PART II

ACTIVITIES OF THE ILO, 1979
HUMAN RIGHTS AND INTERNATIONAL LABOUR STANDARDS

Ratification of Conventions

In 1979 a total of 125 ratifications by 41 member States was registered. Of these, 93 were new ratifications and 32 represented the confirmation by new member States of obligations previously undertaken in their name. Europe accounted for 46 of the ratifications registered, the Americas for 32, Africa for 27 and Asia for 20. Once more, a high percentage of ratifications emanated from the developing countries: 58 per cent of the total ratifications and 44 per cent of the new ones.

The Labour Administration Convention, 1978 (No. 150), received three ratifications in 1979 and will enter into force on 11 October 1980.

On 31 December 1979 the total number of ratifications was 4,766. The state of ratification as regards Conventions in the field of basic human rights and tripartism was as follows:

<table>
<thead>
<tr>
<th>Convention</th>
<th>No. of ratifications</th>
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<tbody>
<tr>
<td>Freedom of Association and Protection of the Right to Organise</td>
<td>92</td>
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<tr>
<td>Convention, 1948 (No. 87)</td>
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<tr>
<td>Right to Organise and Collective Bargaining Convention, 1949</td>
<td>109</td>
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<tr>
<td>(No. 98)</td>
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<tr>
<td>Forced Labour Convention, 1930 (No. 29)</td>
<td>121</td>
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<tr>
<td>Abolition of Forced Labour Convention, 1957 (No. 105)</td>
<td>105</td>
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<tr>
<td>Equal Remuneration Convention, 1951 (No. 100)</td>
<td>98</td>
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<tr>
<td>Discrimination (Employment and Occupation) Convention, 1958</td>
<td>98</td>
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<tr>
<td>(No. 111)</td>
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<tr>
<td>Employment Policy Convention, 1964 (No. 122)</td>
<td>65</td>
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<tr>
<td>Workers' Representatives Convention, 1971 (No. 135)</td>
<td>35</td>
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<tr>
<td>Rural Workers' Organisations Convention, 1975 (No. 141)</td>
<td>21</td>
</tr>
<tr>
<td>Tripartite Consultation (International Labour Standards)</td>
<td>20</td>
</tr>
<tr>
<td>Convention, 1976 (No. 144)</td>
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One denunciation was registered during 1979, in respect of the Abolition of Forced Labour Convention, 1957 (No. 105). The total number of denunciations was 30 on 31 December 1979.

In-depth review of international labour standards

At its 209th (February-March 1979) Session the Governing Body concluded the in-depth review of international labour standards referred to
in the Director-General's Report to the 65th Session of the Conference. The Governing Body approved a classification of existing or envisaged standards according to the following categories: (1) existing instruments, ratification and application of which should be promoted on priority basis; (2) existing instruments, revision of which would be appropriate; (3) other existing instruments; (4) subjects concerning which the formulation of new standards should be considered.

Other matters examined in the in-depth review included the place of standard setting in the broad context of ILO action, the universality of ILO standards and the need for adequate flexibility in the drafting of standards, the procedures for their revision, and the need for a new compilation of the existing body of standards arranged by subject-matter and in manageable form.

The Governing Body's review provides a broad framework for future standard setting and for its co-ordination with other forms of action—operational programmes, studies and research, and educational activities. It lays the foundation of a system for the continuing adaptation of standards to changing needs and the basis for ILO activities in the coming decades.

The work of the Committee of Experts on the Application of Conventions and Recommendations

In its General Report of 1979 the Committee reaffirmed its adherence to its fundamental principles of independence, objectivity and impartiality, stating that its task was to point out the extent to which it appeared that the position in each State was in conformity with the terms of the Conventions and the obligations which that State had undertaken by virtue of the Constitution of the ILO.

Some 2,000 reports were received for processing and subsequent examination by the Committee of Experts. A total of 1,100 comments were formulated by the Committee, either in observations incorporated in its report or in requests addressed directly to governments on the Committee's behalf. In its General Report of 1979, as in previous years, the Committee was able to express its appreciation of the considerable efforts made by many governments to ensure that their national law and practice were brought into conformity with the terms of Conventions they had ratified. The Committee noted 56 instances in which measures of this kind had been taken, involving 36 States and four non-metropolitan territories, bringing the total recorded instances of progress, since the Committee began listing them in its reports 16 years ago, to over 1,200.

The Committee of Experts also carried out a general survey of national law and practice in ILO member States as regards the matters dealt with in the Forced Labour Convention, 1930 (No. 29), and the Abolition of Forced Labour Convention, 1957 (No. 105), as well as a review of the experience gained and the positive results achieved through the procedure of direct contacts with governments, initiated ten years earlier, in 1969.
Finally, the Committee examined a second series of government reports on articles 6 to 9 of the United Nations Convenant on Economic, Social and Cultural Rights, and its conclusions were transmitted to the Economic and Social Council.

Direct contacts and promotional activities

Governments continued to appreciate the possibility of having recourse to consultations in their own countries with a representative of the Director-General in order to seek solutions to standards-related problems. In 1979 such direct contacts, missions following up on earlier direct contacts, or missions of a less formal nature involved the following countries: Angola, Colombia, Costa Rica, Guatemala, Honduras, Jordan, Kenya, Mauritania, Nicaragua, Peru, Romania and Venezuela. Missions of a similar kind were also carried out to certain countries in respect of which cases were pending before the Governing Body Committee on Freedom of Association.

A regional seminar on national and international labour standards was held in Bangkok in the autumn of 1979 for officials of labour administrations in countries of Asia and the South Pacific. This was one in the series of seminars organised in order to familiarise the officials in question with the obligations of their countries and the relevant ILO procedures relating to international labour standards. It was attended by 22 senior officials from 18 countries in the region.

A further seminar on national and international labour standards – the second of its kind to be organised for the benefit of an individual country – was held at Jakarta in November 1979 at the request of and with a financial contribution from the Government of Indonesia. It was attended by participants from the Ministry of Labour, other ministries and public bodies, and employers’ and workers’ organisations.

Finally, a study course on international labour standards and related procedures was organised for the benefit of Workers’ delegates and advisers prior to the opening of the Eleventh Conference of American States Members of the ILO, held in Medellín, Colombia, from 26 September to 5 October 1979.

Representations and complaints under articles 24 and 26 of the Constitution

Indications concerning the consideration of a representation relating to discrimination in employment and occupation and complaints concerning freedom of association standards will be found below in the sections relating to these subject areas.

Reference was made in the Director-General's Report to the 65th (1979) Session of the Conference to two complaints filed by the Government of France in 1978 relating to the non-observance by Panama of the Officers’ Competency Certificates Convention, 1936 (No. 53), the Repatriation of Seamen Convention, 1926 (No. 23), and the Food and Catering (Ships'
Crews) Convention, 1946 (No. 68). The Governing Body gave further consideration to the action to be taken for the examination of these complaints. At its 211th (November 1979) Session, on being informed that the two governments had agreed to resort to direct contacts, it decided to suspend examination of the question pending the outcome of these direct contacts.

At the 211th Session of the Governing Body the Committee on Standing Orders and the Application of Conventions and Recommendations gave preliminary consideration to the revision of the standing orders governing the examination of representations under article 24 of the Constitution, with a view to updating a text adopted over 40 years ago in the light of recent experience and practice.

Freedom of association

The Governing Body Committee on Freedom of Association held three sessions during the year and submitted nine reports to the Governing Body. The Committee had 32 new cases before it and formulated definitive conclusions in 35 of the cases submitted.

Some of the cases examined by the Committee concerned particular problems facing one or more trade union organisations while others—some of which had been before the Committee for several years—concerned more general questions affecting a country’s trade union activities as a whole. In the cases concerning Tunisia and Sri Lanka, missions were undertaken to these countries in February and May 1979 respectively.

The Committee on Freedom of Association also continued to examine the complaints presented by delegates to the International Labour Conference, under article 26 of the Constitution, against Argentina and Uruguay concerning observance of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and (in respect of Uruguay) the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). In the case concerning Argentina the Committee submitted interim conclusions which were approved by the Governing Body at its 209th and 210th Sessions (February-March and May-June 1979). At its 211th (November 1979) Session the Committee, while recalling the great importance which both it and the Governing Body attached to this case, expressed the firm hope that the new legislation announced by the Government would be fully in conformity with Conventions Nos. 87 and 98 and that it would be accompanied by the abrogation of the various restrictive provisions on trade union activities which had been imposed from 1976 onwards. The Committee requested the Government to furnish further information on the measures that had been taken to this end.

In the case of Uruguay the Committee presented at each of the three sessions an interim report which the Governing Body approved at its 209th, 210th and 211th Sessions (February-March, May-June and November 1979). At its 209th Session the Committee examined a draft Bill on occupational
associations whose text had been communicated to it by the Government and made comments on some of the provisions. In November 1979 the Governing Body, on the recommendation of the Committee, expressed the firm hope that the new law, in its final version, would be fully in conformity with Conventions Nos. 87 and 98 and urged its adoption in the very near future. The Government was asked to supply information on all subsequent developments in the matter.

The case of Chile is considered in Appendix II to the present Report, which deals with action taken on the resolutions adopted by the International Labour Conference.

At its session in February 1979, the Committee on Freedom of Association reviewed certain aspects of its procedure, examining in each case the improvements made in the past and the new measures proposed with a view to speeding up the Committee's work and increasing its efficiency. The new rules proposed by the Committee concern the following questions: relations with complainants; relations with governments; urgent and non-urgent reports; on-the-spot missions; and hearing of the parties. At its 210th (May-June 1979) Session the Governing Body approved the changes in procedure proposed by the Committee.

The complaint concerning the infringement of trade union rights in the United States (Puerto Rico), submitted at the request of ECOSOC and with the consent of the Government of the United States to the Fact-Finding and Conciliation Commission on Freedom of Association, is before the three-man Panel appointed by the Governing Body.

A study entitled *Inviolability of trade union premises and communications* was published in the course of the year. It gives an idea of the guarantees established by laws and regulations, with an indication of their limitations, and mentions the problems which arise in practice as evidenced in particular from the cases examined by the Governing Body Committee on Freedom of Association.

A resolution concerning freedom of association, trade union rights and industrial relations in Europe was adopted by the Third European Regional Conference. In operative paragraph 5 of the resolution the Conference requests the Governing Body, inter alia, to have studies undertaken analysing the trade union situations and industrial relations systems existing in Europe, with a view to organising exchanges of ideas and experience.

Equal rights

The *Fifteenth 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 to the Conference at its 65th (1979) Session. It dealt with recent events concerning the application of the policy of apartheid in the field of labour and reviewed developments at the international level as regards the action of governments, employers and trade unions with a view to eliminating this policy.
The Conference devoted two plenary sittings to the discussion of this matter. The Governing Body, at its 210th (May-June 1979) and 211th (November 1979) Sessions, examined the measures to be adopted for further tripartite action to eliminate apartheid, and the changes that had occurred in the Republic of South Africa as regards apartheid in labour matters. The Governing Body decided to convene a tripartite meeting in May 1980 to examine these questions and to recommend the setting up of a Conference Committee on the subject at the 66th (1980) Session.

Technical co-operation activities on behalf of the peoples of southern Africa continued to develop. In particular, two projects were implemented concerning the legislative changes necessary to eliminate discrimination in the field of labour in Namibia and Zimbabwe respectively.

Following a representation by the World Federation of Trade Unions under article 24 of the Constitution alleging non-observance of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), by the Federal Republic of Germany, the Tripartite Committee set up to examine this case submitted its report to the Governing Body in June 1979. At its 211th (November 1979) Session, the Governing Body took note of the report of its Committee and declared the closure of the procedure initiated as a result of the representation.

Following the decision of the Governing Body in November 1978 (mentioned in the previous Report of the Director-General) concerning a representation made by the International Confederation of Free Trade Unions concerning non-observance by Czechoslovakia of the same Convention, the representation, the Government’s reply and the report of the Committee were published in 1979 and the examination of the case was resumed by the Committee of Experts on the Application of Conventions and Recommendations in March 1979 and by the Conference Committee on the Application of Conventions and Recommendations in June 1979.

Activities to promote respect for principles of non-discrimination in general were continued to the extent permitted by the reduction in budgetary resources. Thus, in accordance with the decisions taken by the Governing Body at its 208th (November 1978) and 209th (February-March 1979) Sessions, special reports, to be submitted under article 19 of the Constitution, were requested on the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), for the autumn of 1979 from those countries which have not ratified the Convention. In future these reports will be requested every four years. The Committee of Experts on the Application of Conventions and Recommendations will be called upon to indicate in its next report the outcome of the examination of this information.

As indicated in the Report of the Director-General to the 65th (1979) Session of the Conference, in connection with the action taken on the resolution concerning the policy of discrimination, racism and violation of trade union freedoms and rights practised by the Israeli authorities in Palestine and the other occupied Arab territories (adopted at the 59th
Session in 1974), a mission appointed by the Director-General made, in February-March 1979, an on-the-spot study of the situation of the workers in the occupied Arab territories. The report of the mission appeared in a supplement to the above-mentioned Report of the Director-General. The mission made a number of recommendations concerning equality of opportunity and treatment for these workers in employment, conditions of work and social security as well as trade union activities. At the time, the Director-General stated that he would continue to follow the situation and would inform the Conference of further developments in the matter. Further information is accordingly given in Appendix III to this Report.

WORLD EMPLOYMENT PROGRAMME

The salient feature of activities under this Programme was the discussion, at the 65th Session of the International Labour Conference, of the agenda item entitled "Follow-up of the World Employment Conference: basic needs". The Conference adopted a resolution reaffirming the urgency of implementing the Declaration of Principles and Programme of Action adopted in 1976 and bringing out unequivocally the relationship that exists between economic growth, employment expansion and the satisfaction of basic needs. The importance of industrialisation was emphasised. The resolution also contained many recommendations for direct and immediate action by the ILO as well as by the member States. Emphasis was put on the need to continue work in the field of employment and to concentrate efforts on the needs of rural areas and the problems of poverty and low productivity in urban areas. The Conference also requested that the essence of the resolution be brought to the attention of the Preparatory Committee of the United Nations General Assembly responsible for the formulation of a new International Development Strategy.

In 1979 the trend in Office activities to concentrate on the application at the country level of the knowledge and experience acquired in the previous years was pursued and intensified. Advisory services to governments were increased.

Comprehensive employment policies

A series of articles was published in the International Labour Review on various aspects of employment and basic needs (health, education, nutrition, popular participation) with reference to poverty alleviation. Work also progressed in the elaboration of technical guidelines for setting basic-needs targets. Several contributions on basic needs and social indicators were produced, submitted to technical meetings and published. Guidelines were prepared for household surveys for poverty studies.

Efforts were also made with a view to the reflection of ILO concerns in the future International Development Strategy. Papers were prepared for the United Nations Committee for Development Planning and for the ACC Task
Report of the Director-General

Force on Long-Term Development Objectives. A monograph on the analysis of some international data with reference to basic-needs performance was published.

Technical co-operation activities in the field of employment and/or basic-needs planning increased. Three projects were completed in 1979 and eight were initiated, bringing the total number of projects in progress at the end of the year to 14, of which five were in Africa, five in Asia and four in Latin America. In addition, technical inputs were made to national workshops on basic needs and/or employment planning in Madagascar, Pakistan, Senegal, Spain and Sri Lanka. Technical advisory services were also provided to Bangladesh, Kenya, Pakistan and Sri Lanka, as well as to other international institutions, in particular to the FAO, the Asian Development Bank and the International Fund for Agricultural Development (IFAD).

A volume on Employment and basic needs in Portugal, presenting the outcome of a collective research project carried out by a team of Portuguese and ILO experts, who had previously co-operated in the preparation of the Portuguese medium-term economic Plan for 1977-80, was published.

Income distribution and employment

Four studies were completed, dealing respectively with poverty relief in poorer industrialised countries, with wages and incomes structures in the labour markets of developed countries, with poverty quantification and with technical guidelines for setting basic-needs targets. In addition, work on government services, which concentrates on the identification of beneficiaries and on methods of delivery, progressed satisfactorily, as did a study on income distribution, technology and appropriate products. Certain additional projects, begun in earlier years, were satisfactorily completed. These include a study on poverty and famines, a study on socio-economic groups and income distribution in Mexico, a study on income distribution and education in Asia and a study on the employment effects of changes in income distribution in four Asian countries. A major work item, synthesising the research undertaken in the field of income distribution, was also completed.

On the operational side, a project on incomes, wages and prices policies in Zambia completed its first phase, while technical advisory missions were undertaken to advise the respective governments on the preparation of a household survey in Sri Lanka and on incomes policy in Upper Volta.

International migration and employment

During 1979 work on international migration covered southern Africa, the Arab region and the question of indocumentados (migrant workers without official papers) in northern America.

As regards southern Africa, a number of working papers were produced, dealing with the demand for labour in mines in South Africa up to the year
2000; the legal aspects of labour migration from Lesotho; the attitudes and perceptions of Basotho miners; policy changes in South Africa vis-à-vis foreign migrants; and the scope for and constraints of reducing migration dependence through joint action of the countries supplying manpower.

Work regarding the Arab region was a continuation of that begun in 1977-78. It resulted in, inter alia, an empirical study on the two key countries of employment, the Libyan Arab Jamahiriya and Saudi Arabia, and an ILO publication entitled *International migration and development in the Arab region*. This book, besides providing a solid data base, is concerned with the effects of both immigration and emigration as well as the national or international issues and policies to which international migration gives rise.

In the context of northern America, a paper analysed the Canadian experience with amnesties in the early 1970s; another outlined a procedure for legalising, administering and controlling the flow of *indocumentados*; and a third evaluated the implications of different kinds of temporary worker programmes.

**International division of labour**

Work in this area focused on the analysis of industrialisation strategies of developing countries based on the processing of local materials and the export of processed products, and on the impact of these strategies on employment. Three studies were completed concerning the general aspects of these strategies, of which one was of a theoretical character while the others examined the cases of the Ivory Coast and the Republic of Korea.

Several case studies of particular sectors were concluded. Thus, three examined the impact of the processing of cotton on employment in the Ivory Coast, Peru and Senegal. Two other studies were completed for the Ivory Coast, examining the impact of the processing of sugar and of timber on employment. Finally, a case study was completed on the employment effects of the processing of fruit and vegetables in the Republic of Korea.

In the course of 1979 work began on a major study of employment, trade and North-South co-operation for which a grant was received from the Government of the Netherlands. This work will lead to a report to be discussed at a seminar in May 1980 and to the preparation of a manuscript for publication in book form.

**Rural employment policies**

In 1979, as in preceding years, the analysis of the magnitude and causes of rural poverty under various socio-economic and political systems, and the identification of measures for improving the conditions of the most disadvantaged target groups of the rural population were the over-all focus of work in this area.

The results of the quantification of rural poverty in Asia published earlier elicited such wide interest that an attempt was made to publicise and
popularise the Asian studies so as to ensure the widest possible dissemination. Towards this end, a publication entitled *Profiles of rural poverty* was produced, which discusses the major findings of the studies. In Africa studies were undertaken in Botswana, Ghana, Ivory Coast, Kenya, Malawi, Nigeria, Zambia and the Sahelian region, focusing on agrarian systems of production as a major determinant of income and poverty in countries where land is not a scarce factor. A manuscript based on the results of these studies is being prepared for publication under the title "Agrarian systems and rural poverty in Africa". Other investigations into the impact of different rural development measures on the employment and income situation in Algeria, Egypt, Sudan and Tunisia, which were financed from extra-budgetary sources, were completed and the results published in working papers. A follow-up seminar on these investigations with the participation of research workers, planners and policy-makers from the four countries involved is planned for 1980.

The programme in support of household surveys to map the nature, extent and causes of rural poverty was continued, with assistance to Sri Lanka and Tanzania in setting up the required statistical and monitoring services. Further technical advisory services were provided to a number of countries, e.g. to Kenya for the preparation of the Fourth Development Plan; in connection with participation in the World Food Programme (WFP) review and IFAD programming missions to Nepal, Somalia and Tunisia; to India, the Philippines and the Syrian Arab Republic to promote activities in favour of rural women; and to Liberia to assist in the preparation and implementation of a national rural development plan.

Agrarian systems and land tenure was the subject of various activities. Some results of earlier research were published in 1979. A workshop on "Alternative Agrarian Systems and Rural Development" was held in conjunction with the University of Dar-es-Salaam in Arusha in April 1979 for research workers and policy-makers from developing countries. A report on the workshop was published under the title *Overcoming rural under-development*.

In collaboration with the regional employment team for Latin America and the Caribbean (PREALC), six country studies were initiated on alternative forms of sugar-cane production in Argentina, Cuba, Dominican Republic, Guyana, Panama and Peru.

Assistance was provided to the FAO in preparing the World Conference on Agrarian Reform and Rural Development (WCARRD) (Rome, July 1979), and in the formulation of the draft of the Declaration of Principles and Programme of Action subsequently adopted by the WCARRD. This document constitutes an endorsement by the FAO's membership of an approach to rural development which has been advocated for some years by the ILO.

Good progress was made in work concerning rural women. Studies were completed or published on Bangladesh, China and Nigeria, as was a synthesis of findings on the role of women in rural areas in developing countries. Work
progressed on an anthology which will include case studies covering various aspects of the role of rural women in Brazil, Chile, India, Mexico, Morocco, Nigeria and Singapore, which is it is hoped, will be completed in 1980 as a contribution to the World Conference of the United Nations Decade for Women. Studies also progressed on such subjects as the impact of the penetration of the market economy on the work of rural women in India, on women workers on rubber plantations in Malaysia, and on the role of rural women in the bidi industry in India. Most of these studies are financed from extra-budgetary grants. Under a project to investigate the effects of socio-economic changes on the conditions of rural women, 15 country studies were commissioned in Latin America and Asia, with more to follow. Finally, it is expected that a pilot project on the promotion of employment and related activities for rural women will be implemented in the Syrian Arab Republic as the result of an inter-agency assessment mission undertaken in 1979.

Work on organisation and participation of the rural poor also made good progress. A number of case studies were carried out on initiatives taken from the top as well as at the grass-roots level to mobilise the peasantry for participatory rural development; progress was also made with a number of other studies on particular aspects of peasant movements, small farmers' development programmes, organisation of landless labourers, etc., partly using the "participatory research" method in which the rural poor are involved as active partners in the research. All the research under this item has the ultimate aim of providing technical co-operation and advisory services to governments, international bodies and non-governmental organisations which are seeking to contribute to participatory rural development.

Technical assistance projects of longer-term duration which include organisational aspects and institution building for the promotion of rural employment and increased production and income of small farmers and rural workers continued in the Congo and Costa Rica. Another project for village-level development was under way in Tonga, while in the United Republic of Cameroon a project aimed primarily at promoting employment for young rural people was launched.

In the field of internal migration and employment, work was pursued on the testing of a prototype model for rural-urban migration within a non-equilibrium framework. A working paper entitled "A simple migration model with market intervention" was issued. In addition, migration patterns— intra-rural, rural-urban, urban-rural—were analysed in the Ecuadorian Highlands on the basis of two empirical surveys. The expected results are intended to be incorporated in a model for assessing the reciprocal impact of urban-rural development on migration. Small-scale studies on the evaluation of migration-influencing policies were initiated in 19 countries in all regions.

Finally, the Ninth Session of the Advisory Committee on Rural Development was held in Geneva from 27 November to 6 December 1979, to review the ILO's work on rural development and to make recommendations for the direction and scope of this work in the next few years. The Committee
concentrated on problems of poverty and employment in developing countries and the need for organising disadvantaged groups of the rural population in order to ensure their stronger participation in the development process. The Committee noted with appreciation the increase in the volume of the ILO’s work on rural development over the last few years and the efforts made to focus on anti-poverty programmes. It urged continuation of this focus in the further development of the ILO’s activities in this field.

Crash labour-intensive public-works programme

The rapid progress of this programme noted in the previous Report was maintained in 1979, thanks to the generous support provided by UNDP and a number of the ILO’s multi-bilateral partners through several inter-regional, regional and country-specific technical co-operation projects. Twenty-three technical advisory missions were carried out by members of the ILO mobile team, at the request of the governments concerned, in Bangladesh, Burundi, Cape Verde, Haiti, India, Lao Republic, Mali, Nepal, Niger, Rwanda, Somalia, Tanzania, Tunisia, Uganda and Upper Volta. These missions assisted the respective governments in determining the technical feasibility of projects, finalising programmes for immediate implementation, formulating technical co-operation projects, and preparing requests for funding to be submitted to potential donor agencies. Three fairly large pilot projects in India and Upper Volta entered their final phase. One pilot project was completed in Bangladesh, resulting in a five-year thana development plan and a contribution to local-level rural works planning techniques. Fairly large-scale programmes of three to five years' duration were started in Afghanistan, Bangladesh, Burundi, Cape Verde, Mali, Nepal, Rwanda, Tanzania and Tunisia; and pilot programmes were finalised for launching in early 1980 in India, Lao Republic, Niger and Sierra Leone.

Thirteen missions were also undertaken to potential donors to inform them about the external aid requirements of a number of country programmes and in preparation for a second consultative meeting of potential donors.

A number of training activities were also carried out during the year. National training courses on planning, implementation and evaluation of special labour-intensive works programmes were organised with ILO technical inputs in Haiti, Tanzania and Thailand. Two officials from Tanzania went on training fellowships to India and Bangladesh, and one from Mali to Burundi, to study, on the spot, special public-works programmes in the host countries.

Technical papers on “Standard design for rural earth and gravel roads” and on “Fundamentals on concrete” and one research study on “Policies to enhance the income distribution potential and participatory character of special labour-intensive public-works programmes—lessons from the Employment Guarantee Schemes of Maharashtra, India”, were completed. The results of these as well as earlier research studies are being circulated to member countries currently undertaking large-scale crash public-works
programmes, besides being used by the ILO technical advisory service to devise special guidelines in these regards.

A second consultative meeting of potential donors convened jointly by the ILO and the UNDP in May 1979 resulted in the commitment of substantial external financial aid in the form of outright grants for the programmes in Bangladesh, Burundi, Mali, Nepal, Rwanda, Somalia and Tanzania. At the end of 1979 the total commitment of financial aid, as a result of the 1978-79 donors' meetings, amounted to US$21.2 million. The donors included UNDP, the OPEC Special Fund, Denmark, the Federal Republic of Germany, the Netherlands and Switzerland. In addition, tools, equipment and labour costs worth another US$1.9 million were approved by the UNDP for Afghanistan, Bangladesh, Lao Republic and Nepal under a regional project. Similarly, the Danish International Development Agency (DANIDA) approved two projects for India and Sierra Leone in 1979, under which tools, equipment and labour costs worth nearly US$1 million are envisaged for pilot programmes to be started in 1980.

The UNDP and several of the ILO's multi-bilateral partners such as Australia, DANIDA, the Netherlands, Norway and Switzerland also provided separate funds for supporting technical co-operation projects in this field. At the end of 1979 four inter-regional projects, one regional project and eight country-level technical co-operation projects were in operation; and four new country-level technical co-operation projects had been approved for implementation from early 1980.

The inter-regional and regional projects, particularly those supported by the UNDP and the Federal Republic of Germany, permitted practical exploration of several forms of activity in the field of technical co-operation between developing countries (TCDC), namely inter-country transfer of experience, dissemination of information and results of research, subcontracting of projects to local expertise and institutions, the use of training and research institutions for inter-country co-operation, and, to some extent, the supply of tools and equipment under TCDC arrangements.

The year also saw fruitful co-operation between the ILO, the WFP and IFAD. Experts of the ILO technical advisory service participated in four WFP project appraisal and evaluation missions in Bolivia, Guinea, Lao Republic and Lesotho; and one IFAD programming mission in Mali. ILO participation in another IFAD programming mission to Botswana resulted in a proposal for a five-year labour-intensive works programme to be financed through an IFAD loan of US$8 million and supported by a technical co-operation project for which an additional IFAD grant of US$400,000 is envisaged. Country programmes and technical co-operation projects were designed in support of UNEP's desertification programme and WHO's Global Water Supply Decade programme.

Thus, the crash labour-intensive public-works programme made a significant contribution in fostering effective linkages between technical co-operation and investment in this field—both national and external—in
furthering a number of forms of TCDC activities and in forging fruitful inter-agency co-operation.

However, a number of difficulties were also faced. National authorities continued to rely heavily on the slender resources of the ILO technical advisory service to help them design programmes, run training programmes and prepare funding requests. There was also a general reluctance to commit adequate domestic budgets for these programmes, to assign staff of the requisite quantity and quality and to release UNDP country funds resulting from the Indicative Planning Figures in order to finance necessary technical co-operation projects.

Manpower planning and labour market information

In 1979 technical co-operation projects in the field of manpower planning and labour market information, mainly financed under UNDP, were carried out in 35 countries, with projects terminating in Chad, Lebanon, Nepal, Nigeria, Senegal, Sri Lanka, Syrian Arab Republic and Uruguay. Country advisory missions were undertaken to some 20 countries.

Efforts were continued to build country projects into regional programme frameworks with increasing reliance on TCDC. The greatest progress in this respect was made in Asia, while initial steps were taken to extend such programmes to Arab countries and to Africa.

