study to assist the Joint Maritime Commission to determine whether any of the Conventions
applying to seafarers should be revised or brought up to date, and whether any of the Recommendations should be supplemented by new instruments.

The Office is continuing to study the need for revising maritime instruments.

Resolution concerning Compensatory Leave

This resolution requested the International Labour Office to collect and publish information on national practices concerning leave to which seafarers are entitled, including annual leave, and compensatory leave for work done at weekends and on public holidays.

The situation as regards action on this resolution has not changed since last year.

Resolution concerning the Protection of Young Seafarers

This resolution requested the International Labour Office to examine a number of fields relating to the protection of young seafarers, in order to identify whether there are any areas in which there is a need for additional international standards concerning this subject.

As reported last year, the subject has been placed on the agenda of the Preparatory Technical Maritime Conference, which is expected to be held in 1975.

Resolution concerning Flags of Convenience

This resolution requested the Governing Body to ask the governments of member States, within the provisions of article 19 of the Constitution of the ILO, to report on an urgent basis on measures that have been taken in their respective countries to implement the provisions of the Seafarers' Engagement (Foreign Vessels) Recommendation, 1958 (No. 107), and the Social Conditions and Safety (Seafarers) Recommendation, 1958 (No. 108).

As reported last year, this item, after having been discussed at the 21st Session of the Joint Maritime Commission, has been included, by decision of the Governing Body, in the agenda of the Preparatory Technical Maritime Conference.

Resolution concerning Technical Co-operation

This resolution requested the Governing Body to inform governments, and through them the shipowners' and seafarers' organisations in each developing country, of the co-operation which the ILO can provide at the request of governments to assist them in implementing the International Seafarers' Code.

As a result of the steps taken to give effect to this resolution, new technical co-operation projects in the maritime field have been started in several countries.

Resolution concerning Regional Maritime Conferences

This resolution invited the Joint Maritime Commission to consider the advisability of convening in the near future regional maritime conferences on the lines of those which have already been held for the Asian region.

No new development concerning this resolution has been recorded during 1973.

Resolution concerning Seamen's Welfare on Board Vessels (Sewage Disposal)

This resolution requested the Governing Body to collaborate with the Inter-Governmental Maritime Consultative Organisation (IMCO) in promoting seamen's welfare on board vessels in port by studying the possibility of improving methods of
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sewage disposal from vessels, so that the sanitary facilities which are provided on board may be used without infringement of national and international legislation dealing with the avoidance of pollution.

No further development concerning this resolution has been recorded during 1973.

Resolution concerning the Minimum Basic Wage for an Able Seaman

This resolution concluded that at the time of the 55th (Maritime) (October 1970) Session of the Conference, the figures of £42 and US$100 could be regarded as the equivalent of the basic wages for a calendar month of service of an able seaman as laid down in the Wages, Hours of Work and Manning (Sea) Recommendation, 1958 (No. 109), and recommended that the Joint Maritime Commission, at each of its sessions, should review the minimum basic wage figure with a view to maintaining the standard of the Recommendation.

Since the 21st Session of the Joint Maritime Commission fixed the new figures for the minimum wages of an able seaman in pounds and US dollars, as reported last year, no new development has been recorded.

Resolution concerning Continuity of Employment of Seafarers

This resolution invited the Director-General to submit a report on continuity of employment of seafarers to an early session of the Joint Maritime Commission.

As reported last year, this question was included in the agenda of the 21st Session of the Commission, and the Governing Body decided to place it on the agenda of the Preparatory Technical Maritime Conference. No further development has been recorded.

Resolution concerning Sports Activities for Seafarers

This resolution requested the Governing Body to invite the Joint Maritime Commission to study the problems involved in the establishment of an International Sports Committee for Seafarers, with a view to facilitating international co-operation in this field.

No further effect has been given to this resolution other than that indicated in the Report of the Director-General (Part 2) to the 57th Session of the Conference.

Resolution concerning International Co-operation in the Field of Seafarers' Welfare

This resolution requested the Director-General to undertake studies on measures to be adopted for the further development of international co-operation in the field of seafarers' welfare.

The situation as regards this resolution has not changed since the publication of the Report of the Director-General last year.

INDUSTRIAL ACTIVITIES

Resolution concerning the Programme of Industrial Activities of the International Labour Organisation (57th (1972) Session)

This resolution reaffirmed the full support of the Conference for the Programme of Industrial Activities. It called for the systematic collection of, and research into, the collective agreements and legislative texts in force in different industries, and for the publishing of periodic reports on the development of social conditions. It also invited
the Governing Body: to instruct the Director-General to continue to do his utmost to ensure that priority is given to the full implementation of the ILO Programme of Industrial Activities as formulated and determined by the Governing Body and the General Conference of the International Labour Organisation; and to take into consideration the necessary organisation of the services so that all industrial activities are properly co-ordinated within the ILO Programme of Industrial Activities, in accordance with the Programme and Budget for 1972-73.