In Asia a sub-regional workshop on the exchange of experience in labour-market information programmes was held in New Delhi (March 1979), following a similar one organised in Jogjakarta, Indonesia (December 1978). The proceedings of the meeting were summarised in a report entitled “Labour market information in Asia—Present issues and tasks for the future”. On the basis of the material collected for these meetings and of other comprehensive studies, a practical manual was prepared containing “Guidelines for the development of employment and manpower information programmes in developing countries”. Work is in hand on the preparation of a specific training guide on labour-market information for instructors as well as for self-teaching. Moreover, a fellowship component of the Asian programme is being finalised.

A number of tests were undertaken in several Asian countries to determine the extent to which the “key informants” system could be relied upon as a complementary and low-cost source of regular employment and manpower information, particularly for planning and policy-monitoring for the informal sectors and at local levels. Tests in India and Malaysia are nearing completion, while others were started in Sri Lanka and in Bangladesh. Experience will be assessed and lessons drawn by an evaluation seminar planned to be organised at the end of 1980.

For Arab countries an evaluation of past ILO technical co-operation projects in the fields of manpower planning and labour-market information was carried out. The report was published under the title Manpower
assessment and planning projects in the Arab region—Current issues and perspectives. It also contained an outline of a proposed region-based programme of upgrading manpower assessment and planning activities in the Arab region. The report was submitted to and discussed by a seminar on manpower planning convened by the Arab Labour Organisation in December 1979 in Baghdad.

For Africa, two technical reports were prepared for a labour-market information seminar organised by the African Regional Labour Administration Centre (ARLAC) and the Jobs, and Skills Programme for Africa (JASPA), with headquarters participation, in May 1979 in the Seychelles, for English-speaking countries. For French-speaking countries project proposals were worked out and submitted for bilateral financing for a manpower planning/labour-market information seminar for Sahelian countries (to be held in 1980) and for two labour-market information meetings in West and Central Africa.

Employment problems in industrialised countries

In the field of active manpower policies, work carried out in 1979 focused mainly on labour shortage problems and labour mobility in the European planned-economy countries. The problems of labour shortage were dealt with in the Director-General's Report to the Third European Regional Conference, and were also the subject of a working paper; studies on labour mobility were completed in Hungary and the USSR (and will also be the subject of working papers yet to be issued).

In a related project, four case studies were finalised on employment policies and manpower planning in European socialist countries (Bulgaria, Byelorussian SSR, Poland and Romania). Prepared in co-operation with national experts, these cover a wide range of socio-economic issues and analyse national experience in the solution of various problems of efficient use of manpower. An article on “Labour resources and manpower policies in the Byelorussian SSR” was published in the November-December issue of the International Labour Review. It is planned to issue the findings of the country case studies in 1980.

As regards the market-economy countries, a collection of essays on industrialised market-economy countries was published in book form under the title: Employment: outlook and insights.

Work on youth unemployment consisted mainly of following international trends and tendencies regarding policies and measures; preparation (in collaboration with the Training major programme) of the report on the technical item “Young people and work” submitted to the Third European Regional Conference; and participating in international and regional meetings on this subject.

Work on labour displacement effects of new technologies, originally planned for 1980-81, was started in 1978 because of the topicality of this
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problem, and continued in 1979. Apart from following trends and new developments in this field, a study was prepared for possible publication in 1980. In addition, the ILO was represented at several international meetings on this subject, and responded to calls for consultation from individuals and expert groups.

In the field of adjustment assistance, preliminary work was carried out on anticipatory approaches to mass lay-offs and redundancies.

Technology and employment

Technical co-operation, advisory services, the dissemination of information on the choice of appropriate technologies and related research remained the chief means of action in this field.

As regards construction, advisory services were provided to the Governments of Botswana, Ethiopia, Mozambique and Zambia with a view to starting programmes of labour-intensive rural road construction in these countries. Five workshops on appropriate construction technology were organised in Afghanistan, Burma, India, Pakistan and Sri Lanka. A guide on tools and equipment for labour-intensive road construction was finalised and work started on a guide for trainers of supervisory personnel in labour-intensive road construction.

In the field of industry the ILO organised a regional tripartite symposium in Bangkok on choice of technology and employment generation in Asia, with particular reference to manufacturing. A report was prepared for the Second Tripartite Technical Meeting for the Leather and Footwear Industry (Geneva, December 1979). The report discussed the employment implications of technological choice and of changes in international trade in the leather and footwear industry.

A new approach was developed and tested to improve the execution of technical co-operation projects for the promotion of small-scale industries and handicrafts. Work on a set of guidelines for small-scale industry in an employment-oriented development strategy neared completion. A new UNDP-assisted technical co-operation project for the establishment of rural technology centres got off to a successful start in Ecuador. Studies critically evaluating the prevailing programmes and policies on rural industrialisation in China, India, Indonesia, Nigeria, Tanzania and French-speaking Africa were completed, as was a study analysing the implications of alternative strategies of agricultural development for rural industrialisation in West Bengal.

As regards agricultural technology, a number of case studies on farm equipment innovations were initiated in Kenya, Malawi, the Sudan and Zambia. Two books were issued by commercial publishers: Agrarian structure and productivity in developing countries, and Education, innovations and agricultural development: A study of North India (1961-72). In the area of technology and rural women, a conceptual study and an overview paper
for Africa were completed. An Asian regional seminar on the application of appropriate technology in forestry was held to disseminate the findings of the ILO forestry project in the Philippines (Phase I: 1976-77).

A four-week study tour was organised for 12 representatives of national technology institutions in the six countries of the Economic Community of West African States (Ivory Coast, Mali, Mauritania, Niger, Senegal and Upper Volta). With the objective of promoting regional co-operation in the field of appropriate technology, the participants travelled together to each of the six countries and visited relevant research institutions and pilot projects.

In the field of technological information, technical memoranda on cassava processing, oil extraction from groundnuts and coconuts, fish processing (jointly with UNEP), leather tanning, the production of utilitarian ceramics, textile weaving, small-scale footwear production and paper manufacturing (the last two jointly with UNIDO) were brought close to completion.

Preparations for the United Nations Conference on Science and Technology for Development (UNCSTD), held in Vienna in August 1979, included the publication of an ILO background paper entitled "Technology, employment and development: the ILO experience". In consultation with UNIDO, the ILO also prepared a working paper entitled "Appropriate technology: an overview", for the international colloquium which preceded the UNCSTD and which was organised by the United Nations Advisory Committee on the Application of Science and Technology to Development (ACAST) in collaboration with the agencies of the United Nations system, including the ILO.

The urban informal sector

Research on skill acquisition and self-employment in French-speaking Africa, financed by a grant from Switzerland, completed the diagnostic work undertaken in the capital cities of the United Republic of Cameroon, Mali, Mauritania, Rwanda and Togo. Programmes of action based on the above were discussed in the five countries with the official bodies concerned. Requests were received from Mauritania and Togo to formulate operational projects designed to increase employment and productivity in the informal sector in these countries. Technical advisory services were provided in setting up a study-cum-action project designed to generate employment and incomes in certain slums of Bombay. The study phase was completed and discussions for formulating an operational project were initiated with the authorities concerned.

A volume synthesising the evidence based on research in the field of the urban informal sector from a dozen countries in Africa, Asia and Latin America undertaken in the previous years was nearly completed. An article on the modern informal sector in Lomé (Togo) was published in the International Labour Review.
Population and labour policies

A review of the operational activities of the population and labour policies programme was undertaken on the occasion of the 211th (November 1979) Session of the Governing Body.

One recent innovation in these activities was the development of technical co-operation projects in which the objectives include the integration of population issues into development strategies with particular reference to the ILO's areas of concern. The year 1979 saw a gratifying increase in the number of such projects, along with a steady increase in the over-all number of technical co-operation projects, including those dealing with family welfare and population education activities. At the end of 1979, nearly 60 projects (compared with over 40 in 1978) were either operational or had been approved by the UNFPA, which finances almost all of the programme.

Several country projects were completed during the year: in Bangladesh, Congo (first phase of a project, expected to continue), India (five projects), Jamaica, Senegal and Sri Lanka (two projects). A project on temporary migration of Filipino workers to Iran was also completed. In addition, several seminars and workshops dealing with population and development issues, as well as population education and family welfare, were organised.

As regards research activities, a project concerning population and employment was completed. This project, which was initiated in 1972, encompassed numerous research studies in addition to institution building in several countries, as well as global research and the BACHUE series of economic-demographic models. Other activities included research on the economic role of children and its relationship to development policy, and on the impact of national policies on rural-urban migration. Several papers were published in reputed journals, or were issued as working papers.

TRAINING

As in previous years, technical co-operation activities in the field of training reached a high level, amounting to US$36,590,000, or some 46 per cent of total ILO expenditure on technical co-operation. The activities reflected to an increasing extent the desire of governments for assistance in the design and establishment of comprehensive training policies, as well as in the formulation of specific policies and programmes to meet the needs of particular groups of the population or sectors of the economy. Another feature to which increased importance was attached by governments was the attainment of greater self-reliance in the field of training. In this connection, particular attention was devoted to strengthening the various ILO regional institutions in order to promote the exchange of information, experience, training materials and expertise among developing countries.

In the field of training policies a study of the practices and procedures of national planning and programming in developing countries was completed.
The study revealed that, while some countries have made considerable efforts to set up the necessary planning machinery, a large number of countries still lack the infrastructure required for the formulation of coherent training plans and programmes. Three country studies regarding the relation between education, training and employment were also completed. The first was undertaken in collaboration with the University of Dacca and dealt with the labour-market adjustment process in Bangladesh. The second was a tracer study on Senegal which examined the employment pattern of graduates from various training institutions. In collaboration with the UNESCO International Institute for Educational Planning (IIEP), a third study examined the inter-relationships between educational qualifications, salary structures and socio-economic characteristics. Sectoral analyses of the training situation in Malawi, Mali and Nepal were also prepared, as was a position paper on training in the urban informal sector. The results of studies of training systems in Eastern European and Western European countries were issued in two publications, entitled respectively Training systems in Eastern Europe and Ten years of training: Developments in France, the Federal Republic of Germany and United Kingdom, 1968-1978.

As regards industrial vocational training, emphasis continued to be placed on the establishment and upgrading of training institutions, the setting up of training structures, apprenticeship training schemes and in-plant training. Specialised assistance was extended to several countries in such fields as road and rail transport, building construction and electronic and process instrumentation. Good progress was made in the practical application of the MES (modules of employable skills) methodology in the organisation of in-plant training for various trades within the framework of technical co-operation projects.

The problems of the preparation and adaptation of young people for the world of work were discussed in a report on young people and work which was considered by the Third European Regional Conference. Two symposia were organised on occupational and vocational information; one for representatives from industrialised countries and another for representatives from developing countries. Both contributed substantially to the reorientation of the ILO's programme in vocational guidance and counselling which has been reflected in the Medium-Term Plan, including activities geared to the smooth functioning of the employment market.

As regards the rural sector, the focus of attention continued to be placed on the most needy groups of the population, and on the formulation of rural training programmes aimed at the fostering of self-reliance. The role of improved management in rural development programmes and projects also received increased attention, as did activities concerned with the development and management of small enterprises.

In the field of training of women six country studies were prepared in collaboration with Asian institutions on income-generating skills for women in Asia. The six countries participating in these studies were Bangladesh,
Japan, Malaysia, Philippines, Sri Lanka and Thailand. These studies were subsequently examined in a regional workshop which was organised by the Asian Regional Skill Development Programme (ARSDEP) in Thailand.

Management development

The progress of the technical co-operation component of the management development programme noted in the previous Report was maintained in 1979. A total of 71 projects were implemented, including 26 completed and 38 started during the year.

Among the projects completed, a noteworthy one in a number of respects has been assistance to the National Institute for Productivity in Dar-es-Salaam. The project covered a span of 14 years from 1965 to 1979 and in the process firmly established this Institute as the nation's premier management consulting and training organisation capable of serving the needs of the Tanzanian economy. The job done by the Institute inspired the confidence of the Government to such an extent that it was given the high-priority assignment of training all the chief executives and board members of public enterprises in order to help improve performance in the sector.

Focus on sectoral co-operation in management improvement and development became more pronounced in 1979. A number of governments requested technical advisory missions looking into specific sectoral needs in construction, public works and transportation. Newly approved sectoral projects include training and advisory services in construction management and road monitoring in Ethiopia, an emergency transport rehabilitation and development project for Uganda and co-operation with the Central Institute of Road Transport in India. The Norway and SIDA-sponsored regional construction management programmes in Africa, confined to English-speaking countries until mid-1979, organised its first activities for the French-speaking group of countries in late 1979. In the field of distribution, programme development work undertaken in the last two years was reflected in two technical papers entitled "Improving management in the distribution sector" and "Planning and implementing management improvement programmes in the distribution sector". The papers place particular emphasis on measures likely to improve the distribution of food and other essential mass consumption goods.

The management development programme also continued to expand activities in small-enterprise development. The series of regional and sub-regional technical meetings to review existing small-enterprise development and management training policies, started in 1977, turned to further regions in 1979, covering the Caribbean region (meeting organised with the Caribbean Employers' Federation in Grenada, January 1979), the European region (meeting in Cyprus in December 1979, arranged with the International Organisation of Employers (IOE) and the Cyprus Employers' Federation) and Asia (an intensive workshop for directors of small-
enterprises development institutions from 14 countries organised at the Turin Centre, October-December 1979).

The year also saw the termination of a major ILO technical assistance project in Swaziland, establishing the Small Enterprises Development Company (SEDCO). In recent years, SEDCO has broken important ground through joint-venture programmes and also started playing the vital role of establishing a local construction industry by giving assistance to small building contractors.

A new-style project incorporating management, vocational and entrepreneurial training commenced in Malawi. This training project is associated with a capital development fund for assisting small entrepreneurs in establishing new businesses.

To enhance the management of rural development programmes and projects, three meetings were organised in 1979: one on the contribution of management institutes to rural development (Buea, United Republic of Cameroon, November 1979), one on improving the distribution of food and consumer goods in rural areas (Buea, United Republic of Cameroon, December 1979) and a third on the use of mass media for disseminating simple management concepts and productivity techniques in a rural environment (Mexico City, October 1979). The meetings confirmed that while there is no ready-made and universally applicable system for managing rural development, certain pioneering projects provide examples of sound management and learning methods and ought to be made better known to other countries and regions.

In the public-enterprises sector the Office organised, in collaboration with the Federal German Foundation for International Development, a workshop on new approaches to the development of managers for public enterprises in the American region in July-August 1979. Experience with the application of planning for improved enterprise performance in public enterprises was summarised in a guide for managers and consultants.

The supervisory development project, launched in 1978, completed its first phase: the design and production of a basic supervisory development package in 34 modules. The basic modular programme is already being made available to supervisory trainers in member States.

Further publications and papers issued in 1979 include a practical guide, Managing and developing new forms of work organisation, a paper, "Managers' concerns in the next decade: social systems and human welfare in organisations" and the Spanish version of Small-enterprise development policies and programmes. A team of directors of management institutions, co-operating with the ILO under UNDP sponsorship, prepared a manuscript of a guide on managing management institutions.

Vocational training

Technical co-operation activities in the field of vocational training continued to increase in 1979 under various sources of financing. These
sources have been UNDP and Funds-in-Trust under direct ILO/government agreements, multi-bilateral arrangements and loans by the International Bank for Reconstruction and Development (IBRD) and regional banks to governments. It is worth underlining here the increase in the number of operational projects and projects approved in agreement with the IBRD, e.g. Algeria, Bangladesh, Mauritania and Senegal.

The number of experts in post averaged 240 to 250. Projects in actual implementation reached 108, 80 per cent of them being in the field of industrial vocational training, 15 per cent in rural training and 5 per cent in rehabilitation. The main trend continued to be towards projects aiming at the establishment and upgrading of training institutions, the setting up of training organisations and structures, apprenticeship training schemes and in-plant training.

More emphasis was laid in 1979 on training in the enterprise and on helping countries to maintain their industrial production or to diversify and enter into new types of industries. Thus, in Angola ILO experts have been successful in training personnel for the operation of refrigeration plants, which are essential for the fish-canning industry, and for the running of the automotive transport fleet. In Latin America assistance is being given in specialised industries such as foundry in Brazil and mining in Peru.

A number of projects reached a final stage of operation in 1979. In the industrial training field 15 projects were completed during the year. Mention may be made of the project in the Ivory Coast under which satisfactory results were obtained in the vocational training programming and planning structures, institutional and in-plant training activities. Another project which ended in 1979 with only one expert in curriculum development remaining in 1980 provided assistance in the establishment of a vocational training organisational structure for the National Manpower and Youth Council in the Philippines. The final phase of this project was integrated with the assistance to the National Manpower and Youth Council from an IBRD loan for the construction of buildings and the supply of equipment for the regional centres. In Thailand a project utilising a loan from the Asian Development Bank for the establishment of regional technical institutes was completed in 1979.

An Inter-Regional Vocational Training Study Tour, financed by the UNDP, was conducted in May 1979 in the German Democratic Republic for some 18 participants from Arab and African English-speaking countries. The programme included lectures and study visits related to organisation and administration of vocational training. A similar study tour is envisaged for 1980 for French-speaking countries of Africa and the Middle East.

During 1979 advisory missions were undertaken by ILO headquarters staff or regional advisers for the organisation of vocational systems in Algeria, the New Hebrides, Pakistan and Portugal. Short review and evaluation missions were carried out in various other countries.
Programmes for the training of refugees in co-operation with other United Nations organisations, in particular under a UNDP/ILO programme for assistance to national liberation movements, included courses for the training of refugees from the liberation movements of countries of southern Africa. Such courses for ZAPU, ZANU, SWAPO, ANC and PAC were provided at the Turin Centre, the Wardan Railways Training Centre in Egypt, as well as in the training institutions of frontline States such as Tanzania, Zambia, etc. A project document for the training of Namibian refugees in Angola has been prepared and is expected to be signed early in 1980.

In the commercial training field some 12 countries have received assistance from the ILO in improving the quality of staff in commerce and offices. The ILO has continued to receive requests for assistance in the training and retraining of administrative support staff. A clerical and secretarial training project in the Yemen Arab Republic was terminated in June 1979 after 10½ years, during which the national Institute of Public Administration received the services of an ILO expert as well as equipment. UNICEF and UN/OTC also contributed to ILO training programmes in this field. Furthermore, work on the application of the Modules of Employable Skill (MES) approach to commercial training continued. In 1979 the ILO publication *MES—an analysis of standard clerical and secretarial tasks for the development of occupational skills and competence* became available in French and Spanish and some sample learning elements have been developed.

In the rural sector the activities aimed at helping population groups whose training needs were not up to now receiving the required priority have been continued. The ILO project on introduction of technology in basic education, with financing from UNICEF and in collaboration with UNESCO, was completed in April 1979. This pilot project resulted in the formulation of community-based training programmes for self-reliant development of the rural population in five East African countries. Although terminated as far as UNICEF funding is concerned, a second phase under the title “Skill Development for Self-Reliance Project”, with six East and West African countries participating, is being implemented with SIDA financing. Under the ILO regular budget for technical co-operation, “seed money” was provided to finance six preparatory assistance projects in rural training. The projects in Egypt, Guinea-Bissau, Liberia, Mauritania, Nepal and Senegal were completed during 1979 and it is expected that they will attract additional extra-budgetary resources for implementing large-scale activities in these countries. A demonstration project on “Utilisation of Solar Energy”, which was completed, showed positive results in four West African countries (Cape Verde, Mali, Senegal and Upper Volta). This demonstration project is expected to create greater interest in technical co-operation projects for training in the use of non-conventional energy in rural areas. Altogether 17 rural vocational training projects were completed in 1979.
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Participation in the Joint FAO/UNESCO/ILO Inter-Secretariat Working Group on Agricultural Education and Training continued in 1979 and two meetings were held in Geneva and Rome. In the field of forestry workers' training the ILO participated in two meetings of the FAO/ECE/ILO Joint Committee on Forest Working Techniques. The ILO also participated in several meetings jointly with other United Nations organisations such as the first Consultation Meeting on the Agricultural Machinery Industry, organised by UNIDO in Italy in October 1979. The annual publication entitled Training for agriculture and rural development was issued jointly with the FAO and UNESCO in July 1979. A training manual on rural instructors training was completed in October 1979 and has been distributed. The Directory of sources of audio-visual material for agricultural education was published jointly by the FAO, UNESCO and the ILO.

The second phase of the ILO/SIDA research and development project in vocational training methods and techniques has been fully operational since the beginning of 1979. The work concentrated on the practical application of the MES methodology and the development of related learning materials. The document MES – In-plant training manual was published in October 1979 and is being distributed to projects for practical use in organising MES in-plant training activities. The work on development of learning materials continues in the fields of automotive, building, construction, electrical and mechanical engineering. Two hundred and thirty learning elements with 4,600 pages and 11,500 illustrations are completed and ready for utilisation in technical co-operation projects. Selection charts for compiling learning elements into employment-oriented training programmes have been developed for main occupational areas. Detailed plans for further development of learning elements have been drawn up and as from 1980 the work will cover additional areas such as plumbing, pipefitting, welding, electrical appliances, repair and radio/TV antenna installation. Work continues on manuals and on audio-visual instructional materials for curriculum developers and technical personnel involved in practical implementation of MES training programmes. First steps have been taken for starting translation of MES learning materials into French. The development work on learning materials is being supported by the Federal Republic of Germany.

In the field of vocational rehabilitation of the disabled the volume of technical co-operation activities increased by 10 per cent compared with the previous year. During the period, 38 countries received assistance, through short-term regional adviser and consultancy services, with the development of vocational rehabilitation facilities and training of specialised staff. A training course for some 20 vocational rehabilitation and sheltered-workshop managers was successfully completed at the Turin Centre and a European Symposium sponsored by the Governments of Poland and Sweden in close co-operation with the ILO enabled some 60 representatives from 18 European countries to see at first hand the vocational rehabilitation services for the disabled in these two countries. Initial meetings with other
United Nations agencies and non-governmental organisations were held to plan a co-ordinated programme of action for the United Nations International Year for Disabled Persons. As a result of research undertaken in the previous year, a monograph on the "Organisation of a production workshop for the disabled" and a handbook on *Vocational rehabilitation of the mentally restored* were published.

The specialised vocational rehabilitation documentation service BLINDOC provided 70 articles on innovative methods of training and employment for blind persons. BLINDOC issues are now distributed to some 500 organisations and individuals throughout the world.

**INTERNATIONAL PROGRAMME FOR THE IMPROVEMENT OF WORKING CONDITIONS AND ENVIRONMENT (PIACT)**

The activities carried out under the International Programme for the Improvement of Working Conditions and Environment (PIACT) were particularly intensive and varied during 1979, involving all the means of action at the disposal of the ILO: standard-setting activities (preparation of reports on five items on the agenda of the International Labour Conference for its 65th and 66th Sessions (1979 and 1980)); other tripartite meetings (a report for the Third European Regional Conference of the ILO on the basis of which the latter adopted a resolution aiming to give PIACT a "European dimension"; three reports for industrial committees and one report for a meeting of experts); the organisation of an international symposium; the publication of several studies and codes of practice; the compiling and dissemination of information; technical advisory services, particularly through the participation of experts at meetings convened in member States or by other international organisations, and technical co-operation activities.

In the latter area emphasis was placed on the follow-up to the 11 multi-disciplinary missions which were carried out in 1977 and 1978 and to an initial assessment of the impact of these missions on developments in national situations; furthermore, three preparatory missions have been carried out with a view to sending three further multi-disciplinary teams in 1980 (to Cuba, Cyprus and Panama). Contacts with the multi-bilateral agencies financing practical activities were strengthened during the year and several projects were retained by the agencies concerned for further consideration. Various awareness-promoting activities were carried out during meetings organised in 1979, such as the Seminar on Working Conditions and Environment for Labour Inspectors in Asia and the Pacific, organised jointly with the UNEP and held in Bangkok, the tripartite national seminar on the improvement of conditions of work and environment (Thailand), the second Latin American Seminar on Promotion and Co-ordination of Research on Conditions of Work (Mexico) and the ILO/WHO/OCAM Seminar on Improving the Working Conditions and Environment of Rural Workers in Africa (Cotonou). A project financed by the UNDP and concerning the improvement of employment relations and conditions of work in port
activities in Mauritius was carried out by a team of four experts. Direct technical assistance in the form of experts, technical advisory services, grants and the supply of equipment continued normally, as did the assistance supplied by the five regional advisers working under PIACT (one in Africa, two in Asia and two in Latin America). A folder to promote PIACT was produced in English, French and Spanish and widely distributed.

A particularly noteworthy activity was the participation of the ILO in the Thematic Joint Programming Meeting on the Working Environment convened by the United Nations Environment Programme (Vienna, October 1979). The ILO was entrusted with the preparation, in consultation with the other agencies concerned and especially the WHO, of the working paper proposing the aims and strategies of a co-ordinated action programme on this subject for the United Nations system. The meeting adopted aims and strategies stemming directly from those on which PIACT is based and emphasised the fact that improvement of the working environment should be recognised as an essential element in a sound development strategy. The results of the Joint Programming Meeting were submitted to the Governing Body of the ILO at its 212th Session in February-March 1980 and incorporated in a document entitled “The impact of industrialisation on environment and health” submitted to the Third UNIDO Conference (New Delhi, January 1980) and prepared by the UNEP with the collaboration of the ILO, the WHO and UNIDO. Two activities undertaken with the financial support of the United Nations Environment Fund resulted in the publication in 1979 of a workers’ education manual entitled *Man in his working environment* and in the preparation of a study upon the effects of the environment on trade and investment.

An important contribution was made to the ILO’s Industrial Activities Programme. Technical reports were prepared on “The effects of technological progress on working conditions and working environment in the leather and footwear industry” and on “Working conditions in rail transport” for the Second Tripartite Technical Meeting for the Leather and Footwear Industry (December 1979) and the 10th Session of the Inland Transport Committee (January 1980) respectively. In addition, a report entitled “Working conditions and working environment in the petroleum industry, including off-shore activities” was prepared for the Ninth Session of the Petroleum Committee (April 1980). At the regional level, the drafting of the technical report, entitled “Policies and practices for the improvement of working conditions and working environment in Europe” which the Office submitted to the Third European Regional Conference of the ILO (October 1979), and the conclusions adopted by this Conference were an important landmark for PIACT in 1979.

Conditions of work and life

As regards standard-setting activities, the International Labour Conference, at its 65th Session, adopted the Hours of Work and Rest Periods (Road
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Transport) Convention (No. 153) and Recommendation (No. 161). Moreover, the first discussion which took place at the same Session of the Conference on the item entitled "Older workers: work and retirement" was followed by the preparation of one of the two reports which will serve as a basis for the second discussion in 1980. In addition, the Office prepared the two reports that will serve as a basis for the first discussion by the Conference, at its 66th (1980) Session, of the item entitled "Equal opportunities and equal treatment for men and women workers: workers with family responsibilities".

Turning to the collection and dissemination of information, five articles were published in the International Labour Review: "Limitations of legislation in improving working conditions: the Venezuelan experience" by E. Marín Quijada (January-February 1979); "The staggering of annual holidays with pay" by A. Haulot (March-April 1979); "Job sharing: an emerging work-style" by B. Olmsted (May-June 1979); "Part-time employment in the European Community" by O. Robinson (May-June 1979); and "Child labour" by E. Mendelievich (September-October 1979). Noteworthy progress was made in 1979 in setting up a Clearing House on the Quality of Working Life. The immediate aim of this programme is to enable government agencies of employers and workers to obtain up-to-date and useful information on matters such as conditions of work in general, work time and its adaptation, organisation and content of work, participation at workshop level, the impact of technological choice on conditions of work, and the conditions of work of particular categories of workers. The needs as regards information were determined by means of a mission carried out in 1979 in several countries.

Activities were maintained to develop, within the framework of PIACT, training activities connected with working conditions and environment. An "Introduction to the study of working conditions and environment", drafted in 1978 in support of these activities, was put to the test for the first time during an unofficial consultation which was held at the African Regional Centre for Labour Administration (CRADAT) (Yaoundé, December 1979) attended by senior labour officials from African countries.

The studies and research carried out under the conditions of work and life programme resulted in the publication of several studies on new forms of work organisation (two volumes describing experiments in eleven countries); Technology to improve working conditions in Asia; Children at work, and Work and family life: the role of the social infrastructure in the Eastern European countries.

A further important activity consisted in strengthening the technical advisory services by such means as technical contributions to meetings convened in member States or by international organisations, particularly on child labour, within the framework of events organised to mark the International Year of the Child.
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Occupational safety and health

During 1979 a particular effort was made to promote inter-agency cooperation in the interlinked fields of occupational safety and health and the working environment. This was achieved both on a bilateral basis (a series of consultations at directorate and technical levels were held between WHO and ILO to achieve this aim) and within the multilateral framework of UNEP as described above.

At its 65th Session the International Labour Conference adopted Convention No. 152 and Recommendation No. 160, concerning occupational safety and health in dock work. Two reports were completed in connection with the agenda item of the 1980 Session entitled "(a) Safety and health and the working environment" and preparatory work was undertaken for a related item "(b) Amendment of the list of occupational diseases appended to the Employment Injury Convention, 1964 (No. 121)". Some case studies of national policies in occupational safety and health were made in connection with the preparation of the above reports.