The Office has continued to build up its library of collective agreements concluded within individual industries. Following the research carried out on agreements in the petroleum industry—a brief account of which was given in the Director-General’s Report to the Conference at its 58th (1973) Session—work was undertaken on agreements concluded in the textile industry. As a result of this research, the General Report submitted to the Textiles Committee at its Ninth Session (September 1973) contained a chapter on some recent trends in collective bargaining, which analysed a cross-section of agreements from both developed and developing countries.

The development of social conditions within individual industries—including the conclusion of collective agreements and the promulgation of legal texts relating to the industries—is normally covered in the section on recent events and developments which forms part of the General Report submitted to each session of an Industrial Committee.

TECHNOLOGY

Resolution on Labour and Social Implications of Automation and Other Technological Developments (57th (1972) Session)

This resolution invited the Governing Body of the International Labour Office to request the Director-General to carry out studies on the social problems of technological development, in so far as possible with other international organisations, in particular with regard to: development trends, especially the scale and rate of technological change; the probable demand for labour in specific areas and industries; over-all studies on the kind of action taken in this field in countries having comparable socio-economic systems, and on the way such action works; the development of internationally comparable occupational descriptions in key occupations; use which the developing countries might make of the experience acquired in the industrialised world; and the evolution of new types of technology suitable to the special needs and conditions of developing countries. The resolution further called for assistance to developing countries to ensure that the introduction of technological innovation is accomplished with positive results and not accompanied by social disadvantages; for the inclusion of the social problems of technological development and the ways and means whereby such problems might be solved in the training programmes of the ILO and associated institutions; and for the inclusion of the social problems of technological development in the agenda of future sessions of the International Labour Conference, Industrial Committees and regional conferences.

Action on many of the subjects indicated in the resolution is already being taken in many ILO programmes, particularly those relating to human resources development, labour-management relations, employment planning and promotion, workers’ education, conditions of work, industrial activities and social security. Provision has been made in the Programme and Budget for 1974-75 for expanded action in most of these fields: for instance, provision is made for the continuation under the World Employment Programme of research and action programmes on technology and employment. The revision of the international labour instruments concerning vocational guidance and training which will be undertaken in 1974 and 1975 will be designed to keep training and guidance in line with the requirements of technological
change; and much of the research planned or under way to improve conditions of work and life and to develop social institutions is designed to explore the effect of technological change on safety and health, hours of work, the possibilities for greater humanisation of work and labour relations.

In the field of social security, a research project has continued to analyse the adequacy of existing social security systems as well as ILO standards as regards unemployment arising in the context of the new needs imposed by technological change. The financial and actuarial aspects of unemployment benefit schemes were examined by the Actuarial Sub-Committee of the Committee of Social Security Experts, which was held in December 1973. In the same context, the question of income security in Europe in the light of structural changes was discussed at the Second European Regional Conference in January 1974.

The Office took part in the Working Party of the Council of Europe on the Equivalence of Professional Qualifications in Automotive Mechanics. ILO participation was related directly to "the development of internationally comparable occupational descriptions in key occupations".

A number of projects and studies including the training of managers, in developing countries, in the choice and application of new technologies with due regard to the social implications of technological progress, and on the problem of social responsibilities of management, with a view to preparing materials that would be used in management training programmes are under way.

SPECIAL CATEGORIES OF WORKERS

Resolution concerning the Employment of Older Workers (54th (1970) Session)

This resolution invited the Governing Body to co-ordinate the studies, projects and experiments carried out by member States concerning discrimination in the employment of older workers; to arrange for the Office to study different systems of continuous vocational training and the effects of pension schemes in several countries on the employment of older workers; and to include those subjects in the agenda of an early session of the Conference.

A study of discrimination based on age and of measures needed to combat such discrimination has been undertaken. On the basis of this study—a report on the aged and elderly submitted to the General Assembly in 1973—and of other activities and expressions of interest relating to the prevention of discrimination against older workers and to the flexibility of the age of retirement and to protection of income following retirement, consideration will be given at an appropriate stage to placing questions concerning older workers on the agenda of a future session of the Conference. Moreover, attention is being given to the guidance and retraining of older workers in connection with the revision of the ILO instruments concerning vocational guidance and training.

Resolution concerning Women Workers (57th (1972) Session)

This resolution invited the Governing Body to request the Director-General to work out a programme to promote equality of treatment and opportunity for women workers and to update the report on women workers in a changing world, and to consider, on the basis of this report, placing the question of equality of treatment of women workers on the agenda of the Conference session to be held in 1975, International Women's Year.

The report on women workers in a changing world has been brought up to date as requested, and, on this basis, the Governing Body decided to place the question of equality of opportunity and treatment for women workers on the agenda of the 1975
Session of the International Labour Conference. A meeting of the Panel of Consultants on Women Workers' Problems is scheduled for May 1974, with the purpose of identifying and advising the Office on the main points to be brought to the attention of the Conference.

The 1975 Session of the Conference will also have before it a world survey of the implementation of the equal pay principle contained in the Equal Remuneration Convention, 1951 (No. 100), based on reports submitted by governments under articles 19 and 22 of the Constitution.