Two publications were made generally available through the Occupational Safety and Health Series. They were OSH No. 41, Safety and health of migrant workers—International symposium (Yugoslavia, 1977), and OSH No. 42, Building work—a compendium of occupational safety and health practice. Another substantive publication was the English version of the Guide to health and hygiene in agricultural work. It contains a wide spectrum of information on common health hazards associated with rural work, particularly in developing countries.

Work was completed on the selection of a set of standard X-ray films for illustrating the new Classification of Radiographs of Pneumoconiosis, which replaces the previous classification produced in 1971. A symposium on the protection of workers against noise was held in Dresden in November 1979 at the invitation of the Government of the German Democratic Republic. The Office collaborated with the IAEA and other international organisations with a view to the revision of the existing basic safety standards for radiation protection and the code of practice on radiation protection in the mining and milling of radioactive ores, and their harmonisation with the recommendations on radiation protection made by the International Commission on Radiological Protection (ICRP) in 1977. In the context of rapid dissemination of information concerning the emergency management and prevention of occupational hazards, progress was made in the setting up of the International Occupational Safety and Health Hazard Alert System, in support of which a financial grant was received from the United States Government. At the end of 1979, some 92 governments had designated national focal points for the operation of the System. All focal points were provided with the necessary briefing for the routing of a series of preliminary experimental alerts.

Much attention was devoted to training various categories of workers in the identification of occupational hazards and in measures for their preven-
A blueprint was prepared concerning policies and guidelines for the basic training of trainers in preventive measures within industrial settings; and the outline of an experimental, simple modular training manual on common occupational hazards in rural activities was drawn up. An inter-regional course on occupational safety and health was organised in Bucharest in co-operation with the Romanian Government; a regional 4-month course on occupational hygiene was held in Singapore; and national training courses for safety officers were organised in Malta, Mauritania and Morocco. Close collaboration in respect of training activities was maintained with regional institutions, particularly the regional labour administration centres (ARLAC, CRADAT and CIAT) concerned with safety and health, and several fellowships were awarded to trainees from 18 countries. Closely linked to training activities are measures to promote workers' involvement or participation in enterprise programmes of safety and health. Some case studies of national practices in this relatively new field were carried out to identify evolving trends.

As regards technical co-operation activities, training components are referred to in the preceding paragraph. Other activities included support to the occupational safety and health institutes in Algeria, Argentina, Egypt, India, Republic of Korea, Sri Lanka and Turkey; preparatory work for the establishment of similar institutes in Pakistan and Singapore; expert assistance for the development and strengthening of factory or mines safety inspectorates in India, Indonesia, Kenya, Nicaragua and Pakistan; short-term technical advisory missions by headquarters' officials to some 15 countries on various aspects of occupational safety and health; and the supply of working environment monitoring equipment to Cyprus.

The International Occupational Safety and Health Information Centre (CIS) welcomed three new institutions as national centres in 1979: the National Health and Safety Institute, Algeria, the Canadian Centre for Occupational Health and Safety, and the National Occupational Safety and Health Information Centre, Portugal. At the same time, the Royal Society for the Prevention of Accidents relinquished the function of national centre for the United Kingdom which it had exercised since 1959. The number of CIS national centres thus rose to 36. Continuing its work of scanning the relevant world literature (some 40,000 documents in 1979), the Centre published Volume 6 of the CIS Abstracts bulletin, a periodical collection of selected, classified bibliographical abstracts in English and French; distributed to almost 1,700 subscribers in more than 100 countries and territories. Translation of the bulletin into Russian, Spanish and Italian and distribution of these three supplementary editions in their relevant territories was ensured by the respective national centres. As in the previous year, the CIS service thus reached a total of approximately 20,000 direct users. The literature-searching service handled close to 800 requests. CIS Bibliography No. 14, which dealt with noise, was published. Pursuing its efforts towards diversification of its information service, the Centre inaugurated on-line
access to its computerised data base. Agreements were entered into with a private vendor in France for the French-language base, and with an official computerised information centre in Scandinavia for the English-language base. Discussions are in progress with a view to developing the network and extending it to other countries. Furthermore, early in 1979 the Centre began an in-depth reindexation of its pre-1974 documentation, which is now being progressively entered into the computerised data base. The 17th Meeting of CIS National Centres was held at ILO Headquarters on 2-3 July 1979, when the twentieth anniversary of the CIS was commemorated.

Women workers

References to ILO action in favour of women workers will be found throughout this Report under the various substantive programmes of the ILO. The present section deals with the work of the Office for Women Workers' Questions, whose main task is to assist in ensuring over-all co-ordination and to undertake a limited programme of an inter-sectoral nature.

The main emphasis of the activities of the Office for Women Workers' Questions was on the co-ordination of the ILO contribution to the World Conference of the United Nations Decade for Women (Copenhagen, July 1980). Papers were prepared for the regional conferences organised by the United Nations in Europe, Asia, Latin America, the Middle East and (in cooperation with the Equality of Rights Branch) Africa to review and evaluate progress made and obstacles encountered at the national and regional levels in attaining the minimum objectives set forth in paragraph 46 of the World Plan of Action for the implementation of the objectives of International Women's Year. ILO representatives took part in these Conferences, which were convened in compliance with Resolution 33/189 of the General Assembly.

A document on ILO activities concerning women workers since 1976 was prepared for the 28th Session of the Commission on the Status of Women; the document will also form part of the background documentation for the World Conference.

The Office also participated in two inter-agency meetings, in the Second Session of the Preparatory Committee of the World Conference and in the preparation of the programme of action for the second half of the United Nations Decade for Women: Equality, Development and Peace 1981-1985, designed to implement the World Plan of Action.

Close co-operation was established with the United Nations Voluntary Fund for the United Nations Decade for Women. Various project proposals were submitted to the Fund and approved by it. The Office also took part in the discussions of the first meeting of the Board of Trustees of the United Nations International Research and Training Institute for the Advancement of Women (Geneva, October 1979), and made proposals concerning the programme of work of the Institute.
Statistical studies on women's participation in economic activities were completed. The studies cover Africa, Asia and Latin America, as well as European market-economy countries and countries members of the CMEA.

With a view to the better integration of women in ILO technical cooperation activities in developing countries, the Office prepared a briefing memorandum for ILO officials, advisers and experts in the field. It also prepared a questionnaire aimed at assessing the impact of technical cooperation activities on women.

As regards dissemination of information, in addition to the statistical and other studies already mentioned, a major activity remained the production of the bulletin *Women at work*.

In respect of women workers and trade unions, representation was provided at the Fourth World Trade Union Conference on the Problems of Working Women (Nicosia, October 1979) and the ILO Asian Seminar on Women and Trade Union Activity (Kuala Lumpur, September 1979) and two working documents prepared. The regular activity of briefing trade unionists on women workers also continued.

An important aspect of the work of the Office in 1979 was the coordination of ILO activities for the International Year of the Child, including the preparation of project proposals, documents, reports and public information material (e.g. a photographic exhibition with text, supplement on working children for the IYC Ideas Forum and a poster). Contributions were prepared for bodies such as the United Nations General Assembly, the Inter-Agency Advisory Group, the European national commissions and non-governmental organisations. In addition, background and analytical material on ILO work in the field of child labour was distributed to regional offices, field staff and the mass media.

**Young workers and older workers**

Co-ordination of activities relating to young workers and older workers was pursued during the year both within the Office and with the governmental and non-governmental organisations concerned in the light of the growing need for a global approach to the problems of these categories of workers as well as of their increased importance in the definition of social policies of States Members.

As regards young workers, the contribution made to the activities of the United Nations, UNESCO and non-governmental youth organisations resulted in the reinforcement of technical relations with these organisations.

With respect to older workers, the principal activities were: the preparation of new international standards covering various aspects of the problems of work and retirement of these workers; a contribution in connection with the United Nations World Assembly on the Elderly, which is envisaged for 1982; and pursuance of active participation in the work of the Council of Europe with a view to the preparation of a regional recommendation on older workers.
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Migrant workers

Co-ordination activities in this field were mainly concerned with the collection and dissemination of information (preparation and distribution of an annotated bibliography of ILO publications concerning migrant workers), standard-setting activities (preparatory work for the survey by the Committee of Experts on the Application of Conventions and Recommendations of the reports under articles 19 and 22 of the Constitution on Conventions Nos. 97 and 143 and on Recommendations Nos. 86 and 151), and the preparation, technical support and evaluation of a number of technical cooperation projects. Co-ordination services provided to international organisations were continued, although their level had to be somewhat reduced.

SOCIAL SECURITY

Research activities in 1979 concentrated on a few topical subjects of international interest. Papers on the role of social security in the mobilisation of domestic savings in developing countries and on the principles of the actuarial and financial valuation of social security programmes in Latin America were completed. With a view to the discussion by the 1980 Session of the International Labour Conference of the item concerning equal opportunities and equal treatment for men and women workers: workers with family responsibilities, a contribution on the social security issues affecting such workers was prepared. A law and practice report on the maintenance of migrant workers' rights in social security (revision of Convention No. 48) was submitted to the Governing Body at its 211th (November 1979) Session in connection with its consideration of proposals for the agenda of the 1981 Session of the Conference. The item was among those retained by the Governing Body for that session. Several articles were prepared for the *International Labour Review*, including one on social security problems and perspectives in industrial societies and one on recent trends in the adaptation of employment injury benefit schemes in Africa.

A Meeting of Experts on occupational accident prevention and compensation was held in January-February 1979 which discussed, among other things, questions relating to the possible contribution of social security to the promotion of industrial safety and occupational health.

A high level of activities was reached in Europe. The text of a new European agreement on reciprocity of medical care for persons who may need medical attention while on a short stay abroad was finalised. The revised agreement, which is sponsored by the ILO and the Council of Europe, was endorsed at a meeting attended by representatives of 31 European countries (Geneva, October 1979). The final version of a multilateral social security agreement concerning benefits for Rhine boatmen was adopted at a meeting of representatives of the governments concerned (Geneva, November 1979). A substantial technical contribution was made to the first European Conference of Ministries responsible for Social Security, convened in Strasbourg by the Council of Europe, in addition to the on-going
advisory services provided by the ILO on a regular basis to the Council. At the EEC level, ILO advisers continued to participate in the activities of the Administrative Committee for Social Security of Migrant Workers and of the EEC group which meets at regular intervals to co-ordinate social security policy in various member States. Finally, preparatory work was carried out by the ILO in co-operation with the United Nations Economic Commission for Europe concerning the social protection of boatmen engaged on inland river transport in Europe.

Much attention was paid to the planning, development and implementation of social security programmes in developing countries in response to a large number of requests for advisory services and training activities. In Africa assistance was provided mainly in the implementation of recently introduced national schemes covering wage earners, in countries such as Burundi, Cape Verde, Chad, Ethiopia, Ivory Coast, Liberia, Mauritania and Niger. Parallel to this, fellowships were awarded to senior African officials for training abroad in social security. A full policy review of social security in Madagascar coupled with actuarial assistance was undertaken. As regards Latin America and the Caribbean, work completed included a draft of a new national social security Bill for Belize and three major actuarial studies and valuations of the financial situation of social security programmes in the Bahamas, Belize (in support of the legislative proposals) and Guyana. Further advisory missions, dealing either with actuarial matters or with policy and administration, were carried out in several islands of the Eastern Caribbean. Assistance was also provided to Nicaragua in the recasting of the national social security programme. In Asia and the Pacific operational activities at country level covered a broad range of services, including an actuarial study in Malaysia, the drawing up of proposals for a new national pension fund in the New Hebrides and assistance in the computerisation of the social security administration in Burma and in the planning of a first national provident fund in Papua New Guinea. Increased interest in ILO co-operation in social security matters was shown by the countries of the Middle East and the Maghreb: new projects were signed in the Syrian Arab Republic and the Lebanon, while substantial technical services were provided to the Libyan Arab Jamahiriya and Tunisia.

The training of social security personnel from developing countries remained a major feature of activities. Actuarial and statistical training was undertaken at headquarters on an individual basis. In the field, group training included three noteworthy events: (i) an Asian Regional Seminar on the Role of Trade Unions in Social Security (held in Kerala State, India); (ii) a Seminar on Social Security and National Development in Burma; and (iii) an Asian Regional Training Course on Prevention and Compensation of Employment Injuries, held in Tokyo. A small-scale training course on social security statistics for the Caribbean region was held by the ILO in co-operation with the Eastern Caribbean Common Market (ECCM). Contributions were also made to training courses and seminars organised by
other agencies, such as a course on social security management and administration for the Caribbean (Organisation of American States (OAS)/Inter-American Committee on Social Security (IACSS)/International Social Security Association (ISSA)), and a social security symposium organised by the Latin American Central of Workers (CLAT). As in previous years, advisory services with an important training component were provided to the staff of the executive general secretariat of the Economic Community of the Countries of the Great Lakes (CEPGL) in connection with the preparation and implementation of a multilateral social security instrument for migrant workers in Burundi, Rwanda and Zaire. Fifteen fellowships were granted for the training of Latin American personnel at the Inter-American Centre for Social Security Studies in Mexico, sponsored by the IACSS.

Co-operation with other agencies at the technical level accounted for a good part of activities in 1979. In addition to the co-operation with European agencies mentioned above, substantial inputs were made to the activities of the ISSA and to those of the IACCS. In Africa a fresh approach was made to the Organisation of African Unity (OAU) for the purpose of initiating a joint programme of activities, while advisory technical services were provided to the Central African Customs and Economic Union (UDEAC). A meeting on co-ordination between the ILO, the OAS and the Pan-American Health Organisation (PAHO) discussed mutual support for further activities in the Caribbean area. Assistance was provided in reviewing policies and drawing up recommendations in the field of social security management in Bolivia and Colombia in support of the operational activities of the Inter-American Centre for Labour Administration (CIAT).

INDUSTRIAL RELATIONS AND LABOUR ADMINISTRATION

Labour law and labour relations

ILO activities encompassing the promotion of tripartism, sound labour relations and payment systems which would contribute to income security, an equitable distribution of income and balanced economic and social development gained momentum in 1979. The International Labour Conference adopted a resolution concerning the development of the ILO’s programme for the improvement of industrial relations; the Third European Regional Conference adopted a resolution concerning, inter alia, industrial and labour relations; and the Fifth Congress of the International Industrial Relations Association (Paris, September 1979), which was serviced by the ILO Secretariat, provided an international forum for labour relations institutions from all over the world on topical policy and research issues.

In a renewal of emphasis on the promotion of collective bargaining, an item on the subject was placed on the agenda of the 1980 Session of the International Labour Conference. A law and practice report was accordingly prepared. Two books on collective bargaining were published in 1978 and 1979, one on Latin America and the other on South Asia. A seminar for Latin American countries members of the Andean Group, which was
organised in conjunction with the Inter-American Centre for Labour Administration (CIAT), discussed questions of collective bargaining in the light of the role and functions of labour administration. This was the sixth meeting to be held over the last four years in connection with the promotion of collective bargaining.

Preparatory work was also started on the subject of termination of employment, an item which is included in the agenda of the 1981 Session of the International Labour Conference. Twelve national monographs on the protection of workers against reduction of personnel for economic or technological reasons, which were completed at the end of the year, will provide valuable background material for this Conference report, as well as for a comparative study which is in the process of being finalised.

Other activities related to the promotion of sound labour relations included the preparation of country monographs and a comparative study on the contribution of industrial relations to socio-economic development in Asia. These documents were submitted to a Meeting of Experts on Labour Relations and Development which was held in Singapore in October 1979. Other monographs concerning Latin America will be submitted to a seminar which will probably be organised in 1980.

Particular attention was given to the continuation of ILO studies on labour relations in public enterprises. Following a meeting held in Bangkok at the beginning of 1978, a book, *Labour-management relations in public enterprises*, was published. Moreover, seven national monographs on African countries and four on Latin American countries were completed. A comparative study on the subject in Latin America was also finalised.

With the assistance of the Norwegian multi-bilateral programme, studies on the promotion of industrial democracy were made in 11 countries of Asia. A follow-up seminar on the concepts and practices of industrial democracy in Asia was held in Bangkok from 24 to 29 September 1979, in collaboration with the Friedrich-Ebert-Stiftung.

With respect to work remuneration, a first draft of a comparative study on problems and practices of minimum wages in developing countries was completed. In addition, preliminary drafts of the revised versions of the manuals, much in demand, on *Payment by results* and on *Job evaluation* were completed.

Efforts to strengthen tripartism were pursued. In particular, support was given to the regional advisers concerned in the organisation of regional and sub-regional technical seminars for employers' organisations in Asia and the Pacific and in Central America and Panama respectively. Likewise, technical support was given to the Turin Centre for a six-week course on the development and organisation of employers' organisations in French-speaking African countries, similar to those organised in 1978 for Asia and for English-speaking countries in Africa and the Caribbean all of which were financed by DANIDA. At the country level, advisory services were provided to employers' organisations in Senegal.
In the sphere of technical co-operation, support was provided for 14 projects, of which one was completed. The latter project, whose aim was to provide assistance to the National Institute for Labour Studies (INET) in Mexico, may well serve as a prototype for similar projects concerning labour relations institutes in the region. Special reference may also be made to the short advisory missions which were undertaken by ILO staff at the request of governments, as in the case of Swaziland for the settlement of a labour dispute; Indonesia on industrial and labour relations; Syrian Arab Republic on wages policy; Portugal on labour legislation, labour relations and termination of employment; and Algeria with respect to job evaluation.

Finally, in response to the growing demand for comparative information on labour relations practices in different countries, lectures (including the submission of papers) were given to several international or inter-country meetings organised by universities, research institutes, management groups and trade unions. Moreover, some 200 replies to requests for information were prepared during the year.

Labour administration

A study on the decentralisation and democratisation of labour administration, another on the extension of labour administration services to rural workers, and the basic training handbook on labour administration were completed.

Following negotiations to launch an inter-regional programme on the development and design of training in labour administration in co-operation with the Turin Centre, a preparatory inter-regional meeting on the subject in which the ILO took part was organised by the Federal German Foundation for International Development.

Two further tripartite missions to evaluate the state of labour inspection in industrialised countries took place in Norway and Denmark respectively. The report of the mission to Norway has been transmitted to the Government.

As regards the developing countries, there was a steady increase in the technical assistance needs of national labour administrations in respect of structures, services and types of training to meet their current and anticipated requirements. ILO activities in 1979 have continued to focus essentially on responding to requests for such assistance, by means in particular of the training offered by the regional labour administration centres, as well as the services provided through technical co-operation projects at the national level.

The courses organised by the regional labour administration centres or programmes covered a wide spectrum of professional subjects generally falling within the mandate of labour ministries and departments. They included relatively long and intensive multi-subject induction courses for newly recruited labour administrators as well as specialist upgrading courses covering such areas as labour/factory inspection, employment services,
international labour standards; and the development of employment market information structures and services.

Three national projects were completed—a pilot project on rural labour administration in Tanzania, a project on the development and reinforcement of the labour administration services in Chad which terminated prematurely, and the labour-law development and staff training activities carried out in Indonesia by an advisory team on labour affairs.

While funds from the UNDP featured prominently in financing both the regional and national-based centres, programmes and projects, there were substantial contributions from Belgium, Denmark, the EEC, Finland and Federal Republic of Germany. In the case of the regional projects, the ILO maintained its partnership with the countries by financing under its regular budget the chief technical advisers responsible for the organisation and quality of the courses and advisory services.

Workers' education

The major event for this programme in 1979 was the Meeting of ILO Consultants on Workers' Education held in Geneva in the last quarter of the year. The Meeting reviewed the development of the workers' education programme with particular reference to its major areas and means of action. It also identified future priority needs in the field of workers' education bearing in mind not only new subject-matters but also the problems of structure and the financing of workers' education services.

The strengthening of workers' organisations and the development of their self-help services in the rural sector continued to be a major thrust. Action-oriented research in the form of field studies led to the identification of problems facing rural workers and their organisations and the way in which workers' education may improve their methods of operation in countries such as Turkey. Previous studies were followed up by practical work providing for the development of courses, teaching material and instructor training in the Philippines and evaluation methods of education activities in India. A pilot training package was tested in the field and developed in the form of a visual kit designed for rural workers in Asia. A further kit for an induction course for field representatives of rural workers' organisations was completed to the production stage. Advisory services, guidance and information, as well as teaching materials, were provided to rural workers' organisations in 11 countries. Consultations were developed with four international trade union organisations and participation was ensured in 21 training schemes. Special seminars for trade union leaders on action-oriented programmes for the development of rural workers' organisations were organised in countries such as Fiji and Indonesia. A selective project for rural workers' organisations in Bolivia, Colombia, Ecuador and Peru provided for the identification of their problems by the workers concerned, follow-up training activities, as well as teaching and advisory assignments at various levels.
Momentum was maintained in the action designed to improve the organisation, administrative, teaching and research ability of trade union education departments, labour colleges and training centres. Activities in this connection continued to aim at developing the infrastructure for workers' education at all levels. The series of teaching booklets for workers' educators was developed to include three additional booklets on simple methods of data storage and retrieval, the use of microfiches in documentation work, the practical application of research to make a case. Work undertaken in respect of two studies dealing with labour education centres and services and trade union research and documentation centres led to the use of findings for the issuing of a directory of workers' institutions and programmes in developing countries. Advisory services were provided to 54 trade union organisations and workers' education bodies on the setting up of training centres and structures. Technical information was given to 21 trade union organisations on the development of study programmes and the financing of workers' education systems. Fellowships and grants were awarded to programme managers and instructors drawn from the labour movement to participate in methodology training courses organised in co-operation with the Turin Centre. Two regional seminars on workers' education techniques and development for trade unionists from French-speaking and English-speaking countries were organised in Africa. In addition to on-going projects in countries such as Burundi, Democratic Yemen, Ivory Coast and Zambia technical advisory and training assignments were undertaken or completed in Colombia, Madagascar, Suriname, Trinidad and Tobago.

Participation was reflected in the action developed to promote the education of trade unionists in economics and their training to take part effectively in decision-making at all levels. A manual on environment was issued to assist labour educators in their task of promoting understanding of the steps that workers and their representatives can take to improve living and working conditions. The booklet for field use on methods and aids for teaching collective bargaining was finalised. Consultations with collaborators, including members of the Panel of Consultants on Workers' Education were developed in order to ensure that the study and report on non-bargaining trade union activities reach the production stage. Analytical data regarding the scope, content and principles of union by-laws and constitutions were compiled and retrieved in line with the study on trade union structures and may constitute elements to be used in Office publications. Technical advisory services on workers' education development related to social and economic participation were provided for 39 trade union organisations and workers' education bodies. Training and evaluation assignments were undertaken or completed in countries such as Fiji, Indonesia and Tanzania.

General workers' education activities were carried out on a current basis. They consisted of regular services such as study sessions, dissemination of technical information, participation in and contribution to courses and
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Seminars, training for specific groups of workers, evaluation and advice. In this connection technical advisory services were provided for 38 trade union organisations on infrastructure building, programme development and integration of workers' education. Collected information was also disseminated in a series of articles published in three issues of the bulletin Labour Education. Eleven study programmes were organised for visiting groups of trade unionists selected by bodies such as national trade union centres in the Scandinavian countries, the British Workers' Education Association, the International Confederation of Free Trade Unions (ICFTU), the Friedrich-Ebert-Stiftung and the Canadian Labour Congress. In addition, a similar type of contribution was made available for educational activities undertaken by the World Confederation of Labour (WCL) and the World Federation of Trade Unions (WFTU) in connection with projects to follow up previous action in various regions. Contributions were also made to 42 selected workers' education activities carried out by 14 international trade union organisations. These contributions included the provision of teaching materials, active participation by specialists and the award of study grants to 266 trade unionists. Training and advisory assignments undertaken by 21 experts in the field provided for the expansion of action intended for maritime workers, women trade unionists, instructors and trade union representatives through seminars and numerous courses and contributed towards the development of programmes sponsored by national, regional and international trade union bodies.

CO-OPERATIVES

The principal objectives of the ILO's co-operative activities have not basically changed in recent years, and remain the continuing development and promotion of co-operative societies as effective popular institutions contributing to national development efforts. The main target groups continue to be the underprivileged rural and urban poor, women and young persons.

A variety of approaches is being used to achieve these objectives and to reach the target groups, mostly through the technical co-operation programme, which continues to find its main source of funds through multilateral financing and to support more than one-half of this work. The year 1979, however, saw a steady rise in technical assistance financed by the UNDP from its low point in 1977.

The ILO's technical co-operation programme in co-operatives remains its most important means of action, supplemented by technical advisory services from both headquarters staff, who greatly increased their field missions in 1979, and in the field through Co-operative Regional Advisers currently located in Africa, Asia, Latin America and the Middle East/North Africa. The collection and dissemination of technical information continues, although on a reduced scale, in such areas as trends in co-operative development, co-operative legislation and co-operative practices. It was still
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not possible, however, to resume publication of the periodical Co-operative Information, discontinued for reasons of economy. The gap created by the loss of this periodical, which served as a source of technical advice, disseminator of co-operative information and a service and support for ILO co-operative constituents among ILO member States, was partially filled by personal visits to the developing countries and to other international regional and national co-operative bodies.

The ILO’s co-operative development work has continued to concentrate to a large extent, as in recent years, on training programmes for staff of co-operative institutions and on the education and information of members of co-operatives as well as of government staff dealing with the co-operative sector. This has comprised the organisation of courses in the countries concerned, help with the establishment and operation of permanent training facilities, support for education of members at the grass-roots level, regional workshops, inter-regional seminars and exchange of experience. One co-operative programme in Asia (funded by SIDA) aimed at the promotion of co-operative trade between that region and the developed countries has held a series of national workshops as part of its activities, while an inter-regional effort aimed at the design and production of training materials for co-operative management (also funded by SIDA with the support of DANIDA) has moved into a regional and sub-regional phase with elements of the programme now being executed in Asia, East and West Africa and one soon to begin in the English-speaking Caribbean.

Several co-operative meetings and courses of long standing continued to be held at the inter-regional and regional levels, such as the series of DANIDA-supported training activities in the field of financial management of co-operatives. This series is now being supplemented by a follow-up programme at the inter-regional and national levels. A study-tour programme supported by the Government of Ireland continued into its fifth year and was augmented by a further programme in co-operative livestock marketing. It saw the implementation of a programme in which participants from Africa studied co-operative efforts in Asia thus representing a cross-fertilisation of ideas and experience from developing countries.

Additional meetings coming within the ILO’s effort in the field of co-operatives were a seminar on training methodology for committee members of co-operatives held in Turin for Asian participants supported by SIDA, a seminar in Honduras on co-operative integration in Central America held under ILO regular budget funds, a symposium in Asia on setting up effective co-operative training policy and standards (funded by the Government of Norway) and three refresher courses-cum-training workshops on co-operative management and training held in Asia which acted as a follow-up to two earlier courses held in Turin and which included participants of these two earlier Turin courses. A further meeting of note was a seminar held in Burma on policies and programmes for the development of management resources in Burmese co-operatives.
The year also saw increased participation in the activities of the Joint Committee for the Promotion of Aid to Co-operatives (COPAC), a body composed of both specialised agencies of the United Nations and non-governmental organisations whose common goal is the promotion of co-operatives in the developing world. Thus the ILO participated in a COPAC-organised symposium on co-operation against rural poverty, attended the six periodic meetings of COPAC and participated in two COPAC missions for the co-ordination of technical assistance to co-operatives in Sudan and attended a conference of donor agencies on the subject. The ILO is also participating in a UNDP-funded COPAC evaluation exercise on the contribution of co-operatives to rural development which included ten desk reviews of ILO projects in this area and a series of field evaluation missions to ILO-executed technical assistance projects.

Mention should also be made of one further ILO technical assistance programme with an innovative approach. This is the Co-operatives and Food Aid programme being operated in the Sahel (funded by Norway) and in Central America (with funds from the Federal Republic of Germany and supported by the Netherlands). These projects attempt to use on-going World Food Programme efforts as the basis for the creation of permanent production and service units (along co-operative lines) at the village level and for more effective distribution of food aid. The assistance from these programmes is intended to benefit the rural poor in the first instance and preliminary work is now under way on implementing this concept at the global or inter-regional level.

SECTORAL ACTIVITIES

Industrial sectors

Under the reduced programme of industrial meetings decided on by the Governing Body in February-March 1978, three meetings were held in 1979.

There were one major industrial meeting, i.e. the Second Tripartite Technical Meeting for the Leather and Footwear Industry, and two smaller industrial meetings—the Meeting of Experts on Problems concerning Air Traffic Controllers and the Meeting of Experts on Problems of Foreign Construction Workers Employed in European Countries.

The Tenth Session of the Inland Transport Committee, which had been due to meet in Geneva in September 1979, had to be postponed to January 1980 for practical reasons, although the necessary preparatory work had been carried out in time.

The Second Tripartite Technical Meeting for the Leather and Footwear Industry (Geneva, 4-13 December 1979) adopted six resolutions concerning (a) child labour; (b) clandestine labour; (c) multinational enterprises in the leather and footwear industry; (d) industrial home work; (e) working conditions and observance of ILO labour standards; and (f) the future programme of the ILO in the field of leather and footwear industry. The
technical work of the meeting resulted in the adoption of conclusions providing guidelines for national and international action concerning (1) the employment implications of technological choice and of changes in international trade in the leather and footwear industry, and (2) the effects of technological progress on working conditions and environment in the leather and footwear industry.

Both the Meeting of Experts on Problems of Air Traffic Controllers (Geneva, 8-16 May 1979) and that on the Problems of Foreign Construction Workers Employed in European Countries (Geneva, 16-25 October 1979) held discussions based on working documents prepared by the Office, and their work resulted in the adoption of conclusions setting guidelines for action at the national and international levels.

A report on labour force and training in coal mining, prepared at the request of the United Nations for a United Nations Symposium on World Coal Prospects (Katowice, October 1979) was completed and the work on the general reports for the Tenth Session of the Iron and Steel Committee and for the Second Tripartite Technical Meeting of the Clothing Industry (both of which are going to be held in the present biennium) was started in 1979.

Maritime workers

In view of the decision to convene the 23rd Session of the Joint Maritime Commission and the Fourth Session of the Tripartite Sub-committee of the JMC on Seafarers' Welfare during October 1980, work has substantially progressed on the preparation of six studies and surveys to be submitted to these two meetings.

Other on-going activities concerned standard setting (examination of reports on application of Conventions); technical advisory services including participation in international meetings in connection with maritime, port and inland navigation questions; support of technical co-operation projects such as a predesign study for establishing a merchant marine training centre in Thailand which may lead to assistance in establishing, possibly in collaboration with IMCO, a merchant marine academy; assistance to Singapore in seafarers' catering training, co-operation with the Central Training Institute for Inland Water Transport in Cairo; and continuing collaboration with the Economic and Social Commission for Asia and the Pacific (ESCAP) and IMCO with a view to developing uniform standards of training and certification for seafarers in the Asian region. Assistance in dockworkers' training, conditions of employment and legislation concerning dock work was provided to several countries including the United Republic of Cameroon, Mauritius, Seychelles, Turkey, Venezuela and countries of East Africa, Central America and the Caribbean.

Salaried employees and professional workers

Work continued in 1979 on problems concerning several categories of these workers.
In the field of commerce, a study was completed on employment and working conditions of sales representatives for possible publication in 1980. An article was prepared for the *International Labour Review* on the protection of the rights of employee-inventors, also for publication in 1980.

The Joint ILO/UNESCO Committee of Experts on the application of the Recommendation concerning the Status of Teachers held a special session to consider a UNESCO study on professional freedom of teachers, an ILO study on teachers’ pay and another ILO study on teachers’ social security; it also reviewed a draft questionnaire on the application of the Recommendation; finally, it had a preliminary discussion on the question of a possible need for updating the instrument.

A study was drafted on employment conditions in water, gas and electricity services.

A subcommittee of the Intergovernmental Committee of the International Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organisations (the Rome Convention), as well as the Seventh Ordinary Session of the Committee itself, were held. These meetings paved the way towards solving a variety of difficulties in the application of the Convention and making possible a wider adherence to this instrument.

An article was published in the *International Labour Review* on the social and working conditions of artists. Finally, the ILO participated in the preparation of a draft recommendation on the status of the artist, to be considered by the UNESCO General Conference in 1980.

### Hotel and tourism

A study on working conditions and social problems of workers in hotels, restaurants and similar establishments and a handbook on planning and organisation of manpower development and training for hotel and tourism occupations in developing countries were completed for possible publication in 1980. This study has been supplemented by two fact-finding missions on the same subject carried out by two ILO consultants in the Philippines and in Venezuela.

A seminar-cum-study tour was carried out in Turin, Geneva and Cyprus on manpower development and career planning for hotel and tourism in African countries with tripartite attendance of 36 participants from 25 countries.

Under a multi-bilateral agreement with the Government of Finland, a handbook; *Tasks to jobs: Developing a modular system of training for hotel occupations*, was published.

The ILO also provided technical advisory services in this field to Brazil, Egypt, Gabon, Indonesia, Philippines, Romania, Sri Lanka, Syrian Arab Republic and Togo, Venezuela and Zaire. In respect of technical cooperation, ILO activities included 21 large-scale projects which were under operation in all regions. These projects relate mainly to training activities at all levels for hotel and tourism occupations.
Multinational enterprises

Papers were prepared for the Governing Body, which completed consideration at its 209th (February-March 1979) Session of the follow-up procedures to the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy with decisions on the composition of the body to consider first government reports on the effect given to the Declaration and on its terms of reference. It also approved the questionnaire to be used in connection with the follow-up. At its 210th (May-June 1979) Session the Governing Body appointed the members of the tripartite Governing Body committee established in this connection and determined its meeting dates (22-27 September 1980). The follow-up questionnaire was sent to governments in June 1979, requesting them to submit a first report on the effect given to the Declaration by the end of 1979, after full consultation with employers' and workers' organisations. The ILO field offices were specifically contacted for assistance in the promotion of the Declaration and its follow-up. Furthermore, usually with the co-operation of the respective labour ministries, the Declaration was published in Dutch, German, Italian and Japanese; and a Swedish version was issued by the Swedish Ministry of Labour. Thus, together with the earlier published English, French and Spanish texts, official versions of the Declaration exist now in eight languages, i.e. those of the main home countries of multinational enterprises. It is known that a number of governments and employers' and workers' organisations have translated the Declaration into several other languages.


The substantive work for the two major research projects in the 1978-79 biennium—(a) on the employment effects of multinational enterprises in home and host countries, and (b) on training practices of these enterprises and their impact on development—was completed. The synthesis reports on both projects will be finalised in 1980 and their publication is likewise expected in the same year. As regards the employment research referred to, a number of component studies contributed by outside specialists have been released as working papers.

Technical advisory services included contributions to an international conference on legal aspects of codes of conduct on multinational enterprises (Bielefeld, August 1979) and to the International encyclopaedia for labour law and industrial relations, as well as some 20 lectures on ILO work on multinational enterprises and on the ILO Declaration to groups of practitioners and academics in Europe and the United States.
LABOUR STATISTICS

The 1979 edition of the 744-page Year Book of labour statistics appeared in December 1979. It contained summary statistical information on major labour questions covering a period of ten years for about 170 countries and territories. This year's edition included a new table on the distribution of the labour force cross-classified by occupational and industrial groups and new data, in particular with respect to wages and hours of work, by sex.

Four quarterly issues of the trilingual Bulletin of Labour Statistics (about 110 pages per issue) were published to provide annual data for the past ten years and quarterly or monthly data for the past three years on major aspects of labour statistics. The Bulletin for the second quarter gave the results of the 1978 ILO inquiry on wages, salaries and retail prices, and featured a new table on "Salaries and normal hours of work of employees in selected occupations, October 1978". The Bulletins for the first and fourth quarters respectively contained an article on "Industrial disputes: recent trends in selected countries" and one on "The treatment of seasonal items in consumer price indices".

Furthermore, to provide more up-to-date information than that published in the Bulletin, eight trilingual supplements were published in the intervening months.

Six press releases or articles on conditions of work and life of workers were also published.

Services were also provided under this programme, either in support of other ILO programmes or in response to a large volume of requests for information from governments, workers' organisations, employers' organisations, research institutes, private firms and individuals.

In preparation for a meeting of experts on statistics of industrial injuries, two working documents were produced: "Statistics of occupational injuries", which analyses the state of national statistics in this field; and "A system of basic periodical statistics of occupational injuries", which analyses sources, concepts, definition, classification, periodicity of statistics of occupational injuries in an independent uniform reporting system.

A paper on "Functions and activities of the ILO in the field of statistics" was prepared and presented at the December 1979 Session of the International Statistical Institute in Manila.

The third edition of Household income and expenditure statistics (results of surveys in 1968-76 in nearly 90 countries) has been published in English, French and Spanish.

On the subject of household surveys, which will be the focus of activities in the next biennium, a review has been made of existing international recommendations on the measurement of the labour force; a paper on the concepts and definitions of statistics of labour force, employment and unemployment in the ECE countries was presented at the July 1979 Joint ECE/ILO Meeting on Manpower Statistics and another paper has been
Report of the Director-General


In the field of technical co-operation assistance was provided to Nigeria in the field of wages and productivity statistics, to Tunisia in wages statistics and statistics of employment injuries, to Bolivia in labour and social statistics, to Jordan and Morocco in developing a programme of labour statistics; the ILO also made a significant contribution to labour statistics courses at the Munich Centre for Advanced Training in applied statistics for developing countries and the Statistical Institute for Asia and the Pacific.

A major development during 1979 was the establishment of posts of regional experts on household surveys in Africa, Asia and Latin America. These posts were established in order to meet the need for creating the capability in developing countries to undertake, on a continuing basis, household surveys on topics of ILO concern and to use the results for the design and monitoring of a broad range of economic and social policies. ILO action in this field is being undertaken within the framework of the National Household Survey Capability Programme which is being launched by the United Nations system under a resolution of ECOSOC, and was specifically called for in the Programme of Action adopted by the World Employment Conference in 1976.

REGIONAL ACTIVITIES, INCLUDING MAJOR REGIONAL MEETINGS

Major regional meetings

Eleventh Conference of American States Members of the ILO

The Eleventh Conference of American States Members of the ILO was held in Medellin (Colombia) from 26 September to 5 October 1979. In addition to the report of the Director-General, the agenda comprised items on public labour administration and its role in economic and social development, and on conditions of work, vocational training and employment of women.

The Report of the Director-General consisted of two parts. The first was concerned with issues of growth, employment and basic needs in Latin America and the Caribbean, while the second part reviewed ILO activities in these areas since the holding of the previous regional conference in 1974. This latter part included sections dealing with technical co-operation, decentralisation and the ratification and implementation of international labour standards by American countries.

In respect of the technical items on its agenda, the Conference adopted two resolutions which, together, constituted the Declaration of Medellin. The resolution concerning supporting and strengthening the Inter-American Labour Administration centre (CIAT) called on countries of the region to give their support to strengthening the Centre by means of increased contacts and co-operation and recommended that measures be taken for the early institutionalisation of the centre with a view to furthering the objectives of
labour administration and tripartism in the region. In the resolution concerning conditions of work, vocational training and employment of women, the Conference called for a series of measures to overcome various types of discrimination affecting women workers in the region and to enable them to participate more actively in the economic and social development process, as well as in the fruits of such development.

The Conference adopted seven resolutions concerning questions not included in its agenda. They concerned freedom of association and trade union rights; workers' education for the development and strengthening of workers' organisations; the implementation in the American region of the World Employment Conference Declaration of Principles and Programme of Action and of the resolution concerning follow-up to the World Employment Conference; international labour standards in the countries of the Americas; the development of the human intelligence in the service of the world of work; the decentralisation of the ILO; and migrant workers in the Americas.

Third European Regional Conference

The Third European Regional Conference of the ILO was held in Geneva from 16 to 25 October 1979. The agenda comprised the Report of the Director-General, which was devoted to problems of growth, structural change and manpower policy, as well as technical items on young people and work, and on policies and practices for the improvement of working conditions and working environment in Europe.

As a result of its discussion of the technical items on its agenda, the Conference adopted two resolutions. In the resolution concerning young people and work, it called on governments to review their systems of general education, vocational guidance and vocational training so as to prepare young persons for the world of work, employment and their progress during the first years of their employment. It laid down a number of general principles and guidelines for action to promote these objectives. The resolution concerning the improvement of working conditions and the working environment in Europe was directed at giving a European dimension to the ILO's programme for the improvement of working conditions and environment (PIACT). It underlined the need for European countries to apply active and co-ordinated policies as an integral part of their economic, labour, educational, social and public health policies, and in close association with employers and workers and their organisations. Such policies should aim at a closer articulation between occupational safety and health and other conditions of work by means of a comprehensive approach; provide for constant adaptation of legislation and regulations to new physical and mental health hazards; give priority to the continuous strengthening of the roles of labour administration and the labour inspectorate; and ensure equal rights for certain groups of workers such as women, young workers and older workers, the handicapped and migrants.
The Conference adopted seven resolutions on questions not included in its agenda. They related to the development of co-operation in the field of social security; small and medium-sized enterprises; the contribution of the ILO to the development of regional exchanges of experience in the field of work organisation and the management of undertakings in the countries of Europe irrespective of their social and economic system; the employment consequences of the introduction of new technologies; the contribution of the ILO to the development of co-operation in Europe; freedom of association, trade union rights and industrial relations in Europe; and the problems of intra-European migration.

Regional projects and technical advisory services

Africa

Under the Jobs and Skills Programme for Africa (JASPA), technical advisory services were rendered to member States to assist them in the design and implementation of employment and basic-needs oriented development strategies and policies, through over-all employment advisory missions and sectoral employment missions. The UNDP approved the second phase of the project (1979-81). A substantial reorientation of JASPA’s activities was set in motion, in order to provide more assistance to inter-governmental regional and sub-regional organisations in identifying and tackling employment and income-related problems at regional and sub-regional levels. Missions were carried out and preparatory work was started to provide technical advisory services to the Economic Community of West African States (ECOWAS), the Central African Customs and Economic Union (UDEAC), and the Common African and Mauritanian Organisation (OCAM). Collaboration with the Economic Commission for Africa was strengthened, in particular through the development of regular contacts and co-operation with the Multi-national Programming and Operational Centres (MULPOCs) based in the United Republic of Cameroon and Zambia.

At the national level a basic-needs and employment mission was despatched to Nigeria to advise the Government on the identification and setting of basic-needs norms, together with the policy implications, in the context of the preparation of the Nigerian Development Plan. Sectoral advisory missions were undertaken in Cape Verde, Ivory Coast, Liberia, Rwanda, Upper Volta and Zambia in the fields of choice of technology, urban informal sector, adaptation of technology in rural and urban handicrafts, employment service organisation and rural employment.

A joint African Regional Labour Administration Centre (ARLAC)-JASPA labour market information seminar was held in the Seychelles in May 1979, and JASPA members lectured at training courses organised by the African Regional Centre for Labour Administration (CRADAT) and ARLAC. A national seminar on employment problems and policies was organised for the Government of Senegal.
Funds were allocated by the SIDA for the establishment and operation of a Southern Africa Team for Employment Promotion (SATEP). The team will be responsible primarily for meeting requests for technical advisory services from the Governments of Botswana, Lesotho, Swaziland and Zambia and from the liberation movements of Namibia and Zimbabwe. Preparatory activities have been started so as to enable the team to be fully operational in 1980.

The African Centre for the Development of Vocational Training (CIADFOR) completed a number of projects despite the fact that it was created only in July 1978. In addition to the first meeting of the Technical Committee of CIADFOR in Dakar, a symposium on the relationship between training and employment was held. Furthermore, two studies were undertaken on the participation of employers' and workers' organisations respectively in the planning and programming of training. Finally, CIADFOR completed the preparation of the basic version of training material for the automotive trades adapted to African requirements.

The Regional Labour Administration Centre for English-speaking African countries (ARLAC) organised seven regional courses with 200 participants during the year, while two courses, with 53 participants, were organised by the Regional Labour Administration Centre for French-speaking African countries (CRADAT). With ILO assistance, ARLAC was able to move closer to achieving a legal and permanent status, when 11 of its 18 members signed the relevant agreement.

In addition to the technical advisory services provided under the regional projects mentioned above, the following areas of activity were covered by regional technical specialists: state and mixed enterprises; small-enterprise development; vocational training; vocational rehabilitation; assistance to employers' organisations; labour administration; workers' education; conditions of work; co-operatives; social security; and labour statistics.

Americas

The year 1979 saw the beginning of the third phase of the Regional Employment Programme for Latin America and the Caribbean (PREALC), as defined by the joint ILO/UNDP evaluation mission which was undertaken at the end of 1978.

The numerous advisory services provided during the year included assistance to Costa Rica in the formulation of a national plan for human resources development and employment, in the establishment of an inquiry system enabling better measurement of the employment implications of industrial development projects, and in the study of labour-intensive techniques for the development of the rural infrastructure (in co-operation with the ILO/UNDP rural development and employment project).

In Ecuador PREALC assisted in revising the national plan for human resources development and in drawing up a project for the urban informal sector in Guayaquil. Technical support was provided to the project on
migration and urban and rural employment and co-operation was extended to the Bolivian national preinvestment institute (INALPRE) on the formulation of employment-generating projects. In Panama the study of the implications for employment and remuneration of the application of the Canal Zone Treaty continued, while a study on the employment effects of industrialisation projects and assistance in respect of wage systems and the definition of a minimum wage in the Canal Zone were initiated.

Assistance was also provided to the new Government of Nicaragua, within the framework of joint ILO action in that country, concerning emergency and longer-term measures for combating unemployment problems.

Further advisory services and project preparatory missions were carried out in Argentina, Colombia, Dominican Republic, Guatemala and Mexico, and in English-speaking countries of the Caribbean, for which a programme of assistance for 1980, covering Antigua, Barbados, Guyana, Jamaica and Trinidad and Tobago was drawn up.

In addition, PREALC continued its collaboration with the secretariats of the Cartagena Agreement and the General Treaty on Central American Economic Integration (SIECA). In pursuance of its training activities PREALC organised, in co-operation with the Institute of Social Studies in The Hague, a seminar on planning for the satisfaction of basic needs (Bogotá, March 1979); it also held a seminar on employment policies in Central America (Guatemala, March 1979), a fourth sub-regional course on planning and employment policies for officials of ministries of planning and of labour of Central America, Mexico and Panama (Guatemala, July 1979) and a seminar on employment, income distribution and basic needs (Santiago, September-December 1979), in co-operation with CIEPLAN ("Corporación de Investigaciones Económicas para Latinoamérica").

On the basis of its advisory services and training activities, PREALC also continued to undertake research and practical studies and to disseminate the results within the region.

The Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) widened its documentation services. It also developed a thesaurus on vocational training, structured along the lines of the ILO thesaurus on labour, employment and training terminology. Based upon its research work, reports, studies, monographs, bulletins, periodicals, etc., were distributed to training institutions and specialists in the countries of the region. In addition, on-going studies and research were examined by national specialists in the course of 17 technical meetings organised by national institutions of some 12 countries. The subjects dealt with included the role of employers in the field of vocational training; the training of women workers; the certification of occupational qualifications; training in small and medium-sized enterprises. A symposium organised jointly by CINTERFOR and the Turin Centre brought together the heads of training institutions and leaders of employers' and workers' organisations of eight
countries of Latin America. The theme of the symposium, "Interaction between government and employers' and workers' organisations in the field of vocational training", was examined in Turin, Madrid and Paris, with the participation of representatives of governments and of employers' and workers' organisations of the countries visited.

The Inter-American Centre for Labour Administration (CIAT) gave assistance during the year in the reorganisation of the labour ministries of six Latin American countries, helped in the restructuring and strengthening of the safety and health services of two others and organised training for 154 officials of three countries. The Centre also gave support in the development of labour administration training at two universities in Peru and Venezuela. Finally, it provided assistance in implementing six projects included in the Venezuela-Bolivia-CIAT Convention on Technical Co-operation and participated in the implementation of some of the eight projects which feature in the Venezuela-Panama-CIAT Convention on Technical Co-operation. In the Caribbean the Labour Administration Centre (CLAC) assisted the governments of the region in the improvement of the labour inspection and labour relations units of their ministries or departments of labour and organised national-level training courses for their staff. In addition, CLAC organised two regional training courses which were attended by some 38 participants.

Regional technical advisory services provided in addition to those mentioned above covered: rural development; management development; vocational training (rural and industrial); vocational rehabilitation; labour law and labour relations; assistance to employers; labour administration; workers' education; conditions of work; occupational safety and health; women and young workers; co-operatives and social security.

Asia

The Asian Regional Team for Employment Promotion (ARTEP) initiated a series of case studies related to labour absorption in agriculture and to the potential for expansion of productive employment opportunities. Case studies were made in India, Japan and the Republic of Korea and others are in progress. Two seminars dedicated to this theme were held in India early in 1979, and a regional seminar on employment expansion in South Asian agriculture was organised in November 1979.

ARTEP also launched a series of studies on alternative methods of employment promotion in manufacturing industry and on energy generation in rural areas in Asia. Case studies were completed on the experience of export-led industrialisation in Hong Kong, Indonesia, Republic of Korea and the Philippines and a comparative study aimed at assisting the ASEAN countries in promoting the development of small-scale and labour-intensive industries was begun.

Four experimental field projects in India (West Bengal) and Bangladesh were started on the problem of local-level planning for local resource
mobilisation and the satisfaction of basic needs. In this field ARTEP also organised a seminar on “Employment, resource mobilisation and basic needs through local-level planning” (Colombo, May 1979) and another on “Rural employment programmes and local-level planning for the satisfaction of basic needs” (Bangkok, June 1979). Furthermore, a comparative study of labour force and employment trends in Asian countries was completed, while a study on the determinants of the labour force participation of rural women was launched.

ARTEP also contributed to the preparatory work for the next Five-Year Plan of Bangladesh, and undertook a study for the Planning Commission of the employment situation during the Second Five-Year Plan. The team likewise assisted in the preparation of the next Development Plan of Pakistan, while a regional planning project was started in Sri Lanka, in cooperation with the Ministry of Plan Implementation.

In the field of training the Technical Committee of the Asian Regional Skills Development Programme (ARSDEP) met in Manila in July 1979 to discuss the programme of work of this institution in 1980. It was preceded by a seminar on the training of key personnel responsible for training. Both these activities have contributed to the development of technical co-operation between developing countries (TCDC) within the region.

In addition to the workshop on income-generating skills for women which was held in Thailand, a workshop on rural training was organised by ARSDEP in Tonga.

With regard to the Asian Regional Project for Strengthening Labour and Manpower Administration (ARPLA), seven regional meetings and 13 national workshops were held. The special training programme for Asian officers of employment services (PASOES) completed its activities with the organisation of a workshop and a round-table which were attended by a total of 24 officials from 14 countries.

Regional technical specialists also covered the following fields: management development (including small-enterprise development and hotel and tourism training); vocational training (including vocational rehabilitation); assistance to employers; labour relations; labour administration; workers’ education; conditions of work; occupational safety and health; women and young persons; rural institutions and co-operatives; social security; and labour economics.

Middle East

In the Arab States of the Middle East, the following fields of activities were covered by regional technical specialists: labour administration; workers’ education; and co-operatives. In addition, ad hoc advisory services were provided to various countries in the region in fields such as management development, manpower planning and vocational training.
INTERNATIONAL INSTITUTE FOR LABOUR STUDIES

During 1979 the Institute had an extremely heavy programme of courses, meetings, symposia, research activities and publications. There were eight educational activities during the year. Four of these were industrial relations seminars held at Colombo, Dacca, Hyderabad and Karachi during the period from 5 February to 1 March, with a total of 94 participants. These seminars featured an Institute-created decision-making exercise on in-plant industrial relations. These Asian seminars were financed by the Government of Norway.

A two-month course on the social aspects of the management of agricultural co-operatives was held jointly with the FAO at the Pan-African Centre for Co-operative Training in Cotonou from 26 April to 25 June for 16 participants from Angola, Cape Verde, Djibouti, Niger and Togo. The course focused on the contributions which the social sciences could make in improving the structures and organisation of agricultural co-operatives in Africa.

The Government of Ireland was host to an African regional workshop on the social implications of industrialisation in development which was held in Dublin from 3 to 21 September. In addition to the Irish support, contributions from the Netherlands and Nigeria made it possible for four participants from the liberation movements of southern Africa, recognised by the OAU, to join the other 16 participants from Botswana, Kenya, Lesotho, Malawi, Sudan, Swaziland, Tanzania and Zambia. The course content was built on the computerised national policy decision-making exercise originally developed by the Institute some ten years ago and which continues in use in several countries around the world. The course also drew on the recent development exercise of Ireland to provide interesting and relevant experience in coping with a number of social problems linked to its own industrialisation process.

From 2 to 19 October a Geneva course on labour-management relations in the petroleum industry was held for 24 participants selected primarily from petroleum-producing countries. Five of the participants from trade union circles were awarded ILO fellowships to attend the course so as to promote a balance between the three sectors. The course content concentrated on discussions of specific industrial relations issues facing the industry, including questions of trade union organisation and recognition, collective bargaining and disputes, current in-plant issues, workers' participation in decisions within enterprises and related topics.

The Institute initiated a new type of co-operation with the University of Geneva by organising a nine-month course (meeting one-and-a-half hours a week from 5 November 1979 to 30 June 1980) for international officials on comparative social policy. Approximately 20 individuals were attending the course at the end of 1979. The course offers training and research opportunities specifically oriented towards the professional staff of international organisations, both governmental and non-governmental, concerned with the social policy issues raised in the development process.
By the end of 1979 a total of some 2,700 participants had attended an Institute educational activity. Nearly 37 per cent of these came from governments, 22 per cent from employers' organisations, 27 per cent from organisations of workers and 14 per cent from other institutions, primarily from universities. Geographically, the African Continent has provided 45 per cent of the participants. This heavy concentration is largely accounted for by a four-year project financed by SIDA which ended in mid-1978. Other regions with significant shares of the participants were Latin America and the Caribbean with 23 per cent, Asia with 16 per cent and the Middle East, which accounted for 6 per cent.

The Institute was host of a meeting for directors of public agencies operating programmes concerned with the quality of working life, along with eminent academicians and trade union and employer association representatives working on the same subject. Some 30 individuals attended the meeting, which was held in Geneva from 16 to 18 January. They came from 12 European and North American countries and Japan.

On 29 January the Institute conducted a meeting for a study team of Japanese trade union leaders. This was a continuation of a series of such visits which was initiated several years ago.

A Conference on Comparative Industrial Relations Practices and the Emerging Labour Scene in Spain, co-sponsored by the Institute and the University of Maryland (United States) with the financial support of the Marshall Fund of the Federal Republic of Germany was held in Madrid on 7 and 8 May.

The Institute contributed a paper dealing with trade unions, growth and development to the Fifth World Congress of the International Industrial Relations Association, which met in Paris from 3 to 7 September.

The Friedrich Naumann Foundation supported an Institute symposium (Cotonou, 17-22 September 1979) on the participation of small and medium-sized enterprises in the economic and social development of African countries for some 35 French-speaking participants from Africa. The subjects discussed were orientations of industrialisation strategies through small and medium-sized enterprises (SMEs) as a means for the mobilisation of resources and the institutional framework necessary for the development of SMEs.

The Institute was represented at a meeting of experts on "Progress in the establishment of a new international economic order: obstacles and opportunities" (Mexico City, 8-13 January 1979) and also at a symposium on contracts of solidarity (Florence, 3-4 October 1979).

The Institute organised a seminar on remuneration and productivity problems in Eastern European countries (Geneva, 18-21 December 1979). Participants from Bulgaria, Czechoslovakia, German Democratic Republic, Poland, Romania, Ukrainian SSR, USSR and Yugoslavia expressed the belief that the seminar encouraged an exchange of views and experiences in the area among those responsible for formulating and implementing policy at the national and enterprise levels.
Activities of the ILO, 1979

The second major meeting to be held as a part of the Institute's project on the social implications of the acquisition and utilisation of science and technology within a development perspective was held (Buitrago near Madrid, 19-21 November 1979). During the symposium the participants developed the major lines of an agreement for co-operation between Spain and Latin America inspired by the principles of contracts of solidarity for the establishment of an international infrastructure for the transfer of scientific and technological information.

On 5 and 6 December the Institute organised and co-sponsored a conference on critical economic and workforce issues facing Western countries. The meeting, which was held in Washington, DC, provided an opportunity for the European experience on selected issues (inflation and incomes policies, employment and unemployment, quality of working life, and industrial democracy) to be presented to, and commented on by, a significant American audience and by European specialists and thereby stimulate an exchange between the United States and Europe. While a primary purpose of the meeting was to make European experience available as an input to relevant United States policy-making, the feedback benefiting the high-level Europeans present was also of considerable importance.

An inter-African symposium on the world of work and protection of the child was held in Yaoundé from 12 to 15 December as the Institute's contribution to the International Year of the Child.

A meeting on collective bargaining and dispute settlement in the public service was held in Israel from 17 to 19 December 1979 and provided for the Israeli audience the opportunity to engage in a comparative analysis of bargaining practice and the various ways of handling disputes in the public service on the basis of a number of foreign experiences presented.

The Institute contributed three papers to the UNITAR/CEESTEM ("Centro de Estudios Económicos y Sociales del Tercer Mundo") project on "Progress in the establishment of a new international economic order" at a meeting of the project experts held in Mexico City from 8 to 13 January. This project was established in order to make a major contribution to the Special Session of the United Nations General Assembly to be held in 1980 in accordance with the terms of Resolution 32/174 adopted on 19 December 1977.

The Institute contributed a paper on "Food self-sufficiency in developing countries" to the OECD programme on interdependence and development.

Work continued on the research project studying the social implications of the acquisition and utilisation of science and technology within a development perspective. A follow-up symposium to the seminar held in March 1978 was held in November 1979 to review some case studies carried out in the interim.

Research activities carried out in 1979 under the terms of subcontracts with the ILO include a study of the liability of employers in the event of industrial accidents, the preparation of a manual on the arbitration of
disputes concerning the establishment of terms and conditions of employment, the maintenance of the Directory of institutes for labour studies, an analysis of German literature on the quality of working life, a review of the literature on the training practices of multinational enterprises and their impact on development and a study of strategic factors in industrial relations in the construction industry.

Two research activities initiated during 1979 are of particular interest, as they were organised primarily on the basis of voluntary contributions by institutes, universities and scholars in various countries. These are a study of the interaction of industrial relations and the political process in selected developing countries and a study of the role of employers' associations in industrial relations in industrialised countries. Institutes or university departments of 11 countries are participating in the first of these studies (Guyana, India, Israel, Kenya, Madagascar, Nigeria, Pakistan, Philippines, Sierra Leone, Sri Lanka and Sudan). The second study includes contributions from scholars in the form of national studies on Australia, France, Federal Republic of Germany, Israel, Italy, Japan, Netherlands, Sweden, United Kingdom and United States. For both activities the Institute prepared an initial study and/or research plan and took responsibility for the work of comparison and preparation for publication.

Workers' participation in management is a project which has engaged the Institute for over a decade. Interest in this subject continues in many parts of the world and, as a result, the Institute is continuing its efforts to bring its earlier studies up to date by reviewing current developments in this field.

A project to analyse alternative incentives for technological progress was started during the year. Its primary objective is to identify the efforts made by the CMEA member countries to strengthen the influence of material incentives on the introduction of scientific and technological achievements as a decisive factor in a dynamic and balanced development of social production, raising labour productivity, and the rational use of labour, material and financial resources.

Work is also continuing on the development of the concept of solidarity as a foundation for a new international economic order. During 1979, contributions to this project were published in Labour and Society and in the Research Series.

The project on Islam and social policy was given substantial support during 1979 with a contribution by the Islamic Solidarity Fund of the Islamic Conference. This made it possible to hold a symposium on Islam and Social Policy in January 1980.

The Institute also began work on a project designed to investigate current trends in plant-level trade union representation, principally in Western Europe, as well as one on strategic factors in industrial relations in the construction industry.

The publications of the Institute appear to be continuing to enjoy an ever-growing audience around the world. The number of individuals and
institutions receiving *Labour and Society* regularly continues to grow modestly. An indicator of the professional acceptance of *Labour and Society* is the increasing frequency with which articles are cited by authors in other journals.

**INTERNATIONAL SOCIAL SECURITY ASSOCIATION (ISSA)**

The ILO continued its support to the International Social Security Association (ISSA), which during the year extended its membership to 245 affiliated and 71 associate members in 114 countries. The Office took part in most of the Association's activities.

The most important event of the year was the holding of meetings of 11 Permanent Committees of the ISSA, which took place first in Acapulco and Washington (May 1979), and later in Helsinki and Geneva (September 1979). Some 350 delegates from 60 countries took part in these meetings. The topics under discussion ranged from surveys on questions such as benefits for the survivors of invalidity pensioners, exchange of data in the field of social security of migrant workers, and employment maintenance and unemployment protection for young workers, to analytical studies on such topics as the concept of the dependent child, the relationship between trends in health-care expenditure and the type of organisation of health care and the impact of recent developments in technology on occupational diseases.

The Seventh International Conference of Social Security Actuaries and Statisticians was held in Acapulco in May 1979. It was attended by 240 delegates from 40 countries. The issues discussed were statistics from developing countries and their applications to social security, theoretical and practical aspects of the adjustment of pensions to changes in prices and wages and recent developments in mathematical and statistical methods.

ISSA activities in the field of prevention of occupational risks included the organisation by different ISSA International Sections of a series of symposia dealing with personal protective equipment (Torremolinos, May 1979), risks in the chemical industry (Frankfurt, June 1979) and risks in agriculture (Paris, September 1979).

In line with the general policy adopted by the XIXth General Assembly of the Association, the regional activities of the ISSA were considerably reinforced.

The First American Regional Conference of the ISSA took place in Ottawa in May 1979. Delegates of social security administrations from 22 countries of the region attended the conference, which discussed reports on pensions systems, on administrative decentralisation of social security and on social security and demographic evolution in the region.

The ISSA also collaborated with the University of Córdoba (Argentina) in the organisation and running of a sub-regional seminar on major problems of social security, which was held in September 1979 and attended by delegates from Argentina, Brazil and Uruguay.
The main regional meeting for Asia was the Fifth Asian Regional Conference for Asia and Oceania which took place in Tashkent in September 1979. Participants from 16 countries discussed the role of preventive health care in social security systems, current issues in the administration of employment injury schemes, developments in old-age income security and the extension of social security protection to wider sectors of the population. An Asian regional research meeting on the impact of changing family patterns on social security protection was held in Canberra in March 1979.

Within the framework of ISSA regional activities in Africa, the Seventh Symposium of Directors of Social Security Organisations from French-speaking Africa was held in Kigali in November 1979. The meeting focused on three topics: incidence of data-processing on the work of African social security funds, social security programmes related to migrant workers in Africa and employment accidents and occupational diseases and their relation to the prevention of occupational risks in the region.

The ISSA Committee on Provident Funds, with representation from 11 countries in Africa, Asia and Oceania, met in Lagos in December 1979. The meeting discussed experience in the conversion of provident funds into pensions schemes, the capital investment practices of provident funds as well as the administrative problems posed by migration.

Special emphasis was placed on regional seminars for the developing countries. A seminar for senior social security officials from the English-speaking countries of the Caribbean was held, in collaboration with the Inter-American Centre for Social Security Studies, in Mexico City in February 1979. In Africa the ISSA organised at the subregional level a training course for middle-management staff employed in social security administration in Yaoundé in October 1979, and a regional training seminar in Lusaka in November 1979.

Within the framework of regional activities in Europe, two meetings were organised. The first dealt with the particular problems of social security schemes having a small number of participants and was held in Andorra-la-Vella in June 1979. It was attended by delegates from 11 European countries, representing social security organisations with fewer than 200,000 insured persons. The second meeting, devoted to “The speeding up of the settlement of benefit claims for migrant workers”, was held in London in October 1979, and was attended by delegates from 18 European countries.

Under the research programme of the ISSA, a research conference on the financing of social security was organised in Ottawa in May 1979. The papers and proceedings were published in December 1979 in the Studies and Research Series.

In the course of the year three other reports were published in the Studies and Research Series: “Social protection of the over-75s”, the report of a round-table meeting held in Paris in 1978 examines the needs of this age group and the policy response in terms of income maintenance, health care and social services; “Social security and taxation”, the report of an expert
group which met in Jerusalem in 1978 deals with some of the complex policy issues which arise when two separate instruments are used to influence a single economic variable, disposable income; and "Retirement age practices in ten industrial societies, 1960-1976" is the report of an ISSA study which documents the move towards earlier retirement in recent years and in which flexible pension age provisions are described and detailed statistics given for each country.


**INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING, TURIN**

One of the major concerns of the Centre in 1979 was to establish the conditions for more efficient management so as to enable it to fulfil more effectively its role within the programme of the ILO. For this purpose, an in-depth review of the activities of the Centre and a restructuring of its services were undertaken, the effect of which started to be felt in the latter part of the year.

During the period under review the Centre conducted 50 training courses for 894 participants from 99 countries. Individual placements in a wide range of institutions and enterprises in 60 countries were also organised through the Centre for 113 of these course participants and, additionally, for 404 individual fellowship holders. Thirteen seminars and technical workshops for a total of 377 participants were organised in Turin and five were organised and conducted in the field: in Ahmedabad, Cairo, Kinshasa, Kuala Lumpur and Nairobi. The Centre organised programmes for an over-all total of 1,675 participants, thus bringing the cumulative total from October 1965 to the end of December 1979 to 15,520 participants representing 164 countries.

Much reliance continued to be placed on the active support of the UNDP. In 1979 the UNDP contribution to the financing of the activities of the Centre was the highest since the Centre's creation: it exceeded 45 per cent of the Centre's total income for the year. The volume of operations executed by the Centre and financed under the ILO regular budget for technical co-operation reached nearly 9 per cent of the total, while approximately 12 per cent of its activities were executed on behalf of the European Economic Community.

The concept of "tailor-made" programmes continued to be a predominant feature of the Centre's training activities. Such programmes are designed in close co-operation with the countries requesting training to
ensure that they correspond exactly to the needs of homogeneous groups of participants. As far as possible they are conducted in the working language of the participants; in 1979 courses and seminars were conducted in Arabic, English, French, Italian, Portuguese and Spanish.

New formulae were introduced in a series of courses in order better to adapt the programmes organised in Turin to the conditions prevailing in the participants' countries of origin. A course on training methodology for instructors and training officers from Zaire, organised under the auspices of the EEC, commenced with a preparatory seminar in Kinshasa, during which the participants' needs were assessed and the methodological approach was introduced. The Turin-based course was followed by another field seminar to evaluate the extent to which the participants had been able to apply the knowledge and skills acquired and to help them solve the problems encountered after their return. Similar combined programmes, including training activities in the participants' country of origin and methodological and technical training in Turin as well as in some industrialised countries, were also designed for the training of foremen in the mining industry of Niger and for the training of co-operative trainers in Nigeria.

An intensive course on "Energy utilisation and saving", followed by a seminar on "Energy management and policies in industry" was organised during the last quarter of 1979 under the sponsorship of UNIDO. This was considered a pilot operation which enabled the Centre better to assess needs and test its curriculum with a view to an expansion of its activities in this field. This project also introduced a new formula which consisted in bringing together in Turin the senior personnel responsible for taking decisions on the follow-up to the course, which was addressed to personnel at the technical and operational level. The purpose was to bring about greater receptivity to the application of the knowledge acquired by the participants when they returned to their professional environment.

Continuing along the lines of a seminar which had been held in 1978 partially in the Sudan and partially in Turin, a course was organised under the joint sponsorship of the ILO and the Italian Government in the field of harvest technology. This course was addressed to the countries of the Sahel region and was intended to reinforce the Centre's training action on behalf of the poorer developing countries.

As in previous years, the Centre conducted courses in workers' education financed by the ILO. Three courses (one each for Africa, Asia and Latin America) were held in 1979. In addition, the Federal Republic of Germany allocated funds for two courses for trade union instructors - one for the Caribbean region and one for Africa. The workers' education programme was further strengthened through the signing of an agreement with NORAD which included a series of four courses for trade union instructors, two of which (both for Africa) were held in 1979.

The third in a series of courses for senior officials of employers' organisations and financed by DANIDA was held during the year under
review for French-speaking Africa. As these three courses had a regional composition, the Centre is now exploring funding possibilities for inter-regional courses for employers' organisations in order to encourage a wider and more varied exchange of views and experience.

In the second part of 1979 a new methodological approach, in the form of modular-based courses, was introduced. During the experimental period, these so-called permanent courses are offered in areas in which the Centre has built-up extensive experience over the past years – training systems, training methodology and audio-visual aids technology – and are conducted in English, French and Spanish. The limited duration of the three modules is intended to meet the needs of individuals who cannot free themselves from their professional commitments for a longer period or of those who wish to include them in a more extensive training programme.

Among the various seminars and workshops held during the year, the following activities, which were financed under the ILO regular budget for technical co-operation and organised with the active collaboration of ILO regional offices and projects, deserve special mention: a symposium on the "Interaction between government and employers' and workers' organisations in the field of vocational training" for Latin American countries (with CINTERFOR); a workshop on hotel/tourism manpower development and career planning for African countries; a workshop on small-enterprise development for Asian countries; and a workshop on international technical co-operation for national project managers and chief technical advisers in the Asian and Pacific region.

Work on the production of training packages contracted by the ILO or by UNESCO was developed. The packages included a multi-media package in the field of educational technology, a slide-sound series and manual on conditions of work prepared in co-operation with the PACT, a manual on rural training and a slide-sound series on the rehabilitation of the handicapped. Second editions of a series of publications in the field of workers' education were also produced. Training packages which had been validated received an encouraging response in terms of requests for purchase. Measures have been taken to develop further the production of this type of teaching material.

In summary, it can be said that 1979 has been a transitional period for the Centre, during which the orientation of its activities has been reviewed in order to better adapt them to needs envisaged for future years. The relationships between the ILO field programmes and the programme of the Centre have been strengthened. As an integral part of the ILO's programme of technical co-operation the Centre is now playing a specific role owing to its capacity for rapid implementation of training requests by a variety of national, regional and international institutions.
EXPENDITURE ON TECHNICAL CO-OPERATION ACTIVITIES, 1976-79

Expenditure on technical co-operation activities under all sources of funds for the years 1976 to 1979 was as follows:

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<tbody>
<tr>
<td><strong>UNDP</strong></td>
<td>35,444</td>
<td>26,979</td>
<td>38,912</td>
<td>47,287</td>
</tr>
<tr>
<td><strong>UNFPA</strong></td>
<td>3,092</td>
<td>3,332</td>
<td>3,876</td>
<td>5,966</td>
</tr>
<tr>
<td><strong>Trust funds</strong></td>
<td>11,254</td>
<td>13,686</td>
<td>16,523</td>
<td>19,241</td>
</tr>
<tr>
<td><strong>Regular budget</strong></td>
<td>2,238</td>
<td>4,378</td>
<td>3,035</td>
<td>6,478</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>51,928</td>
<td>48,375</td>
<td>62,346</td>
<td>78,972</td>
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In 1979, 46 per cent of the total resources went to vocational training and management development; 25 per cent to employment promotion; 15 per cent to sectoral activities including co-operatives, hotel and tourism training and maritime workers; and 7 per cent to industrial relations, labour administration and workers' education; the balance went mainly to working conditions and environment and social security.

Under the regular budget alone, technical co-operation expenditure was as follows: 32 per cent on vocational training and management development; 26 per cent on industrial relations, labour administration and workers' education; 21 per cent on employment promotion; 10 per cent on working conditions and environment; 5 per cent on sectoral activities; the balance was absorbed mainly by activities in the fields of social security and labour statistics. As in previous years, regular budget resources were used mainly to finance seminars, fellowships, short-term projects and consultancy services, many of which were intended to lead to projects to be financed by the UNDP or other outside sources.
APPENDIX II

ACTION TAKEN ON THE RESOLUTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 60TH TO 65TH 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 a review of the implementation of resolutions adopted by the Conference over the previous five years.

This Appendix to the Report provides information on steps which were taken in 1979 to give effect to the resolutions adopted by the Conference at its 60th to 65th Sessions. However, information given in previous years is generally not repeated, and action taken on the implementation of some resolutions is not described at length at this place if the Report contains the relevant information.

TRIPARTISM AND PROMOTION OF HUMAN RIGHTS

Resolution concerning the Promotion, Protection and Strengthening of Freedom of Association, Trade Union and Other Human Rights (63rd (1977) Session)

Resolution concerning the Strengthening of Tripartism in ILO Supervisory Procedures of International Labour Standards in Technical Co-operation Programmes (63rd (1977) Session)

Action taken by the Director-General and the Governing Body in response to these resolutions was described in the Supplements to the Director-General's Reports to the 64th (1978) and 65th (1979) Sessions of the Conference. Further action taken in the course of 1979 is described in the section on human rights and international labour standards in Part II of this Report, including the ratification position in respect of the principal ILO human rights Conventions, the strengthening of procedures for examining allegations of violation of trade union rights, arrangements for periodic reports from non-ratifying States regarding their position in relation to the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), the general survey of the implementation of the Conventions on forced labour, the review and development of the direct contacts procedure, and the proposed updating of the
procedure for consideration of representations concerning observance of ratified Conventions.

As regards the strengthening of the participation of employers' and workers' organisations in supervising the application of Conventions and Recommendations, it may be noted that the number of ratifications of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), increased substantially in 1979, from 11 to 20. The Office continues to give priority attention in its contacts with governments and employers' and workers' organisations to measures concerning the implementation of this Convention and its supplementary Recommendations. Provision for a tripartite seminar on this question has been included in the programme and budget for 1980-81.

It will also receive close attention from the regional advisers on international labour standards, for whose appointment in Africa, in Asia and in Latin America and the Caribbean provision is made in that programme and budget (initially on a part-time basis). The appointment of such regional advisers is intended, more generally, to reinforce the assistance and advice to member States in all questions concerning the implementation of ILO standards and the discharge of their constitutional obligations relating to them, and also to bring about closer and more continuous attention to ILO standards in the planning and implementation of technical co-operation programmes in their region.

Operative paragraph 2 (c) and (d) of the second resolution called for efforts to increase the volume of technical co-operation and to promote adequate institutional arrangements for genuine tripartite co-operation in its planning and administration and emphasised that UNDP/ILO programme planning and execution should have the benefit of tripartite consultation at every stage.

In 1979 a range of technical co-operation activities was directly related to strengthening tripartism, in particular in the field of industrial relations, workers' education, assistance to employers' organisations and labour administration and co-operative development. The volume of technical co-operation expenditure in these and related fields amounted in 1979 to US$11.9 million, i.e. about 28 per cent more than expenditure on corresponding activities in 1978. As in previous years, some 40 per cent of regular budget resources for technical co-operation were spent in 1979 on projects of this type.

Paragraph 2 (g) (i) and (ii) of this resolution calls upon ILO member States to associate employers' and workers' organisations to the fullest extent possible in the elaboration, implementation and control of technical co-operation activities. In this connection, it is worth recalling that the Committee on Operational Programmes of the Governing Body undertakes, each year, a review of progress made in the strengthening of tripartite participation in technical co-operation. At its meeting in November 1979, the Committee was informed of the following major trends. The 1974 Agreement between the Director-General of the ILO and the UNDP Administrator on a closer association of employers' and workers' organisations with technical co-operation has as yet received only a limited follow-up at the country level. However, the involvement of employers and workers in the formulation of individual projects has been more encouraging, applying to projects in different technical fields under different funding arrangements; the resources at the disposal of ILO offices from the regular budget for technical co-operation have often greatly facilitated the formulation of projects in close cooperation with employers' and workers' organisations. Furthermore, employers' and workers' organisations have in many instances become closely associated with the implementation of projects, in particular through participation in tripartite steering or consultative committees. This applied not only to country projects but also to some of the larger regional projects. In 1979 there was no evaluation of ILO programmes and projects through tripartite Governing Body missions because there were no meetings of regional advisory committees.
Resolution concerning Human and Trade Union Rights in Chile (60th (1975) Session)

The Committee on Freedom of Association, at its three sessions in 1979, continued its examination of the case concerning Chile. On each occasion it submitted an interim report to the Governing Body which the latter approved at its 209th (February-March 1979), 210th (May-June 1979) and 211th (November 1979) Sessions.

In its November 1979 report the Committee considered the fresh legislation on trade union organisations and collective bargaining adopted by the Government of Chile in June 1979. In welcoming the repeal of Legislative Decree No. 198, of December 1973, which imposed serious restrictions on trade union activities, the Committee noted that the promulgation of the new legislation was an important first step in implementing the recommendations of the Fact-Finding and Conciliation Commission on Freedom of Association.

Nevertheless, the Committee drew the Government's attention to certain provisions which were incompatible with the principles of freedom of association so that the necessary amendments might be made. In this connection it requested the Government to furnish information on the implementation of the recommendations thus made and expressed the hope that the spirit in which the legislation would be applied would be in conformity with the principles of freedom of association and respect for civil rights, the importance of which had been emphasised by the Fact-Finding and Conciliation Commission.

In connection with certain measures adopted by the Government, the Committee recalled the importance which it attaches to certain principles concerning protection against acts of anti-union discrimination and concerning the dissolution of trade union organisations. The Committee requested further information on these points as well as information as to what had become of the trade union leaders or former leaders alleged by the complainants to be in prison or to have disappeared.

Resolution concerning the Development of the ILO's Programme for the Improvement of Industrial Relations (65th (1979) Session)

This resolution calls for action by the Governing Body, the Office, governments, and employers' and workers' organisations.

As regards operative paragraph 1 (a), a number of recent or current activities described in the body of the present Report aim at ensuring the growth of free and independent national employers' and workers' organisations. The workers' education programme and the subprogramme for assistance to employers' organisations under the labour law and labour relations programme, in particular, are designed to help trade unions and employers' organisations to grow and develop in accordance with ILO basic instruments on human rights.

With regard to operative paragraph 1 (b), which refers to the promotion of institutional structures capable of playing an effective role in development plans, work was under way in 1979 and is due to continue in 1980-81 on the contribution of industrial relations to development. The Expert Meeting on Labour Relations and Development in Asia held in Singapore from 1 to 6 October 1979 discussed, among other things, tripartite negotiation and consultation for the formulation of development policies as well as the role of the ILO and its future activities, with a view to the preparation of the discussion at the Ninth Asian Regional Conference of the agenda item entitled "Freedom of association, labour relations and development in Asia".

As regards operative paragraph 1 (c), the agenda for the 66th (1980) Session of the Conference includes an item on the promotion of collective bargaining, with a view to the adoption of an instrument. As is made clear in the Programme and Budget for the present biennium, the ILO's whole approach to industrial relations is based on a recognition of the need to take account of the different conditions prevailing.
Appendices

in different countries, but at the same time to promote the widespread application of ILO standards—including the Workers’ Representatives Convention, 1971 (No. 135), to which reference is specifically made in this paragraph of the resolution.

Operative paragraph 1 (d) calls for the strengthening of ILO operational activities. One of the most important means of strengthening ILO operational activities for improving labour-management relations has, for many years, consisted in the organisation of meetings of the training-course or seminar type, both on a tripartite basis and separately for government officials, trade union leaders or representatives of employers’ organisations. Action taken in 1979 in this respect is described in the section on labour law and labour relations in Part II of the present Report.

Operative paragraph 1 (e) of the resolution should be read in conjunction with operative paragraph 1 (b) which, as already mentioned, calls for ILO action to promote institutional structures and procedures so as to enable employers’ and workers’ organisations to play an effective role in the establishment and implementation of development plans. The action described above to give effect to that paragraph of the resolution will also include employer and worker participation in, and development of, tripartite institutions and procedures in line with the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), and the Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976 (No. 152).

As regards operative paragraph 1 (f), efforts are being made and will continue in the next biennium and during the Medium-Term Plan period (1982-87) to implement the objectives of PIACI and the World Employment Programme. So far as labour relations are concerned, this will be done, in particular, by promoting collective bargaining as a means of improving working conditions and fostering such policies in regard to wages and income from work as will contribute to income security, an equitable distribution of income and balanced economic and social development.

While a number of important activities already carried out are thus in line with the various requests contained in the resolution, the latter clearly points to a further development and expansion of the industrial relations programme of the Office. It is very much hoped that, upon receipt of the resolution, government and employers’ and workers’ organisations will co-operate fully in the development and implementation of a comprehensive programme for the improvement of industrial relations.

EMPLOYMENT, HUMAN RESOURCES AND DEVELOPMENT

Resolution concerning Rural Development (60th (1975) Session)

Guidance given by this resolution has been closely followed for rural activities carried out in 1979, and was considered by the Advisory Committee on Rural Development to be of continuing value for further ILO work for rural development.

Resolution concerning the Contribution of Small and Medium Undertakings to Economic and Social Progress and to the Creation of Employment, in Particular in Developing Countries (60th (1975) Session)

Action taken to give effect to this resolution in 1979 is covered by the corresponding sections of Part II of the present Report dealing with employment, training and industrial relations. However, some further details complete the picture.

Continuing and expanding activities included research and development studies with emphasis on entrepreneurial training, particularly for new entrants to the workforce. During the period under review, a sectoral programme for promoting small contractors in the construction industry was expanded to include French-
speaking as well as English-speaking Africa. A series of regional workshops was conducted, using multi-bilateral funds.

The question of small and medium undertakings was discussed in national workshops as well as regional and sub-regional seminars on labour relations or round tables for employers' organisations. In the Meeting of Experts on Labour Relations and Development in Asia (Singapore, 1-6 October 1979), reference was made to current efforts to bring small and medium-sized enterprises into the ambit of collective bargaining. Similarly the ILO/DANIDA Sub-Regional Technical Seminar on Employers' Organisations Services (Singapore, 8-12 October 1979) emphasised the need for assistance to small and medium-sized enterprises. In September 1979 a two-day seminar held in Nicosia provided for an exchange of information, policies, institutions and programmes for promoting the development of the small-enterprise sector in selected countries of the Mediterranean and European region.

The problems posed by the improvement of the working conditions and working environment of small and medium undertakings were also discussed by the second Latin-American seminar organised by the Office in collaboration with the Latin American Centre of Social Sciences (CLACSO) on the co-ordination of research and studies concerning working conditions and working environment.

Some 13 technical assistance projects were continued during the period and a further 15 potential projects exclusively devoted to small-enterprise development are being considered.

In the field of training documentation a multi-bilateral project on training materials and methods for promoting small enterprises in developing countries was field-tested and continued into its second phase.

Resolution concerning Industrialisation, the Guarantee of Employment and the Protection of the Incomes of Workers (60th (1975) Session)

Most of the action taken to give effect to this resolution is described by the section in Part II of this Report dealing with the World Employment Programme. A series of studies on the role of industrialisation in basic-needs-oriented strategies has been initiated.

In response to the request contained in the fifth operative paragraph of this resolution, a law and practice report on social security and employment was prepared for consideration by the Governing Body with a view to the possible inclusion of this item in the agenda of the 67th (1981) Session of the Conference. This item was not, however, retained for the 1981 agenda.

Resolution concerning Follow-up to the World Employment Conference (65th (1979) Session)

Action on this resolution is described in the section of Part II of this Report dealing with the World Employment Programme.

Resolution concerning Youth Employment (64th (1978) Session)

Action on this resolution is described in the section of Part II of this Report dealing with the World Employment Programme.

As regards operative paragraph 2 (a) of the resolution which invites to Governing Body to request the Director-General to assist governments in working out effective measures against youth unemployment, an outline for action was prepared and circulated to the ILO offices in the field with proposals regarding the promotion of regional and selected national projects. The principal objectives are an intensification of national activities in favour of training and employment creation for youth with emphasis on a fuller utilisation of national institutions.
Appendices

A technical report entitled *Young people and work* was submitted to the Third European Regional Conference (Geneva, October 1979), which adopted a resolution on that agenda item. This resolution takes into account the situation of young people with regard to training and employment in Europe and includes a number of provisions to encourage governments to take appropriate measures with a view to improving the training of youth for employment, including vocational guidance and counselling, training within the enterprise, life-long learning and the importance of appropriate conditions of work in facilitating the development of both the capacities of young workers and their careers. The need for co-operation among employers' and workers' organisations in all phases of activities was stressed. This co-operation might be at the level of policy formulation, mobilisation of resources and in the elaboration of the content and the evaluation of training in its various forms.

**VOCATIONAL REHABILITATION**

Resolution concerning Vocational Rehabilitation and Social Re-integration of Disabled or Handicapped Persons (60th (1975) Session)

In accordance with the operative part of the resolution, documentation on various aspects of vocational rehabilitation and social re-integration of the disabled has been summarised and classified and has been an invaluable source of reference when supplying information to member States, organisations and individuals concerned with this subject.

Some 50 developing countries were assisted in their efforts to create vocational rehabilitation and employment facilities, through regional advisers, expert and consultancy services, fellowships and a regional seminar for training of sheltered workshop managers.

In line with paragraph 3 (c) of the resolution, progress was made in developing a comprehensive and co-ordinated rehabilitation campaign through frequent meetings with other United Nations agencies and international non-governmental organisations.

Resolution concerning Disabled Persons (65th (1979) Session)

This resolution calls for action to mark the International Year for Disabled Persons (1981) under three headings:

(i) by publicising relevant ILO standards and by assisting member States to implement them. In this connection, apart from the wide distribution given to the resolution, plans are in hand to give the widest publicity to all ILO standards relating to disabled persons in connection with the programme associated with the United Nations International Year for Disabled Persons. Since the resolution was adopted, expert and consultancy assistance in this field has been provided to some 25 member States;

(ii) by gathering rehabilitation documentation on legislation, experience and research. This has been a continuing feature of the Office's work in this field. Moreover, preparatory work for a world-wide research project on vocational rehabilitation legislation has started;

(iii) by making an appropriate contribution to the related activities of other United Nations organisations. In this regard, regular informal and formal meetings of representatives of the United Nations and the specialised agencies are being held to ensure that rehabilitation activities related to the special year are developed on co-ordinated lines.

With regard to the request to consider placing on the agenda of an early session of the International Labour Conference the question of revising the Vocational
Rehabilitation (Disabled) Recommendation, 1955 (No. 99), this is among the items which the Director-General has under consideration in preparing proposals to the Governing Body for the 1982 Conference agenda.

WORKING CONDITIONS AND ENVIRONMENT

Resolution concerning Future Action of the International Labour Organisation in the Field of Working Conditions and Environment (60th (1975) Session)

The action taken on this resolution over the past few years has been described in the Reports of the Director-General on the activities of the ILO to the 61st (1976), 63rd (1977), 64th (1978) and 65th (1979) Sessions of the Conference.

The year 1979 confirmed the fully operational character of the PIACT, as a major ILO programme through which efforts were pursued to give effect to the various measures called for in this resolution.

As regards the individual clauses of paragraph 4(1) of the resolution, the following measures were taken. In respect of clause (a), although reductions in regular budget resources made it impossible to initiate the general inquiry into work requested by this clause, provision was made in the 1980-81 Programme and Budget for establishing a typology of various work situations and an inventory of the major issues to be taken into consideration in the formulation and implementation of national policies for the improvement of working conditions and environment. Moreover, the discussion in 1979 of agenda items on working conditions and environment by the Third European Regional Conference and several Industrial Committees presented an opportunity for a detailed review of the trends in national policies in this field in a particular region and in various economic sectors. Case studies of national policies regarding occupational safety and health and the working environment were made concurrently with the preparatory work for the 66th (1980) Session of the Conference.

As concerns clauses (b) to (e) and (g), a description of the activities undertaken can be found in the relevant sections of Part II of the present Report.

As regards clause (h), the following activities were carried out in connection with the in-depth studies of the subject areas listed in the subparagraphs of this clause: in collaboration with ISSA, a study on the cost of occupational accidents and diseases was completed in manuscript form; work was continued on the further study of this same subject within national settings in selected Asian countries; a contribution to preparatory work for the Meeting of Experts on Statistics of Employment Injuries (January 1980) was completed; the data contained in existing publications on exposure limits for airborne toxic substances was updated and revised; close collaboration was maintained with the WHO in connection with that Organisation's subprogramme of establishing "internationally recommended health-based permissible levels for occupational exposure to chemical agents"; the Office contributed a section on the working environment for the Joint ILO/WHO/UNEP (UNIDO III) report on the "Impact of industrialisation on environment and health". The Office also published in 1979 two volumes describing experiments in 11 countries on new forms of work organisation, the second of the two containing, in particular, a study of the economic costs and advantages of such new forms. A departmental monograph was published on technology for the improvement of working conditions in Asia. National monographs on the impact on working conditions of the introduction of new technologies in offices, especially data processing, were also produced in a number of countries.

Finally, with regard to paragraph 4(3) of the resolution, the action taken in pursuance of this paragraph is described in the relevant section of Part II of the present Report.
Resolution on Working Conditions and Environment (61st (1976) Session)

The previous action taken on this resolution was described in the Reports of the Director-General to the 64th (1978) and 65th (1979) Sessions of the Conference. Some of the measures taken on the 1975 resolution concerning future action in the field of the working environment referred to above are also relevant to this resolution. Other measures taken in 1979 are outlined in the relevant sections of Part II of the present Report.

Resolution concerning the ILO Code of Practice on Safety and Health in Dock Work (64th (1978) Session)

The action taken to implement this resolution was outlined in the Report of the Director-General to the 65th (1979) Session of the Conference. The revision of the 1977 ILO Code of Practice on safety and health in dock work has been included as a programme element for possible implementation during the Medium-Term Plan. Paragraph 4 of the Occupational Safety and Health (Dock Work) Recommendation, 1979 (No. 160), calls on member States to take into consideration the technical suggestions in the latest edition of the ILO Code of Practice on safety and health, in so far as they appear to be appropriate and relevant in the light of national circumstances and conditions.

Resolution concerning Training of Dockers in Occupational Safety and Health (65th (1979) Session)

In the operative paragraph of this resolution the Conference calls on the Governing Body to consider extending assistance to those countries wishing to establish appropriate dockworkers' training centres. At its 211th (November 1979) Session the Governing Body requested the Director-General to establish a list of existing dockworkers' training centres and to assist them in establishing occupational safety and health training modules, possibly by distributing to them relevant up-to-date ILO documents on the subject. It also requested that this resolution be kept in mind when drawing up future Office programme and budget proposals.

Measures to give effect to this resolution are envisaged for the 1980-81 biennium. As regards technical co-operation, negotiations are under way with the Government of Senegal with a view to organising a training course on dockers' safety for the port of Dakar.

MIGRANT WORKERS

Resolution concerning Migrant Workers (65th (1979) Session)

Operative paragraphs 2 and 3 of the resolution are addressed to governments, asking them to ensure the implementation of international labour standards concerning migrant workers, and particularly Conventions Nos. 97 and 143 and Part II of the Declaration of Principles and Programme of Action adopted by the World Employment Conference in 1976. In accordance with the request of the Governing Body, this resolution was sent to governments and, through them, to organisations of employers and workers, drawing their attention to these paragraphs.

As regards the request contained in paragraph 1 for a "comparative study of the laws and regulations and the practices brought into effect in countries employing immigrant labour", the General Survey of the Committee of Experts on the Application of Conventions and Recommendations, based on the reports under articles 19 and 22 of the Constitution and concerning Conventions Nos. 97 and 143 and Recommendations Nos. 86 and 151, is submitted to the 66th (June 1980) Session.
Report of the Director-General

of the Conference. The Office is collecting the documentation necessary to complete the survey so as to present the comparative study requested.

MARITIME WORKERS

Resolutions Adopted by the 62nd (1976) (Maritime) Session of the Conference

Resolution concerning the Convocation of a Committee on Conditions of Work in the Fishing Industry

As previously reported, action has been completed on this resolution as such. However, in line with the Committee's recommendation that the questions of hours of work and manning, stabilisation of employment and earnings, and medical care on board should be included as one item in the agenda of a future session of the International Labour Conference, studies are being carried out as regards the technical practicability of such actions in 1982.

Resolution concerning the Periodic Revision of the List of Conventions Appended to the Merchant Shipping (Minimum Standards) Convention, 1976

Information supplied for the 1978 and 1979 Reports is still valid. However, the date for the 23rd Session of the Joint Maritime Commission has now been fixed for October 1980.

Resolution Submitted to the Conference on the Proposal of the Committee on Substandard Vessels, Particularly Those Registered under Flags of Convenience

The Office has now received replies to the questionnaire from three flag-of-convenience countries and 17 other maritime countries. Adequate information has been received as a basis for a sufficient report.

Resolution concerning Standards on Merchant Ships

Action was completed as reported previously.

Resolution concerning Seafarers' Welfare at Sea and in Port

The Fourth Session of the Tripartite Subcommittee of the Joint Maritime Commission on Seafarers' Welfare will be held in conjunction with the 23rd Session of the Joint Maritime Commission during 1980.

Resolution concerning Discriminatory Employment Conditions for Seafarers Serving in Vessels of Other Countries

Governing Body approval has been obtained for placing an item on this question on the agenda of the 23rd Session of the Joint Maritime Commission to be held during 1980.

Resolution concerning the Revision of Conventions and Promotion of Maritime Social Legislation

An item concerning the questions mentioned in paragraphs 2 and 3 of the resolution was not included in the agenda of the Joint Maritime Commission. Work on implementation of paragraph 4 of the resolution commenced during 1979.
Resolution concerning Standards Relating to Seafarers

Work on the compilations requested by this resolution started during 1979.

Resolution concerning the Convocation of the Joint Maritime Commission

The Governing Body has decided to convene the 23rd Session of the Joint Maritime Commission during October 1980.

Resolution concerning Regional Maritime Conferences

This resolution has been taken into account in the proposals for maritime activities in the Medium-Term Plan 1982-87.

Resolution concerning the Minimum Basic Wage for Able Seamen

This question will be included in the agenda of the 23rd Session of the Joint Maritime Commission in 1980.

Resolution concerning International Maritime Labour Standards on Medical Care aboard Ship

A session of the Joint ILO/WHO Committee on the Health of Seafarers will be held during the 1980-81 biennium.

Resolution concerning the Employment of Women on Board Ship

The information previously provided remains valid.

Resolution concerning the Environment on Board Ship

This item has not been included on the agenda of the 23rd Session of the Joint Maritime Commission, but the resolution is being kept under review within the Office.

Resolution concerning Workers' Education for Seafarers

There were no developments beyond those previously reported.

Resolution concerning the Treatment of Foreign Seafarers in Transit

Studies covered by this resolution are in progress, and the subject has been included as an item on the agenda of the Fourth Session of the Tripartite Subcommittee on Seafarers' Welfare of the Joint Maritime Commission, to be held during 1980.

WOMEN WORKERS

Resolution concerning a Plan of Action with a View to Promoting Equality of Opportunity and Treatment for Women Workers (60th (1975) Session)

Regional action

The conditions of work, vocational training and employment of women were discussed at the Eleventh Conference of American States Members of the ILO (Medellín, September-October 1979), which adopted a resolution on the question.
Report of the Director-General

The ILO co-operated with the United Nations Regional Commissions in the preparation of the 1980 World Conference on the Decade for Women. It prepared documents for and attended five regional conferences on the integration of women into economic and social development convened by these Commissions in Paris, Caracas, New Delhi, Lusaka and Damascus.

Within the workers' education programme, a Seminar on Women Workers' Participation in Trade Union Activities in Asian Countries was organised in Kuala Lumpur in September 1979. In 1978-79 an expert for women's questions was assigned to a project implemented in the Caribbean countries with the help of DANIDA.

The ILO continued to co-operate with the African Training and Research Centre for Women of the Economic Commission for Africa, where two ILO experts are working in the field of handicrafts development. Several new projects have been worked out by these experts for future implementation.

In the framework of a project on income-generating skills for women in Asia, a number of national monographs were completed: on Bangladesh, Japan, Malaysia, Philippines, Sri Lanka and Thailand; a background paper was prepared for a seminar organised in Thailand in August-September 1979 under the auspices of the Asian Regional Skills Development Programme (ARSDEP). As a result of this seminar, a series of national workshops are planned, the first of which was held in Sri Lanka in December 1979.

International action

To meet the request made in paragraph 1 (b) of the resolution for the adoption of new standards concerning discrimination on the basis of sex, and in line with the decision taken by the Governing Body at its 208th Session (November 1978) to place on the agenda of the 66th (1980) Session of the International Labour Conference an item on equal opportunities and equal treatment for men and women workers: workers with family responsibilities, the relevant reports were prepared for the 66th Session of the Conference.

Research on problems of special interest to women covered various fields, including vocational training, the rural sector and population questions. Documents and studies completed during 1979 included: a publication entitled Training and women to be issued in four languages including Arabic; several monographs spotlighting specific problems of rural women ("Dawn to dusk: The sexual division of labour in rural societies", edited by Lourdes Benería; "Village women in Bangladesh - Prospects for change", T. Abdullah and S. Zeidenstein; "Resource allocation and the sexual division of labour: A case study of a Moslem Hausa village in Northern Nigeria", Richard Longhurst; "Women in rural development - The people's Republic of China", Elizabeth Croll; "Women in agriculture: A comparative analysis of three Andean regions", Carmen Diana Deere and Magdalena Léon de Leal); a study on technological change and rural women: a conceptual analysis; a study on the role of the social infrastructure in Eastern European countries to ensure equality of opportunity and treatment for women workers; a series of statistical studies undertaken in 1978 was completed by two new studies; one on market-economy European countries, the other on countries of the CMEA.

Resolution concerning Equal Status and Equal Opportunity for Women and Men in Occupation and Employment (60th (1975) Session)

The recommendation to study the need for new international instruments concerning equal opportunities and equal treatment for women and men in occupation and employment was followed up by the preparation of a new instrument for workers with family responsibilities (referred to in connection with the previous resolution).
As regards "studies on matters relating to special protection for women and men", a series of articles on this subject is to be published in the *International Labour Review*.

**CHILDREN**

Resolution concerning the International Year of the Child and the Progressive Elimination of Child Labour and Transitional Measures (65th (1979) Session)

Operative paragraph 1 of this resolution is addressed to member States and calls upon them to take various measures for the elimination of child labour and for the protection of children. The second operative paragraph calls upon governments and employers' and workers' organisations to assess the situation of child work and to assist the competent bodies and the ILO to strengthen their action programme for children. As regards the request contained in paragraph 3 to reinforce the ILO's action through such means as factual surveys of national situations and practices for the elimination of child labour and for the protection of children at work, a study entitled *Children at work* was published in 1979 which reproduces the substance of 12 national monographs and complements the data contained in these by a comparative study. An article on the subject was also published in the *International Labour Review*.

The ILO continued to participate in the discussions of the Inter-Agency Advisory Group on the International Year of the Child, which held its last meeting in December 1979, and was represented on various national or international occasions organised within the framework of the International Year of the Child.

Moreover, in order to draw the attention of public opinion to the social scourge of child labour and to promote awareness of the ILO's Conventions and work in this field, a poster describing the ILO's activities was prepared, a supplement on children at work was published in *Ideas Forum* and a dossier on children and work, intended for national committees, is being prepared.

In October 1979 a seminar on child labour was organised and studied a document entitled "The economic role of children in low-income countries: A framework for analysis".

The Medium-Term Plan for 1982-87 proposes to continue the studies on child labour with a view to holding, towards the end of the period covered by the Plan, an inter-regional meeting. On the other hand, there are no plans at present to make "the necessary preparations for a global revision of the relevant ILO instruments", as also requested in operative paragraph 3 of the resolution, since the ILO instruments concerning the minimum age date only from 1973 and since it has been recognised that they should be given priority by the Governing Body Working Party on International Labour Standards.

**SALARIED EMPLOYEES AND PROFESSIONAL WORKERS**

Resolution concerning the Application of Certain International Labour Standards to Nursing Personnel (63rd (1977) Session)

The action required was taken in 1978. There is no further action to report.

**TECHNICAL CO-OPERATION**

Resolution concerning ILO Technical Co-operation Programmes (65th (1979) Session)

Action, taken or planned, by the Director-General in response to this resolution was reported to the Governing Body at its 211th (November 1979) Session through
its Committee on Operational Programmes. At this session the Governing Body decided that in communicating this resolution to governments the Director-General should draw their special attention to operative paragraph 1 of the resolution, which calls upon member States to increase investments and total resource flows in accordance with United Nations targets, to place greater emphasis, in both bilateral and multi-bilateral technical co-operation, on the social aspects of development and to strengthen tripartism in technical co-operation. It also requested the Director-General to ask governments to draw attention to these provisions of the resolution when transmitting it to employers' and workers' organisations.

The Governing Body also requested the Director-General to bear in mind the guidance contained in the other operative parts of the resolution in the future development of the ILO's technical co-operation programme. These provisions of the resolution called for technical co-operation to be geared to the eradication of poverty and the promotion of social progress; for greater tripartite participation, especially in projects involving the ILO; and for the promotion of technical co-operation among developing countries (TCDC) in the ILO's areas of competence. These emphases are fully reflected in the ILO Medium-Term Plan for 1982-87, submitted by the Director-General to the 212th Session of the Governing Body, and which will be before the Conference at its present session.

USE OF THE ARABIC LANGUAGE

Resolution concerning the Use of the Arabic Language in the ILO (65th (1979) Session)

The operative paragraph of this resolution calls upon the Governing Body and the Director-General to take "as soon as possible and at the latest in 1982" measures to provide a wide range of language services in the Arabic language.

Proposals were submitted for action on this resolution to the Governing Body at its 211th (November 1979) Session. At present Arabic interpretation is provided on a limited scale at certain ILO meetings, and no provision exists in the 1980-81 Programme and Budget for the other services called for in the resolution. The actual cost of providing such services would depend on a variety of factors such as exchange variations, precise arrangements made for the provision of services both into Arabic and from Arabic, availability and recruitment of necessary staff, etc. Provision is intended to be included in the Programme and Budget proposals for 1982-83 for the work to be done in that biennium in providing the services called for in the resolution. At that time it should be possible to give more precise estimates related to the specific range of services and information on the cost elements involved. For the 1980-81 biennium, if any additional resources should become available for the purposes contemplated in the resolution, the Director-General would make every effort to provide such services in the biennium (including the necessary preparatory work) to the extent of the additional resources made available.

If the Office were to be staffed and equipped to provide these services effectively as from 1 January 1982, it would be necessary to undertake preparatory work well before the end of the 1980-81 biennium. To the extent that the cost of this work cannot be met within the 1980-81 budget provisions, the Director-General will submit proposals for its financing to the Governing Body in due course.
APPENDIX III

REPORT ON THE SITUATION OF WORKERS OF THE OCCUPIED ARAB TERRITORIES

INTRODUCTION

1. In 1978 and 1979 the supplement to the Report of the Director-General contained the reports of a mission sent by the Director-General, in April 1978 and in February-March 1979, to Israel and the occupied Arab territories in Palestine, the Golan and the Sinai. The first report gave an over-all view of the situation and formulated a number of recommendations. The second report took note of various measures taken with a view to giving effect to those recommendations and put forward several others. In addition the mission stated that, in view of the importance of these questions, the Government of Israel had been requested to inform the International Labour Office at the beginning of 1980 of developments in the situation and of the action taken on the mission's recommendations. The Director-General recalled that he would continue to follow the situation and would inform the Conference of further developments. The present report has been established in accordance with that commitment.

2. The Director-General took a series of initial measures to this end. Acting on the above-mentioned request by the mission, he approached the Government of Israel in December 1979 requesting it to provide him with the relevant information on developments in the situation, in particular on what steps had been taken with respect to the recommendations made by the mission in March 1979. A detailed reply was sent to him in February 1980.

3. The Director-General informed the representatives of the Arab countries and organisations most directly concerned of the steps he had taken, and requested them to provide him with any information on the matter that they might have available. In reply he received information from the Governments of Jordan and the Syrian Arab Republic and a report from the Palestine Liberation Organisation.

4. Once this material had been received, the Director-General assigned a mission composed of two officials who had taken part in the two preceding missions to go to Israel and the occupied Arab territories to complete and bring up to date their


2 See the report of the second mission, pp. 52, para. 64.

3 See the report of the second mission, p. 53 in fine.
Report of the Director-General

information and to examine on the spot the situation of the workers concerned in
general and more especially the measures taken in the field covered by the

5. During this visit, which took place early in March 1980, the mission had
numerous conversations, working and private meetings with various persons and
visited several parts both of Israel and of the occupied Arab territories. Conversations
and meetings were held with the Israeli civil and military administrative authorities
and employers' and workers' organisations, the municipal authorities and trade union
leaders of the West Bank of the Jordan (including, this time, the mayors of Hebron,
Bethlehem and Beit Jala), although some of the mayors and trade union leaders that
it planned to meet were away from the region or not available at the time. The mission
also met Israeli and Arab officials of the labour and other administrative services in
the occupied territories. In the course of these conversations, the mission
endeavoured to obtain specific information, which is set out below in this report. The
mission was afforded the necessary facilities by the civil and military authorities of
Israel to carry out its task. Whenever it so wished, the mission talked with the persons
whom it met without witnesses.

6. This report should be examined in the context of the reports submitted in 1978
and 1979 and in the light of the information contained therein.

7. As pointed out in those reports, the matters dealt with had to be placed within
the context of the state of occupation of the territories in question. It was also
indicated that the problems arising from the state of occupation do not in themselves
fall within the competence of the ILO, but that the situation should be considered in
the light of the consequences it entails in the field of labour. The reports had, in
particular, referred to the more general standards of public international law
including the 1907 Hague Convention and the Fourth Geneva Convention of
12 August 1949.

8. In the more specific field of labour matters, the previous mission mentioned
that in considering the various aspects of equality of opportunity and treatment of the
Arab workers in the occupied territories as regards employment, conditions of work
and social benefits as well as trade union activities, both in the territories and in Israel,
it was guided in its work by the principles and objectives laid down in the Constitution
of the ILO and in various Conventions and Recommendations, particularly those
concerning discrimination in employment and occupation and freedom of association.
It also pointed out that the values of equality, freedom and dignity on which these
standards are based were bound to be affected by the state of occupation, and that this
fact required special attention when considering the more specific labour problems
with which the report was concerned.

9. In the 1978 and 1979 reports, the mission endeavoured to take stock of the
situation, to describe the major elements of the problem, to set out the statements
made by the Government of Israel with respect to its social policy in the matter, the
state of legislation and practice, and also the statements made and the facts put
forward by the Arabs with whom it talked. In 1979 the mission mentioned a number
of measures taken by the Israeli authorities mainly with a view to giving effect to the
recommendations formulated in 1978. While appreciating those measures and having
examined the situation, the mission recommended in 1979 that further or fuller
measures be taken in a number of fields grouped under 12 points. This report will be
centred in the main around these points, but any other question in the area covered by
the report requiring clarification or comment will also be covered. Before discussing
the various points, a general survey of economic and social developments is needed.
I. GENERAL OUTLINE OF ECONOMIC AND SOCIAL DEVELOPMENTS

10. General statistics on the population and labour force are given in table 1, which contains details on developments in 1979 in the occupied Arab territories. The statistics, which were furnished to the mission by the Israeli authorities, cover the West Bank of the Jordan (excluding East Jerusalem) and Gaza. As regards East Jerusalem and the Golan, the information that is available will be given a little further on.

11. The total active population in the territories covered in table 1 is estimated at 218,100 for the period January-September 1979. This still represents some 34 per cent of the working-age population, and the over-all participation rate is therefore very low, with a considerable disequilibrium between the sexes.

12. The active population is almost fully employed: the global employment of Arab residents of the occupied territories is up by 1.3 per cent over 1978, and is estimated at 216,700, 86 per cent being male workers; the total female employment went down by 1.5 per cent between 1978 and 1979 because of a considerable drop (12.3 per cent) recorded in the territory of Gaza. The unemployment rate is therefore very low, still less than 1 per cent of the active population.

13. The structure of total employment for January-September 1979 (see table 2 below), to the extent that it is comparable with that of the period January-June 1978, shows a downward trend in employment in agriculture (representing 24 per cent of total employment in 1979), offset by an upward trend in employment in the industry sector (18 per cent of the total in 1979) and in construction (22.5 per cent of total employment in 1979). Employment remained almost stable in the services sector, which represents some 35 per cent of the total.

14. These global estimations do not, however, reflect one of the basic features of the employment situation, namely the existence of large-scale flows of migratory labour into Israel. Out of the total of 216,700 persons employed in 1979, 141,600 (or 65 per cent) were actually employed in the occupied territories, while 75,100 residents of the territories, or more than one-third (35 per cent) of the total went to work in the Israeli economy. Table 1 shows the divergent evolution of these two major components of employment: while employment in the territories went down or stagnated between 1978 and 1979, employment in Israel increased by nearly 8 per cent. In 1979 Arab workers coming from the occupied territories represented some 6 per cent of Israel's total labour force, but nearly 30 per cent in the construction sector alone, which will show just how large their contribution is. To complete the picture, it should be mentioned that during the past few years there has been emigration of a different kind to some Arab countries. This seems to be on the increase and we shall return to it later on.

15. It appears from a study made by the Israeli authorities that the total income from employment in Israel since 1968 amounts to approximately one-third of the gross national product of the occupied Arab territories. Statistics on the major indicators of growth and standard of living in these territories for the ten-year period 1968-78 are also given in this study: these indicate average annual growth rates in

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1 For possible explanations, see the mission's 1979 report, paragraph 10.
2 In the period January-June 1978, there were 6,000 more jobs in agriculture which represented 27 per cent of total employment; employment in industry represented slightly less than 17 per cent of the total and construction some 20 per cent of the total. See table 2 in the mission's 1979 report.

See below under point 8.
Table 1. Population and labour force, January-September 1978 and January-September 1979 (Thousands)

<table>
<thead>
<tr>
<th></th>
<th>West Bank</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Average population</td>
<td>692.5</td>
<td>701.0</td>
<td>1.2</td>
<td>447.8</td>
<td>442.3</td>
<td>-1.2</td>
</tr>
<tr>
<td>Working age population</td>
<td>389.9</td>
<td>398.9</td>
<td>2.3</td>
<td>249.4</td>
<td>244.7</td>
<td>-1.9</td>
</tr>
<tr>
<td>Men</td>
<td>188.9</td>
<td>193.2</td>
<td>2.3</td>
<td>118.2</td>
<td>116.4</td>
<td>-1.5</td>
</tr>
<tr>
<td>Women</td>
<td>201.0</td>
<td>205.7</td>
<td>2.4</td>
<td>131.2</td>
<td>128.2</td>
<td>-2.3</td>
</tr>
<tr>
<td>Working age population as per cent of total population</td>
<td>56.3</td>
<td>56.9</td>
<td>0.3</td>
<td>55.7</td>
<td>55.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Persons belonging to the labour force</td>
<td>133.8</td>
<td>136.3</td>
<td>1.9</td>
<td>82.0</td>
<td>81.8</td>
<td>-0.3</td>
</tr>
<tr>
<td>Men</td>
<td>108.6</td>
<td>111.0</td>
<td>2.2</td>
<td>76.9</td>
<td>77.4</td>
<td>0.6</td>
</tr>
<tr>
<td>Women</td>
<td>25.1</td>
<td>25.3</td>
<td>0.5</td>
<td>5.1</td>
<td>4.4</td>
<td>-1.4</td>
</tr>
<tr>
<td>Participation rate (per cent)</td>
<td>34.3</td>
<td>34.2</td>
<td>0.3</td>
<td>32.9</td>
<td>33.5</td>
<td>0.6</td>
</tr>
<tr>
<td>Men</td>
<td>57.5</td>
<td>57.5</td>
<td>0.3</td>
<td>65.1</td>
<td>66.5</td>
<td>0.6</td>
</tr>
<tr>
<td>Women</td>
<td>12.5</td>
<td>12.3</td>
<td>0.3</td>
<td>3.9</td>
<td>3.4</td>
<td>0.3</td>
</tr>
<tr>
<td>Employed in occupied territories</td>
<td>94.7</td>
<td>95.1</td>
<td>0.4</td>
<td>49.5</td>
<td>46.5</td>
<td>-5.9</td>
</tr>
<tr>
<td>Employed in Israel</td>
<td>37.5</td>
<td>40.0</td>
<td>6.7</td>
<td>32.2</td>
<td>35.1</td>
<td>9.0</td>
</tr>
<tr>
<td>Total employed</td>
<td>132.2</td>
<td>135.1</td>
<td>2.2</td>
<td>81.7</td>
<td>81.6</td>
<td>-0.1</td>
</tr>
<tr>
<td>Men</td>
<td>107.2</td>
<td>110.1</td>
<td>2.6</td>
<td>76.8</td>
<td>77.3</td>
<td>0.7</td>
</tr>
<tr>
<td>Women</td>
<td>25.0</td>
<td>25.0</td>
<td>0.0</td>
<td>4.9</td>
<td>4.3</td>
<td>-12.3</td>
</tr>
<tr>
<td>Employment in Israel as per cent of total employment</td>
<td>28.4</td>
<td>29.6</td>
<td>0.4</td>
<td>39.4</td>
<td>43.0</td>
<td>0.8</td>
</tr>
<tr>
<td>Unemployed jobseekers</td>
<td>(1.5)</td>
<td>(1.2)</td>
<td>(1.5)</td>
<td>(0.3)</td>
<td>(0.2)</td>
<td>(1.5)</td>
</tr>
<tr>
<td>Unemployed rate (per cent)</td>
<td>(1.2)</td>
<td>(0.9)</td>
<td>0.3</td>
<td>(0.4)</td>
<td>(0.2)</td>
<td>0.2</td>
</tr>
</tbody>
</table>

1 Beginning in April 1979, data do not include the residents of El Arish.
### Table 2. Persons working in occupied territories and Israel by economic branch (January-September 1979)

<table>
<thead>
<tr>
<th>Economic Branch</th>
<th>Thousands</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>216.7</td>
<td>100.0</td>
</tr>
<tr>
<td>Agriculture, forestry and fishing</td>
<td>52.2</td>
<td>24.1</td>
</tr>
<tr>
<td>Industry (mining and manufacturing)</td>
<td>39.6</td>
<td>18.3</td>
</tr>
<tr>
<td>Construction (building and public works)</td>
<td>48.7</td>
<td>22.5</td>
</tr>
<tr>
<td>Commerce, restaurants and hotels</td>
<td>26.9</td>
<td>12.4</td>
</tr>
<tr>
<td>Transport, storage and communications</td>
<td>11.4</td>
<td>5.3</td>
</tr>
<tr>
<td>Public and community services</td>
<td>27.4</td>
<td>12.7</td>
</tr>
<tr>
<td>Financial services, electricity</td>
<td>10.5</td>
<td>4.8</td>
</tr>
<tr>
<td>and water and personal services</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

In real terms of some 13 per cent in the gross national product, 11 per cent in the per head income, 9 per cent in private consumption, and a rapid increase in the percentage of households possessing durable goods. The contribution to the growth in the territories' product and income from emigration to the Arab countries and the links forged with the economies of these countries is hard to assess but has doubtless been considerable during the past few years, according to Arab sources.

16. In East Jerusalem the population now apparently includes some 110,000 Arab residents. The rapid growth of this population, which seems to have almost doubled in a little over a decade, is explained largely by the influx of workers coming from other parts of the West Bank attracted by the job opportunities in the construction and industry sectors, including the Israeli ones; in the industry sector Arab workers apparently now represent one-third of the wage-earning labour force. East Jerusalem, where the residents seem to have retained close links in various fields with the West Bank, is the largest Arab urban concentration west of the Jordan River with the largest number of merchants, businessmen, administrators and members of the liberal professions. The United Nations, as is well known, declared itself against the changes made in the status of Jerusalem. Despite these changes, certain institutions, economic or otherwise, have retained their independence as regards management. Certain problems concerning the electricity company in the Arab sector of Jerusalem have been the subject of communications to the Director-General by the Government of Jordan and by the Arab Labour Organisation, according to which a decision taken by Israel to buy back the company's concession would have adverse social effects. This decision has so far not been implemented. The Government of Israel indicated that, in any case, the workers' rights would not be affected.

17. According to information on the Golan furnished by the Israeli authorities, the population now consists of approximately 12,500 Arabs living in five villages. Some 25 per cent of the villagers are said to be engaged in agriculture, while most of the workers (65 per cent or some 1,400) are said to be employed in Israel and to be affiliated to the Histadrut and its insurance fund and entitled to benefits under the national insurance scheme. The educational system is administered by Nazareth. Some students have been accepted in Israeli universities while others, apparently in fairly large numbers, have chosen to go to Syrian universities.

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1 Information based on an article by the former Deputy Mayor of Jerusalem, in charge of Arab affairs in the city, published in the Jerusalem Post of 8 February 1980.
18. This picture of the position on the basis of 1979 statistics does not reflect the new situation recently created by the slowdown of economic activity in Israel, the arrival of unemployment and the prospects of budgetary restrictions introduced to curb inflation. Because of the preponderant part at present played by the employment in Israel of Arab workers from the occupied territories in eliminating unemployment and in promoting economic growth in these territories, the effects of the changed economic climate in Israel on these workers' employment was naturally of concern to the mission.

19. According to information sent to the Director-General from Palestinian sources, many Arab workers from the occupied territories have been laid off in a number of Israeli enterprises. During the mission on the spot, the Arabs in the occupied territories stated that the recession and budgetary restrictions were seriously affecting the employment of their workers in Israel, that when redundancies occurred those workers were the first to go and that they did not have the right to unemployment benefit.¹ In February 1980 the number of such workers apparently went down by more than 5,000. Fears were expressed by these sources as to the uncertain future of thousands of workers.

20. The Israeli government authorities said that, despite the current difficulties of the Israeli economy, official policy was still firmly designed to avoid unemployment in the territories and that every effort was being made to avoid repercussions on the employment of migrant Arab workers as a result of the slowdown of economic activity in Israel.² The view of the authorities and of employers' and workers' circles was that the Arab workers from the occupied territories were in a less vulnerable economic position in Israel because they were concentrated in certain sectors, including the construction and export industries which are apparently not at present affected by the slowdown. Moreover, with respect to the redundancy criteria, it was made quite clear that the seniority rule ("last in, first out") was a well established principle in the collective agreements and was applied to all workers without discrimination.

21. Nevertheless, information from official sources showed that between December 1979 and January 1980 there was a decline of 12 per cent in the number of workers from the occupied territories employed in Israel, which apparently went down from 53,000 to 47,000. These figures are not seasonally adjusted and cover only those workers who are officially registered by the labour exchanges. Under the first of the 12 points in this report it will be seen that employment outside official channels is an important aspect of the over-all situation.

II. CONSIDERATION OF THE POINTS ON WHICH RECOMMENDATIONS WERE MADE IN THE 1979 REPORT OF THE MISSION

1. The campaign against "irregular" employment in Israel, particularly in the case of young Arab workers from the occupied territories

22. In 1979 the mission noted that despite an increase of some 10 per cent in the proportion of workers from the occupied Arab territories employed in Israel through the official administrative channels, the special system set up to organise and regulate the placement and employment of these workers was still unable to keep track of about 20,000 workers, or over a quarter of the total according to estimates by the

¹ See point 4 below on this subject.
² The Israeli authorities indicated that, contrary to the situation in the occupied territories (referred to in paragraph 12 above), the rate of unemployment of the economically active Israeli population amounted to approximately 4.5 per cent at the beginning of 1980.
authorities themselves, much more according to other sources. The mission again had to express its concern about practices that laid Arab workers from the occupied territories very much open to exploitation, especially since they also appeared to affect young workers in certain sectors or branches such as agriculture and small production units. It therefore recommended further action in several ways: study of the phenomenon, prevention and supervision, penal sanctions, as well as action to protect the rights of the workers and positive steps in the field of family welfare designed to ensure children's maintenance.

23. In reply to the request for information on these points, the Israeli authorities supplied information relating mainly to the aims pursued, the measures taken, the difficulties encountered in the action they had taken, and the results obtained.

24. First, the mission was informed that the policy's fundamental aims were to prevent and eliminate "irregular" employment in Israel (outside official channels) of Arab workers coming from the occupied territories, particularly young people under the minimum employment age.¹

25. Information concerning the measures taken to implement this policy was communicated to the mission; in some cases this consists of continuing or strengthening the measures already mentioned, for instance in the provision of information with a view to preventive action or checks at the place of work. As far as penal sanctions are concerned, the fines for employers have recently been increased to 50,000 pounds under a general law on penal sanctions,² and the authorities also considered it desirable, as a deterrent to the workers, to raise the rate of fines for Arab workers in irregular employment in Israel from 700 to 4,500 pounds.³ Within the framework of the measures to protect the workers' rights recommended in 1979, the mission noted with interest the decision to issue workers in breach of the law with work permits at their place of work. With more specific reference to young workers under the age of admission to employment, the mission's attention was drawn to further positive action in the form of special fundamental education and training courses held on a voluntary basis during the summer months. Substantial information is not yet available on the results of this campaign (see also paras. 90-94 below).

26. The Israeli authorities also told the mission that in their action concerning the employment of Arab workers from the occupied territories, including young people, in irregular conditions—a particularly sensitive area—they were meeting numerous difficulties and obstacles, from employers, workers, intermediaries recruiting labour and, where the employment of young people was concerned, from family attitudes. The authorities reminded the mission that such problems were encountered by many countries of immigration.

27. The information supplied by the Israeli authorities on the practical results of the campaign against "irregular" employment dealt in the main with another aspect of the problem: it showed that there had been an increase of some 10 per cent in the number of workers registered and placed by the ad hoc system of the employment services between 1978 and 1979.⁴ The estimate of 20,000 workers in an irregular

¹ As the mission was told in 1979, the authorities have decided as a general rule not to grant permits to work in Israel to persons under the age of 17.
² This law was adopted in February 1980. In 1979 the mission was told of its existence as a Bill, when it drew the attention of the authorities to the need for periodical readjustments of penal sanctions in periods of monetary inflation. (A 1977 amendment to the 1959 Employment Service Law increased fines payable by employers from 1,250 to 6,000 pounds.)
³ For information it may be noted that the 1959 law set a fine of 5 pounds for workers accepting employment contravening the law.
⁴ According to this information, the average number of regularly registered workers went up from 44,500 in 1978 to 48,750 for the period April-September 1979.
situation was given as an indication; it tallies with the figure given last year (see above).

28. The mission also received information from Arab sources and organisations on the problems of the "irregular" employment and work by young people in Israel. It also had the opportunity of discussing the matter with Arab trade unionists and authorities of the occupied territories who asserted that the exploitation of young workers, particularly of children from 12 to 13 years of age employed on agricultural work, was continuing on a large scale. According to these sources, the Israeli authorities have not taken any steps or made any serious effort to end the "irregular" employment of Arab workers from the occupied territories. It was alleged that in many cases these workers were individually recruited by intermediaries or undertakings wishing to take advantage of labour at lower cost. When asked why more workers did not try to use the official placement services, some of the trade unionists mentioned a supposed lack of adequate employment possibilities offered by those services. They also pointed out that only workers caught in an irregular situation were punished whereas guilty employers escaped. In view, on the one hand, of the lack of significant action by the authorities and, on the other hand, the worsening of the economic situation in Israel, and, as an indirect consequence, in the territories, with cost-of-living increases and widespread unemployment, the above-mentioned sources said that they expected an increase in "irregular" employment in Israel of Arab workers from the occupied territories, particularly of young people under the minimum age for admission to employment.

29. In conclusion the mission noted the Israeli authorities' affirmed determination to take active steps against "irregular" unemployment and to pursue or implement a number of measures which, if effectively applied, might contribute to the hoped-for progress in this area. None the less, despite the difficulty of making an accurate quantitative assessment of movements which by definition elude registration, it does seem that the proportion of workers employed outside official channels is still about one-quarter or, at seasonal peaks, one-third of the total number of Arab workers from the occupied territories who are employed in Israel. The persistence and scale of this phenomenon are probably the reasons for the Arab community's opinion according to which there has been no noteworthy action by the Israeli authorities to contain and end it. Obviously, the mission is aware of the difficulties inherent in implementing an effective policy in this field, which are perhaps increased by the particular type of migration involved (characterised by the fact that the worker goes home every day and by the frequently seasonal or even daily nature of the work). But it is important to reiterate that these employment practices, which in many cases are liable to deprive many workers of certain basic rights, must be systematically and methodically combated. The campaign must be continued without respite, with increased and diversified resources, particularly with respect to the detection of movements, preventive action by means of information, supervision and penalties. It is also necessary to continue to mitigate as far as possible the difficulties to which "irregular" workers are exposed. In particular, dissuasive penalties are needed for intermediaries organising illegal or clandestine movements for employment purposes and for persons employing workers recruited outside official channels.

2. Improvement of conditions of employment in Israel

30. In 1979 the mission presented three sets of proposals on this subject dealing with the regulations governing work permits in Israel, the system governing special residence permits in Israel and compensation for excessively long journeys to work in Israel.

31. The mission had found, first of all, that Arab workers from the occupied territories who wanted to work in Israel were required to have temporary permits,
which were issued by the labour exchanges of the employment service. The validity of the permit, despite its extension in 1979, was short, so that workers had to apply for renewal every four months. The mission considered that it would perhaps be desirable to contemplate the possibility of subsequently increasing the duration of these authorisations. Second, moreover, the mission had noted that Arab workers from the occupied territories who came to Israel to work were not authorised to reside on Israeli territory save in exceptional circumstances. Without questioning the policy according to which these workers return to the occupied territories every day, which had seemed to the mission to entail certain advantages and not to raise serious practical problems, the mission nevertheless suggested the possibility of a somewhat more flexible approach to the issue of special residence permits in certain cases: for instance, when essential for a worker's promotion in a particular branch (such as the hotel trade), or to enable him to attend training or advanced training courses.

32. The positive elements in the information from the Israeli authorities relate essentially to the latter point: the Government has announced that it has decided to introduce greater flexibility in the granting of authorisations to stay overnight in Israel in order to meet the needs both of employers and of workers. It has been pointed out that in 1979 the number of authorisations thus granted came to 11,300. This special permission is granted for three to four months.

33. However, no action has yet been taken on the recommendation concerning the possibility of extending the duration of permits to work in Israel, in respect of which the Government refers mainly to security problems. Nevertheless, during its talks with the Israeli authorities, the mission took note of the stated intention of re-examining the question of extending the duration of permits to work in respect of particular cases or categories.

34. In the information communicated to the mission by Arab sources it is stated that there has been no sign of any easing of the regulations governing the issue of either permits to work in Israel or permits to stay overnight. According to these sources the regulations are made use of to facilitate the progressive dismissal of Arab workers from the occupied territories as a means of dealing with the growing unemployment in Israel.

35. In any case it would seem desirable to continue the policy of introducing greater flexibility into the granting of overnight permits, particularly when this corresponds to the worker's interests and puts him in line for promotion; similarly, it would be highly worthwhile for some progress to be made towards rendering the regulations governing work permits more flexible. Apart from the advantage of making the system more flexible, whatever progress is made in these matters might lead the workers concerned to feel that their freedom of movement is less strictly controlled and that they have greater job security, all this in the circumstances in which they find themselves at present, irrespective of the more far-reaching changes that need to be brought about in the future employment situation of these workers.

36. As regards the third question mentioned at the beginning of this section, it had emerged from the talks which the mission held, during its two previous visits, with the Palestinian workers from the occupied territories that many of these workers attached great importance to the problem of the excessively long working day in Israel resulting from travel time and difficulties. This is why, although the mission was able to see that in some cases arrangements had been made, that negotiations were under way in other cases, or that the distance was not always an exceptional problem, it nevertheless considered it appropriate, after having duly noted the reluctance expressed by the Israeli employers (Association of Industrialists), to repeat its recommendation that the possibility should be examined of introducing an appropriate scheme for paying these workers an allowance in respect of abnormally long travel time (by a method of financing to be established subsequently).
37. The situation and the positions adopted by the parties concerned have hardly changed on this point since the mission’s last visit. The Arab workers from the territories repeated their complaints concerning the distance and length of the journey, claimed often to be unduly long because of military checks and other measures causing delays, which are penalised by the employers in various ways. The increase in the financial burden on certain workers caused by the rise in transport costs was also mentioned.

38. On the Israeli side the employers reaffirmed their opposition, as a matter of principle, to any payment not directly related to the performance of work. They stated that they provided or accepted responsibility for transport facilities and that they preferred to direct their efforts to areas such as wages or promotion. The Israeli authorities stated that in the majority of cases the Arab workers from the territories lived within reasonable distance of their workplace in Israel. However, they informed the mission that a study was being prepared by the Ministry of Labour to identify cost and distance problems more exactly; depending on the outcome of this study, appropriate suggestions or recommendations might be made.

39. The mission noted this initiative. It appears desirable for this study to be completed quickly, for inquiries to be carried out based on sample surveys of various categories of workers, and for attempts to continue to find, whenever necessary, suitable ways and means of resolving the difficulties reported.

3. Enhancement of the occupational status of workers from the occupied Arab territories employed in Israel

40. In 1979 the mission drew attention to the dangers presented by the gradual introduction of a kind of division of the employment market not only on the objective basis of the type of jobs but also in fact to a large extent along ethnic lines. That was the reason for its statement that it attached particular importance to the Arab workers of the occupied territories working in Israel being recognised as having and being guaranteed a genuine right to personal advancement and promotion in their work. It also advocated an attempt to pursue actively a policy of equality of opportunity for these workers in the acquisition of skills, in access to higher posts and to enable them to use their abilities to the full.

41. The Israeli Ministry of Labour and Social Affairs has stated that it is continuing to make every possible effort to encourage occupational promotion in Israel for Arab workers living in the territories. A two-pronged campaign has been carried out, aimed first at the workers, who are given information in Arabic about the possibilities offered by vocational training centres, and second at the employers, who are asked to do their best to give employees coming from the territories possibilities of advancement in their jobs. The mission was given statistics to show the progress made in these areas. It should be noted that these are over-all statistics for workers in the territories employed in Israel and workers employed in the territories, and are not broken down by level of skill; at the most they give a general view of the situation. Table 3, for instance, shows an increase of some 30 per cent in the number of "skilled" workers between 1972 and 1978, when they represented a little over a quarter of the total number of persons employed. Furthermore, a 1979 survey in the construction and public works sector listed 70 per cent of apparently "skilled" workers, thus demonstrating an upward movement attributed to promotion in the job for workers from the occupied Arab territories.

42. The uncertainties stemming from the global nature of the statistics seemed to be confirmed by the opinion expressed by Israeli employers, who find it hard to make claims or put forward general views because the situation varies in the different
Table 3. Workers from the occupied Arab territories employed in the territories and in Israel, by occupation, 1972 and 1978

<table>
<thead>
<tr>
<th></th>
<th>1972</th>
<th>%</th>
<th>1978</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>188.8</td>
<td>100.</td>
<td>211.9</td>
<td>100.</td>
</tr>
<tr>
<td>University-trained and technical workers</td>
<td>14.9</td>
<td>7.9</td>
<td>16.1</td>
<td>7.6</td>
</tr>
<tr>
<td>Managerial, clerical and related workers</td>
<td>7.1</td>
<td>3.8</td>
<td>6.4</td>
<td>3.0</td>
</tr>
<tr>
<td>Sales workers</td>
<td>19.8</td>
<td>10.5</td>
<td>21.4</td>
<td>10.1</td>
</tr>
<tr>
<td>Service workers</td>
<td>12.5</td>
<td>6.6</td>
<td>15.2</td>
<td>7.2</td>
</tr>
<tr>
<td>Agricultural workers</td>
<td>56.6</td>
<td>30.0</td>
<td>53.7</td>
<td>25.3</td>
</tr>
<tr>
<td>Skilled workers in industry, mining, building and transport, and other skilled workers</td>
<td>43.5</td>
<td>23.1</td>
<td>56.6</td>
<td>26.7</td>
</tr>
<tr>
<td>Other workers in industry, transport and building, and unskilled workers</td>
<td>34.3</td>
<td>18.2</td>
<td>42.4</td>
<td>20.0</td>
</tr>
</tbody>
</table>

1 Due to changes in statistical methods beginning in 1976, care should be exercised in making comparisons with years preceding 1976.

branches, sectors and firms. But the employers said that their clear impression was that during recent years considerable progress had been made with respect to occupational promotion for the Arab workers of the territories employed in Israel. Some of these were now to be found as "group leaders", corresponding to a skill above the "semi-professional" level. The Israeli employers pointed out that this progress had been made mainly because of training on the job and the facilities provided in the plants for following courses in the industrial schools. The workers can now apparently take advantage of a wider range of possibilities in the export industries (textiles, electronics, metal, food industries) which represent the dynamic sector of economic activity.

43. According to general information from Arab sources sent to the Director-General, no serious effort has been made to implement a policy of occupational promotion for workers from the occupied territories who are employed in Israel. Some marginal cases of occupational promotion were mentioned but it was pointed out that they were the exception proving the principle still in force whereby these workers are used to do jobs refused by Jewish labour, and, according to these sources, the desire to protect the latter against any possible competition from workers coming from the occupied Arab territories explains the refusal to consolidate their position in employment and in the Israeli economy.

44. In the conversations that the mission held with local authorities, trade unionists and workers in the occupied Arab territories, it became clear that their feeling of inequality of opportunity and treatment was still very much alive. It was again stated that the residents of the occupied territories employed in Israel were in the main given dangerous and arduous jobs at the lower end of the occupational scale, especially in the construction and agriculture sectors. Job distribution and evaluation in the production units are allegedly often used as a way of setting aside the principle of equality of treatment: the employer either organises and distributes work so as to have only Arab workers doing a given set of tasks or evaluates jobs that are actually similar as different, thereby eliminating any possibility of comparison with the situation of the Israeli worker. These persons also maintained that there were in fact no real facilities for vocational training and that the chances of promotion were practically nil. As an example, it was stated that in the building sector all the managers
Report of the Director-General

Table 4. Workers from the occupied Arab territories employed in Israel, by economic branch, 1976-1978 and January-September 1978 and January-September 1979

<table>
<thead>
<tr>
<th></th>
<th>Thousands</th>
<th></th>
<th>Percentage</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Agriculture</td>
<td>Industry</td>
<td>Construction</td>
</tr>
<tr>
<td>1976</td>
<td>64.8</td>
<td>10.0</td>
<td>12.8</td>
<td>32.5</td>
</tr>
<tr>
<td>1977</td>
<td>62.9</td>
<td>10.2</td>
<td>13.4</td>
<td>28.5</td>
</tr>
<tr>
<td>1978</td>
<td>68.2</td>
<td>11.4</td>
<td>15.0</td>
<td>30.6</td>
</tr>
<tr>
<td>Jan.-Sep. 1978</td>
<td>69.7</td>
<td>11.6</td>
<td>15.1</td>
<td>31.7</td>
</tr>
<tr>
<td>Jan.-Sep. 1979</td>
<td>75.1</td>
<td>11.6</td>
<td>16.8</td>
<td>34.4</td>
</tr>
</tbody>
</table>

1 From April 1979 onwards, the statistics do not cover residents of El Arish.

and/or foremen were Israeli. For all these reasons the wages of Arab workers from the occupied territories working in Israel were said still to be very much less than those of Israeli workers even for the same work, whether the worker had been recruited officially by the employment service or whether he was "irregular", in which case the discrepancy was relatively larger still.

45. Finally, to provide a fuller picture of the structure of the employment situation the Israeli statistics on the distribution of workers from the occupied Arab territories employed in Israel by economic branch are given in table 4. These statistics confirm the beginnings of a trend towards an increase in the proportion of these workers employed in Israeli industry (some 22 per cent of the total in 1979), a relative decrease in employment in agriculture (some 15 per cent of the total), with the majority (nearly 40 per cent) still concentrated in the construction sector. In view also of the fact that these workers come from a rural area¹ and that their basic training is relatively limited, it may reasonably be estimated that, despite progress in some cases, the distribution of jobs and occupations is still unfavourable. There are still obvious dangers in this situation which although common to many countries of migration, is also exceptional because of its socio-political context, to which the mission drew attention in 1979. The progress normally brought about by expected gradual developments in the economic and social field will probably not, of itself, suffice. Sustained and more systematic endeavours are needed in collaboration with the employers' and workers' organisations to ensure the fullest possible application of the workers' right to personal advancement and promotion in their work. In 1979 the mission pointed out that recognition of this right was particularly important for the workers of the occupied territories both from the standpoint of their sense of personal and ethnic dignity and from that of the prospects for their future and that of their territories.

4. Equality of treatment as regards social security for workers from the occupied Arab territories employed in Israel

46. In the light of the contradictory views which it heard from either side concerning wage deductions and social benefits, in 1979 the mission had paid special

¹ A 1977 survey showed that nearly a quarter of the workers from the occupied territories employed in Israel had previously been in the agricultural sector in those territories, with 16 per cent coming from the commercial and services sectors.
attention to the question of equality of treatment for Arab workers from the occupied territories as regards social security. It may be useful to give a brief summary of the relatively complex situation that the mission found in 1979. The mission tried to determine the extent to which workers from the occupied territories were entitled to the various benefits for which deductions were made from their wages in the same way as from the Israelis' (the principle of equality applies also to employers' contributions). In this connection it was noted, as regards the supplementary pension scheme, that these workers had the right to benefits from the Histadrut's pension fund, although since the minimum qualifying period is ten years, no pensions had yet been paid to them; to the sickness benefits provided for in Israeli collective agreements; to health care, under a special scheme; and to benefits in respect of those branches of the National Insurance Scheme based on the criterion of employment, namely, employment injury and occupational disease, maternity, bankruptcy and liquidation of companies. On the other hand, these workers were excluded from benefits in respect of the branches of the National Insurance Scheme based on the criterion of residence which they do not fulfil, namely old age and survivors, invalidity, unemployment, children's allowances, although a special allowance for the first two children is paid under a separate regulation. A special fund had been set up into which the amounts corresponding to the workers' and employers' contributions were paid and held in reserve, the accumulated sum being invested and the interest used for development projects and social services in the occupied territories. The mission had also noted a Histadrut decision to negotiate with the employers' organisation and the Government with a view to drawing up a written agreement to guarantee application of the principle of equality of treatment in wages, working conditions and social benefits.

47. In the light of these observations the mission submitted a number of proposals. As far as the Histadrut supplementary pension fund was concerned, it considered it desirable that measures be taken that would at all times guarantee satisfactory organisation of the payment of the benefits to which the workers of the occupied Arab territories were entitled. With respect to sickness insurance, the mission recommended the pursuit of a policy aimed at further extending and improving the quality of medical care and health protection services and also giving the workers access to the health services in Israel so as to enable them to receive the kind of care that cannot at present be satisfactorily provided in the occupied territories. With respect to old-age, survivors' and invalidity benefits under the National Insurance Scheme, to which workers from the occupied territories were not entitled because of the residence clause, the mission had considered that, in the light of the guiding principles of the ILO's standards and the special features of the situation, arrangements should be made to recognise the right of these workers to benefits, irrespective of residence; steps should be taken to permit benefits to be paid in the workers' territories, or, if this is impossible, alternative solutions or compensatory measures should at least be applied (reimbursement of the accumulated contributions or the payment of special lump-sum allowances in the event of the relevant contingency arising). For the same reasons entitlement to unemployment benefits and children's allowances under the National Insurance Scheme should be recognised on the basis of the contributions paid (although the international standards do mention, on the subject of children's allowances, the possibility of providing for certain different conditions and limits, depending on the place of residence of the children concerned).

48. In reply to the suggestions and recommendations contained in the mission's 1979 report, information was provided first and foremost on the progress made in certain areas. It was mentioned that the first old-age pensions from the supplementary pension fund started to be paid out in January 1980 to building workers who fulfilled the ten-year qualifying period of work and had reached retirement age (65 for men,
60 for women). Statistics were also provided on the number of workers (over 58,000 between April 1978 and March 1979) who had received various social benefits (sickness, leave, severance pay, clothing allowance, wife's allowance, mutual insurance). Details were also given by the military authorities about the quantitative and qualitative development of the medical care system set up in the territories in 1978, as mentioned below under point 10.

49. However, several measures envisaged in 1979 have not yet been implemented. It had not been possible successfully to conclude the negotiations proposed by the Histadrut with a view to a tripartite agreement aiming at concluding a written agreement on the application of the principle of equality of treatment in respect of wages and social benefits. The Histadrut had been unable to fulfil its intention of opening pension fund offices in the occupied territories. More generally, it may be noted that the Histadrut again deplored the fact that it has no means of control over the wages and social benefits of Arab workers from the occupied territories and that there is a dual system of workers' organisation and protection: the trade union for some, labour exchanges for others.

50. Furthermore, no decision has yet been taken concerning the right of workers from the occupied territories to National Insurance benefits based on the residence criterion, or concerning the alternative solutions previously suggested by the mission. The Israeli Ministry of Labour at the outset recalled the basic principles of its policy, namely equality of wages (gross and net) and social benefits for Israeli workers and workers from the occupied Arab territories who are employed in Israel, and the fact that the deductions made from salaries (the larger being the employers' contribution) were put into a reserve and used to finance economic and social projects in the territories. At the beginning of the conversations the government representatives also said that they considered it justifiable for the right to certain National Insurance benefits to be based by law on the residence criterion, as was the case in many countries throughout the world. However, after discussions in which the mission stressed the importance of this matter, the government representatives said that they did not exclude the possibility of reconsidering the situation in the future and that they would stay in touch with the Office to report any further developments.

51. The problems stemming from the special conditions applicable to Arab workers from the occupied territories with respect to social security might well be one of the major reasons for the allegations or misunderstandings concerning non-application, in practice, of the principle of equality of treatment with respect to wages and social benefits. In information from Arab sources communicated to the Office as well as in information brought to the mission's attention during its visit to the occupied territories, it was stressed that the Arab workers from the occupied territories are still excluded from many benefits under the Israeli social security scheme, and that they are especially hard hit by the lack of unemployment benefit since the economic crisis and the redundancies. The feeling of not receiving benefits commensurate with contributions is still as widespread and the allocation of sums to the social development of the territories was doubted if not denied and in any case was not at all clearly understood.

52. The mission took note of the Government's statement on the possible reconsideration of its present position with respect to the social security scheme. It is clearly desirable that a positive decision should be taken and adequate solutions found to the problems raised, on the basis of the assessments and recommendations made in 1979, which still remain valid.
5. Improvement of working conditions in practice and, on a more general level, respect for cultural identity

53. The position of Arab workers from the occupied territories in regard to occupational safety and health is another area to which the mission had attached particular importance in 1979. It had recommended that the measures already taken to improve working conditions in practice should be pursued and extended so as to promote equality of treatment in working conditions. It had also noted that this was one of the objectives of the above-mentioned agreement which the Histadrut intended to negotiate with the employers and the Government.

54. It has not been possible to conclude this tripartite agreement, as mentioned earlier, but the mission could note that the Israeli authorities had conscientiously tried to develop and diversify their work in the area of occupational safety and health, basically by pursuing an active policy of information specifically geared to the culture and requirements of Arab workers from the occupied territories coming to work in Israel. The various media used to this effect were shown or demonstrated to the mission. Statistics on work injuries to workers from these territories employed in Israel were communicated to the mission by the Israeli authorities: the number of accidents has apparently decreased steadily since 1976, going down from 3,530 in 1976-77 (October to October) to 3,000 in 1977-78 and 2,600 in 1978-79.

55. On the other hand, with regard to the problem of work injuries, which is of great concern, information from Arab sources mentioned a very considerable increase in the number of work injuries. In 1979 there were said to have been more than 5,000 work injuries to workers from the occupied Arab territories coming to work in Israel, or a 20 per cent increase in that year alone. In other words, about 1 worker in 15 is said to have been affected.

56. Whatever differences there may be in the figures supplied from the various sources, it does seem necessary to recommend that efforts be pursued in the area of occupational safety and health, for generally speaking it is true that migrant workers from a rural area who have to adjust to industry, often with inadequate language and occupational training, are “high risk” workers as far as work injuries and occupational diseases are concerned. The large-scale educational campaign already started should be systematically developed and other steps might also be envisaged, including investigation into the reasons for work accidents, encouragement of collaboration between workers and employers in promoting safety measures, and attention to be paid to workers’ abilities and occupational guidance.

57. In its two previous reports in 1978 and 1979 the mission had stressed that importance should be attached to preserving the cultural identity of workers from the occupied territories. It became clear from the mission’s discussions with several Arab workers during its first two visits that there was a growing sense of inequality and alienation among many of these workers and a need for recognition of their identity and personal dignity. The mission had felt it appropriate to draw attention to the threat to future relations between the different communities that could be posed by a negative image of the Palestine worker being spread in society. Because of its concern on this point, it expressed the wish that an objective study should be made of the attitudes and behaviour of the population, particularly as far as labour relations were concerned, and that a vast information campaign should be launched to alert public opinion to this situation. With special reference to campaigns at the enterprise level, the mission, having noted with interest in the course of its visits to enterprises the use of Arabic in training courses and written texts and examples of non-discriminatory treatment at the place of work, had felt it necessary, in view of the fact that cases of discriminatory behaviour had been drawn to its attention by Palestinian trade unionists, to recommend that an information campaign be organised to make all
employers fully aware of the need to take particular care to show proper respect for the dignity of workers coming from the occupied territories. It had stressed that generally speaking it was important in the day-to-day life and work of enterprises to avoid any system of organisation of work or any treatment liable to lend credence to the impression that these workers formed a special and less-appreciated category.

58. This year the mission was informed by the Israeli authorities about certain steps taken to follow up these recommendations. It noted with interest two forthcoming socio-psychological surveys, one analysing the attitudes of Israeli residents towards the workers from the territories in the light of their meeting at workplaces, and another designed to find out what changes have taken place in the concepts and attitudes of the Arab workers from the territories in the light of their meeting Jewish workers in Israel. Information from Arab sources sent to the Office or supplied during the course of the mission's conversations, tends to assert that the political and social environment in no way ensured respect for the cultural and national identity of the Arab workers from the occupied territories, and sometimes gave the impression that attitudes were hardening or that the feelings of inequality and alienation mentioned above were becoming worse. In these circumstances, it must be hoped that with the help of the above-mentioned surveys, without prejudice to their results, a step forward will be taken towards better understanding and respect for the cultures of both communities. Doubtless the surveys will also serve to provide data on which to base the action necessary to inform and alert public opinion in general, and employers in particular.

6 and 11. Effective exercise of trade union rights by workers of the occupied Arab territories

59. In 1978 and 1979 the mission had emphasised that one of the main aspects of social progress and of improving the status of workers, as regards both their material interests and their dignity, was genuine recognition of the right to organise. It had examined this question in connection both with the workers from the occupied Arab territories who are employed in Israel and with those employed in the territories themselves.

The exercise of trade union rights by workers employed in Israel

60. With regard to the former, the mission had pointed out that there were shortcomings in respect of their possibilities of joining trade unions.

61. One aspect of this question concerns the representation of these workers on works committees: in 1979 the mission observed that this representation was in fact rather exceptional. In its report, the Government has pointed out that the workers from the territories take an active part in the activities of works committees. It is obviously desirable, as the mission stated in 1979, to promote the development of the movement which thus appears to have begun and which constitutes an element of importance for genuine equality between the workers from the territories and those from Israel and for the protection of their rights.

62. The most important question remains that of union membership. On this point the Government of Israel has again emphasised, as it did in 1978 and in 1979, that all persons employed in Israel are completely free to establish trade union organisations, regardless of race, creed or sex. The Government has stated that this right was firmly established in Israeli legislation. The Government has referred also to resolutions adopted by the Histadrut which provide for trade union protection to be afforded to all residents in whatever territory who apply to any office of this organisation.
63. The mission also discussed this question with senior officials of the Histadrut, which in 1979 had emphasised the importance it attached to the fundamental right of workers, including the Arab workers from the occupied territories, to establish trade union organisations of their own choosing. These officials stated that their organisation had never decided to enrol workers from the territories and that it was concerned that they should be treated on an equal footing. A few months earlier the Histadrut had held a meeting with several hundred workers from the territories to hear their grievances but had no intention of asking them to affiliate and had not accepted any such affiliation. It had suggested that the workers from the territories should elect a committee which would represent them in the Histadrut and enable them to belong to works committees. In 1979 the Histadrut had stated that it was ready to sign agreements guaranteeing trade union protection to members of a trade union organisation set up to represent the interests of workers from the occupied territories, if it so wished.

64. Likewise, in 1979, the Histadrut announced its decision to publish a leaflet in Arabic setting out the fundamental principles of freedom of association as embodied in ILO standards and containing information on equality of rights and on the protection granted to workers whether or not they were members of the Histadrut. The mission has now been informed that this brochure should appear towards the end of March 1980.

65. On the other hand, Palestinian circles and several Arab unions on the West Bank of the Jordan have indicated to the Director-General and to the mission that Arab unions in the occupied territories of the West Bank and Gaza are not able to ensure the protection of those of their members who go to work in Israel and that, for political and social reasons, the Arab workers did not wish to join the Histadrut, which, according to them, has endeavoured to affiliate them.

66. In an obviously difficult situation it is encouraging that all concerned reaffirm their attachment to the ILO principles on freedom of association. However, the situation still leaves much to be desired since the question of the trade union membership of workers from the territories has not in fact been resolved. The mission noted the position of the Histadrut, which has stated that in the present circumstances it is not seeking to persuade the workers from the territories to join it but that at the same time it wants them to be treated on an equal footing. It is for the workers concerned to decide which methods they consider most suitable for the effective exercise of the right to establish and join trade union organisations of their choosing.

The exercise of trade union rights by workers employed in the occupied Arab territories

67. With regard to the effective exercise of trade union rights by workers employed in the occupied Arab territories, the mission had noted in 1979 that the activities of the unions existing in the territories followed no uniform pattern and that the problems encountered fell into the general context of the occupation of the Arab territories. The mission had emphasised how important it was that the authorities should not intervene in union activities designed to protect the interests of their members and that union leaders should not be arrested because of trade union activities. The situation of persons exposed to repressive measures should be examined quickly to ensure that there was no link between such measures and the exercise of legitimate trade union activities. If valid grounds were presumed to exist, trade unionists should in all cases be given a fair trial as soon as possible.

68. This year, the Government of Israel replied that the unions enjoy complete freedom of action and of association in accordance with the legislation applicable in
the territories. Unions are free to negotiate collective agreements and to represent workers fully without intervention by the administrative authorities. According to the latest information obtained on the spot, there are now 26 unions on the West Bank. The latest union was recently given the necessary authorisation and an application to set up another one is being examined. The unions which already existed on the West Bank, in Gaza and in East Jerusalem are said to be carrying on their activities more or less normally. The military authorities of the West Bank informed the mission that they did not wish to intervene in trade union matters but that they had to take care that trade union activities did not become political in character; this meant that any application to set up a new union was studied carefully.

69. According to information from Arab sources, the organisation of trade unions and their activities are still impeded by various prohibitions, particularly interventions based on the provisions of the state of emergency. During the meetings which the mission had with representatives of various West Bank unions, grouping several hundred members, one of the difficulties mentioned by the trade union leaders was said to arise from the fact that so many members work in Israel and consequently cannot belong to unions established in the occupied territories which, it was stated, are not allowed to defend the interests of those of their members who work in Israel. These leaders also emphasised that the military authorities keep a close watch on trade union activities, supervise union meetings and general assemblies and sometimes summon trade unionists to question them on their political leanings. In the present situation, as one of the Arab representatives pointed out to the mission, it is sometimes difficult to draw the line between political matters and trade union ones.

70. As regards the individual situation of trade unionists, the mission had pointed out in 1979 that individual cases of arrest and imprisonment had been reported to it and that it had communicated a list of names to the military authorities, inquiring into the reasons for the measures taken and asking what stage had been reached in the proceedings. In reply, the authorities had supplied information on each case according to which the persons concerned had been sentenced by the courts or were on trial not because of trade union activities but on specific charges relating to illegal political activities. This year the military authorities supplied an up-to-date list setting out the stage reached in the proceedings in each individual case. Of the nine persons on the list, seven had been released or were about to be released and two were being held, one of whom had been sentenced. The mission is grateful to the authorities for having furnished this information.

71. To sum up, and as was pointed out in 1979, trade union activities seem to be carried on in the territories but to varying degrees and with certain limitations. The activities are influenced by the general state of occupation and the resulting situation, which leads the military authorities—even if they do not wish to intervene in the trade union field as such—to keep a close watch on the activities of trade union organisations and to intervene when they consider that activities are taking on a political character. However difficult the situation may be, it is nevertheless important that, in accordance with ILO principles, workers wishing to set up trade union organisations should have the right to do so without restriction and that the activities of organisations for furthering and defending the interests of workers should not be subject to interference by the public authorities which would restrict this right or impede the lawful exercise thereof.

7. The adoption of specific legislation and procedures to ensure and promote equality of opportunity and treatment

72. The mission had previously noted that Israel's 1959 Employment Service Law contained a clause, accompanied by penal sanctions, prohibiting discrimination
in respect of placement and recruitment and that workers were afforded the possibility of bringing civil proceedings in a labour court, but it had considered, in the light of the changes that had taken place in ideas and in policies to eliminate discrimination and to promote equality of opportunity in employment, that the legislation now in force still had some shortcomings and/or limitations. Consequently it had expressed the view that the time had come to consider adopting legislation and regulations providing for specific procedures that would cover the various questions of equality of opportunity and treatment more generally, particularly from the point of view of ethnic or national origin and religion.

73. In its reply, communicated to the Director-General, the Israeli Government first of all recalled its position on the existence of legislation and adequate procedures which, it maintained, guaranteed equality of opportunity and treatment for workers in Israel. It supplied further information in this respect, referring to a 1976 amendment to the Collective Agreements Law setting up dispute settlement committees which can be appealed to by workers whose conditions of employment are governed by an agreement which has been extended so as to cover them, that is to say those workers who are not organised within the framework of the Histadrut. The Ministry of Labour and Social Affairs stated that it was taking appropriate action to bring this system to the notice of Arab workers from the territories who might consider that they had been discriminated against as regards social benefits.

74. In addition to these reminders, the Government's reply contains a positive element: the Israeli authorities have agreed to study the relevant recommendations made by the mission in 1979, in consultation with the International Labour Office and in the light of present trends in various countries.

75. Action along the lines of the recommendations referred to above appears all the more desirable since it may meet the allegations and the needs explained to the mission by the local authorities, trade unionists and workers in the occupied territories with whom it had talks. As already indicated on various occasions, there is a very strong and widespread feeling in these circles of unequal treatment and unequal opportunities as regards the employment in Israel of Arab workers from the territories. The fact that such feelings exist, that there is a sense of inequality which is seen as an injustice against which the persons concerned think there is no redress, is in itself something to be taken into account even though it may be based partly on subjective criteria. It appears to the Arab Palestinian circles of the occupied territories that no assurance has yet been obtained and no legislation promulgated to guarantee the principle of equality of opportunity and treatment in Israel. The adoption of such legislation even seems to them to be unlikely since, they maintain, it would run counter to the aims of the policy of asserting Jewish interests which they consider Israel to be pursuing.

76. Legislation of a general nature, along the lines suggested in the previous report, might present many advantages. First of all, it would constitute a clear and straightforward statement of general public policy of non-discrimination and of equality of opportunity and treatment in employment. It might establish a coherent set of means and procedures, by applying to employers, trade unions and employment services and by covering the various aspects of employment such as: recruitment, access to vocational guidance and training, promotion, remuneration and conditions of work, and social security. It might provide for the possibility of redressing employment practices which, without having any discriminatory intentions, might affect certain categories of persons more than others, and for the establishment of ad hoc bodies to examine these matters. The drafting of appropriate legislation and procedures of this kind, which would meet current thinking on the subject of combating discrimination in employment, could be based on international experience.
Table 5. Number of trainees having successfully completed courses provided by vocational training centres in the occupied Arab territories, 1978 and 1979

<table>
<thead>
<tr>
<th>Industry</th>
<th>Construction</th>
<th>Sewing</th>
<th>Other</th>
<th>In-service training</th>
<th>Youth</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>West Bank</td>
<td>521</td>
<td>380</td>
<td>197</td>
<td>222</td>
<td>391</td>
<td>357</td>
</tr>
<tr>
<td>Gaza</td>
<td>330</td>
<td>446</td>
<td>99</td>
<td>110</td>
<td>228</td>
<td>205</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>851</strong></td>
<td><strong>826</strong></td>
<td><strong>296</strong></td>
<td><strong>332</strong></td>
<td><strong>619</strong></td>
<td><strong>562</strong></td>
</tr>
</tbody>
</table>

in this field in respect of which the contacts envisaged with the International Labour Office could prove helpful in achieving progress.

8 and 9. Implementation of an active policy with regard to vocational training and employment corresponding to the specific needs of the populations in the occupied Arab territories

Vocational training

77. One of the fields to which the mission had devoted special attention, during its investigations in the occupied territories, was that of the standards of training for Arab manpower in these territories. Although the mission had been able to note the activities undertaken by the Israeli authorities through the training centres that had been set up, it nevertheless appeared to it that the results only partly benefited the development of the occupied territories and that, unless expanded, the training policy would not be able to contribute greatly to raising the standard of skills of the local labour force from a level which merely equipped it to find semi-skilled jobs in the Israeli economy. The mission consequently recommended that the authorities should make a much greater effort to increase the length of the training courses, offer a wider range of programmes and provide training in skills that were adapted to specific local requirements or could easily be so adapted upon the return of the workers to the local market.

78. General information on these points was communicated to the Office by the Israeli authorities while other, more specific, information was collected by the mission on the spot, particularly in the course of its visit to training institutes in the occupied territories. The report of the Israeli Government refers to various measures taken in order to expand the scope of the activities and to raise standards of vocational training. It refers in particular to the opening of various special courses to create high-level skills in certain areas, to the in-service training courses provided by the teaching and executive staff of training centres and, in addition, to the increased dissemination of information on the possibilities offered by the centres. Statistics were supplied on the number of persons having benefited from the training centres established in the territories of the West Bank and Gaza: some 3,400 trainees received diplomas upon leaving the centres in 1979 and, altogether, approximately 35,000 in the ten years the centres have been running1 (see table 5 above).

79. There is little in the information from Arab sources communicated to the Office or to the mission to confirm the opinion expressed by the Israeli authorities on

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1 The training given in the centres is for both boys and girls. For example, of the 19 centres on the West Bank in 1979, 10 were reserved for the training of the female labour force.
the positive effects of the activities described and on the inferred increase in the proportion of skilled workers in the territories. According to the Arab sources, the existing training centres produce only semi-skilled workers to meet the manpower needs of the Israeli economy. The quality of the training is said to be poor and very few students or trainees who leave the centres (5 per cent according to some information) find jobs locally. More generally, emphasis is laid on the obstacles, both financial and administrative, which prevent the municipal authorities, occupational organisations and other bodies from forecasting manpower needs, setting up technical or vocational schools and promoting the development of training in the occupied territories.

80. Nevertheless, initiatives have been taken in this field by local voluntary associations with the help of the municipal authorities, an example being the establishment in 1978 of a Polytechnic Institute at Hebron. The mission had the opportunity to visit this institute and to talk with its directors and teaching staff. The aim pursued is to train middle-level technicians who might fill the present gap between the unskilled worker or craftsman and the engineer or highly skilled worker, who is often obliged to do work well below the level of his abilities or to emigrate. The mission noted the marked concern of the Institute's management to plan the training given according to the needs of the employment market and of the economy of the territories, on the basis of detailed and specific studies which are under consideration and, at the same time, to lay the foundations for the development of an appropriate technology closely related to the creation of a dynamic industrial sector. The serious difficulties encountered in the present growth phase of this establishment, particularly in recruiting and training the necessary qualified staff, and the need for further external assistance, were brought to the attention of the mission.

81. This year's findings on the question do not differ substantially from those contained in the mission's previous reports. The policy on vocational training has been followed by the Israeli authorities in the centres established for the purpose. Efforts seem to have been made to improve the quality of teaching and to raise the standards of training, although insufficient data are available to assess the results accurately. No doubt this has benefited the workers in the occupied Arab territories. If one refers to the statistics provided by the authorities in 1979 and this year (see table 5 above), which are not easily comparable (for various reasons such as, in particular, the varying duration of the courses, as the mission was informed) but which can indicate general trends, one notes that, while progress can be observed in Gaza, elsewhere the number of persons having successfully completed courses at training centres seems to have stagnated or to be rather on the decline, particularly as regards industrial training on the West Bank. The need to expand the centres was, moreover, emphasised to the mission by the Arab officials in the territories. Furthermore, it may be considered that the effects of training activities in the territories themselves remain somewhat limited in view, on the one hand, of the link established between the centres and labour exchanges for employment in Israel, which results in draining off some of the trainees to Israel, and, on the other hand, of the increase in manpower needs in the Arab countries of the Gulf which offer particularly attractive wage rates. Consequently, it appears highly desirable to pursue and intensify efforts to develop vocational training that is more diversified, of a better standard and quality, and that corresponds more closely to the present and anticipated needs of the territories. Such questions are of essential importance for the future of the populations in the

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1 In one centre visited by the mission, for example, it was stated that although most of those who successfully completed the course found jobs, some 50 per cent emigrated to Arab countries. More generally, it was pointed out to the mission by the Israeli authorities that this situation of migration to Arab countries impeded the efforts carried out to implement a training policy adapted to local needs.
Report of the Director-General

Table 6. Workers employed in the occupied Arab territories by economic sector, January-September 1979

<table>
<thead>
<tr>
<th>Economic Sector</th>
<th>Thousands</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>141.6</td>
<td>100.0</td>
</tr>
<tr>
<td>Agriculture, forestry and fishing</td>
<td>40.6</td>
<td>28.7</td>
</tr>
<tr>
<td>Industry (mining and manufacturing)</td>
<td>22.8</td>
<td>16.1</td>
</tr>
<tr>
<td>Construction (building and public works)</td>
<td>14.3</td>
<td>10.1</td>
</tr>
<tr>
<td>Commerce, restaurants and hotels</td>
<td>22.3</td>
<td>15.8</td>
</tr>
<tr>
<td>Transport, storage and communications</td>
<td>10.3</td>
<td>7.3</td>
</tr>
<tr>
<td>Public and community services</td>
<td>23.5</td>
<td>16.6</td>
</tr>
<tr>
<td>Financial services, electricity, water, personal services</td>
<td>7.8</td>
<td>5.5</td>
</tr>
</tbody>
</table>

territories since what is involved is the training of human capital as an essential factor in whatever development is going to take place. For its part, the International Labour Office is prepared to consider favourably all possibilities of being of assistance in activities such as those now carried out by the Polytechnic Institute at Hebron which appear precisely to meet the general criteria recalled above.

Employment and development

82. Analysis of the data on the employment situation in the occupied Arab territories had led the mission in 1979 to support the fundamental recommendations already made in its first report, to the effect that there was an obvious need, strongly felt by the populations concerned, for an active investment and employment policy corresponding to the specific needs of the population in the occupied Arab territories. Noting that the institutional vacuum resulting from the state of occupation prevented any such policy from being implemented, which situation seemed likely to jeopardise seriously the future prospects of the occupied territories, the mission had recommended that alternative solutions should be envisaged.

83. According to the statistics already mentioned in the outline given at the beginning of this Report, the number of Arab residents employed in the occupied territories was 141,600 in 1979 (average for January to September). This represents a drop of 1.8 per cent in relation to the level of employment for the corresponding period in 1978 (144,200), due to the situation in Gaza, since the level is stable on the West Bank. The 141,600 persons employed in the territories represent some 65 per cent of the active population of the territories having jobs (the remaining 35 per cent, as was seen in the Introduction, are those who go to work in Israel). There are just over 1,000 unemployed seeking jobs, which represents a particularly low level of unemployment (0.6 per cent of the active population). The sectoral structure of employment in the territories, as seen from table 6, shows that 41,000 persons are employed in agriculture, which represents nearly 29 per cent of total employment. These figures, taken with those quoted in the 1979 report of the mission, seem to confirm the tendency towards a drop, in absolute and relative terms, in agricultural employment in the occupied territories. On the other hand, employment in industry

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1 As stated, the figures quoted from the statistical tables include neither the workers from East Jerusalem nor those from the Golan.
2 As already indicated, the data for 1979 no longer include the residents who came from El Arish.
(nearly 23,000 persons, or 16 per cent of the total) and in construction (approximately 14,000 persons, or 10 per cent of the total) seems to be on the increase. The various activities that can come under the heading of "services" employ nearly 64,000 persons, or 45 per cent of the total.

84. The Israeli authorities reaffirmed that, from the beginning, the main aim of the Government's policy has been to guarantee full employment in the territories. The productive employment offered in Israel has been the main means of achieving this aim. Unemployment, the authorities maintain, has been virtually eliminated. As indicated in the Introduction, the authorities do not believe, at least for the time being, that the slowing down of economic activity in Israel will have any notable negative effect on the employment of workers from the territories likely to result in unemployment in the territories. If this were to be the case, however, the authorities responsible state that they have emergency job-creation plans, that would affect some 14,000 workers, ready to be put into practice. As regards emigration, this was stated to be at roughly the same level as before, i.e. 20,000 persons per year on average.1

85. Further data have been supplied by the Israeli authorities on the problems and policies of investment and development in the Arab territories. Money from Arab countries is allowed in, and in 1979, for example, this represented the equivalent of 450 million pounds, the administration of which was entrusted to the municipal authorities. Income derived from employment in Israel is said to be invested mainly in housing construction. Investment by the local private sector is still limited. The government authorities are attempting to develop investment, particularly to improve the economic infrastructure of the territories. The budgets of local municipal authorities are subsidised to promote development activities but there is often reluctance when it comes to making use of the facilities offered. Special efforts are said to be made regarding the agricultural sector, which represents the main branch of activity. The agricultural product represented one-quarter of the gross national product in 1978. Information supplied on developments over the period 1967-79 revealed significant increases in the agricultural product and in labour productivity in agriculture, resulting in a drop in agricultural employment. At the same time the incomes of farmers and farm workers are said to have gone up considerably. One of the key factors in this agricultural development is said to have been the alternative employment offered in Israel. The strengthening of relations with the Israeli economy is considered also to have contributed to the rapid development of agriculture. Lastly, as regards other sectors, the information from the Israeli authorities mentions the considerable activity of the construction sector in the territories (see above) as well as the rapid growth of light industry and textiles which benefit from the abundant semi-skilled labour available. On the other hand, activity in the tourism sector is said to have started to decline in 1973 for reasons connected with the political development of the situation.

86. A very different analysis of the situation and problems of employment in the occupied territories is presented by Arab representatives. First of all, it is pointed out that the volume of manpower is comparatively limited: on the West Bank some 20 per cent only of the total population are part of the active population. Consequently one of the most disruptive factors, from the economic point of view, resulting from the occupation has been the drain of manpower from the Arab territories to Israel in the substantial proportions that were quickly reached. In some sectors, jobs and occupations, manpower shortages are said to be acute. As reported in the Introduction, the Arab representatives with whom the mission had talks appeared concerned by the effects of the slowing down of the economy in Israel which, according to them, has already resulted in numerous dismissals. Israeli

1 See the mission's 1979 report (paragraph 45).
budgetary restrictions are also said to have had repercussions on employment in the territories and personnel reductions have been reported in the administrative services and in other sectors. According to some estimates, there might be around 20,000 workers without jobs in the occupied territories by the end of the year. Attention was also drawn to emigration, particularly of highly skilled workers, which appeared to give serious concern to the local authorities in the territories: according to these authorities, the number of emigrants is going up each year as a result of various factors and pressures. On the West Bank it is now said to exceed the birth rate. Further general information has also been communicated. This refers to the various obstacles, limitations and impediments placed by the policies of the occupation authorities in the territories in the way of possibilities of investment, job creation and development of the main sectors of economic activity, particularly agriculture and industry (heavy taxation, competition of Israeli products, exploitation and deprivation of resources, etc.). Lastly, it was recalled that the political situation prevailing for over ten years had resulted in depriving the occupied territories of the national authority that would be capable of taking charge of the development of these territories. The need for economic and social planning is apparently strongly felt on the West Bank, where comparisons were made with the relatively greater increase in income on the East Bank of the Jordan which is attributed to the implementation of development plans.

87. To conclude on the fundamental problem of the employment situation in the occupied Arab territories, a number of comments, suggestions and recommendations can be put forward in the light of the opinions or assessments presented by the two sides. The official statistics reveal a certain number of general aspects of the situation such as the elimination of unemployment and the growth of income but also the stagnation of the level of employment in the occupied Arab territories and the substantial proportion of the labour force of these territories which goes to work in Israel. What is more difficult to assess, but far from negligible, is the emigration to Arab countries of skilled and educated workers. A situation of this kind, in which a large part of the population is obliged to work away from home, while not unique either in history or in the region, is not a healthy one, particularly in view of the state of occupation. In fact, in such a situation there can exist no national authority which, in normal conditions, might—as regards migration—negotiate manpower agreements that would take account of the various interests of the parties concerned and—as regards job creation in the territories—implement a national development policy based on the specific needs as listed and expressed, of the local populations. A further factor, at least in the short term, is the economic situation with the appearance of recession and unemployment in Israel, the outcome of which cannot yet be foreseen but which gives rise to legitimate anxiety regarding the employment situation in the occupied territories. Consequently, it would seem more than ever that the time has come to envisage activities and solutions that would make it easier to adapt to future developments.

88. Meanwhile, more should be done to promote economic and social development activities by the authorities or institutions which, in this field, can take the place of the general political authorities which are lacking for the time being. Information was furnished by the Israeli authorities on the measures taken to encourage a number of activities concerning community development. These should not be overlooked. However, in the present circumstances, institutions such as co-operatives seem to be one of the most appropriate instruments for promoting collective development action in essential sectors such as agriculture, electric and hydraulic installations, education and health, etc. The co-operative movement already seems to be based on an old tradition. However, several problems resulting from the occupation and from the activities of the Israeli authorities were raised by the Arab managers of the co-operatives. These problems concerned mainly the slowness of the procedures for
authorising the establishment of new co-operatives or new projects and of various measures affecting the administration, financing and running of these co-operatives. The same problems were brought to the attention of the mission in 1979. Following the report of that mission, the Director-General had informed the Government that the Office was prepared to consider technical assistance, in the form of an expert to study a plan designed to promote the development of West Bank co-operatives. The Government has recently replied to this offer but by proposing alternative solutions to the form of direct assistance initially proposed. Without prejudging the choice that might result from reconsideration of the matter, it may be restated that the International Labour Office is prepared to assist any activities designed to promote the effective development of the co-operative movement in the occupied Arab territories.

89. Lastly, it is recalled that in 1979 the mission noted with interest the decision of the authorities to transfer to the budget of the occupied territories, as from the financial year 1979-80, the revenue from income tax paid by Arab workers employed in Israel and, at the same time, suggested that other measures in the same direction could well be looked into, recommending that representatives of the population should participate in decisions regarding the allocation of the resources thus made available. It would be desirable if, in one form or another, positive measures in line with these recommendations could be taken or considered.

10. Supervision of the application of labour regulations in the occupied Arab territories and improvement of the standard of medical care for the population of these territories as a whole

90. As regards the first of the two questions considered under this heading, the mission had been informed in 1979 of a number of changes and developments, frequently made in order to meet the recommendations contained in the first report of 1978, mainly in the fields of labour administration and regulations. In particular, the mission had noted that ordinances had been promulgated raising to 14 the minimum age for admission to employment in Gaza and the West Bank. The mission had noted these developments and recommended the pursuance of the necessary efforts to improve conditions of work and to ensure compliance with the regulations, insisting in particular on the application of provisions concerning work by young people, accompanied by penalties for infringement of these provisions.

91. It may be noted, first of all, that the report from the Israeli Government to the Office refers to information campaigns carried out on the initiative of the Ministry of Labour and Social Affairs, and concerning the main provisions of the labour laws and regulations, drawing attention to the obligations of employers and the social rights of workers. Measures have been adopted in the fields of industrial safety and health, in particular the setting up of ad hoc committees in factories, in some cases to give direct effect to Office recommendations, as the mission was informed when it visited a labour exchange at Hebron.

92. Among the questions covered by the labour laws and regulations and the consequent practical problems of implementation, that of child labour seems to have caused the Israeli authorities, both civil and military, the greatest concern. Thus it was clearly stated that the Government's policy was designed to prevent as far as possible the exploitation of child labour both in the territories and in Israel. To do this, various measures have been set in action concerning which information has been supplied to the Office and the mission. First of all, the Government has referred to a stepping up of the activities to supervise the enforcement of the ordinances establishing the minimum age for admission to employment; in Gaza, for example, several employers have been prosecuted for infringing these ordinances. Secondly, the mission noted with interest that positive steps are beginning to be taken, in the form of special
training courses and the opening of summer camps for young people, in order to provide free preliminary training to children and adolescents who are not yet old enough to work. These activities have just been launched on an experimental basis and subsequent decisions will be taken as soon as the first assessments have been made. The Israeli authorities emphasised to the mission the various difficulties they were encountering in their efforts to combat child labour, some of the difficulties being caused by the attitudes of the families, who often see this as a means of increasing their income. The authorities also pointed out, more generally, that this problem of child labour was common to practically all developing countries or regions.

93. In the opinion of the Arab Palestinian circles and representatives, child labour is an inevitable consequence of the policy of the Israeli authorities to cut down on public expenditure in the occupied territories and to impoverish the local economy, the deterioration of the situation regarding public education (caused by financial and administrative limitations and obstacles) being a further aggravating factor to be taken into consideration. In these circumstances, it was emphasised to the mission during its talks in the occupied Arab territories, putting children and adolescents to work was often the only choice open to them and their families in view of their state of poverty and need. Taking a broader view of the general conditions of work in the territories, similar comments were made regarding the undesirable effects of the policy pursued by the Israeli authorities in the occupied territories.

94. To conclude on the first problem of the application of labour laws and regulations in the occupied Arab territories, it appears necessary for the efforts already begun to be pursued in order to make further improvements in the general conditions of work, for which much still remains to be done, and to ensure that the regulations are enforced. The measures that have already been taken seem to relate mainly to information campaigns and it would be desirable for them to relate now also to the enforcement of the existing legislation. With particular regard to child labour, the mission noted with interest the action that had been attempted recently. While awaiting the information that will enable this action to be assessed, it seems appropriate to add to the general recommendations made above concerning the application of the ordinances on the minimum age for admission to employment the suggestion that was already made by the mission in 1979 concerning the possibility of adopting family welfare measures aimed at ensuring child maintenance, including children's allowances. Measures of this kind, which would be in line with the relevant international standards, might help to change the attitude of families with regard to child labour, described as one of the main obstacles in resolving the problem.

95. Turning now to the improvement of the protection afforded to workers and their families in the occupied Arab territories in the event of sickness or accident, the mission was informed during its previous visit of the social benefits to which these persons were entitled: employment injury insurance, the introduction of a voluntary sickness insurance scheme to which, according to the authorities, approximately 500,000 residents belonged (at the time of the mission's visit in February-March 1979). The mission had deemed it advisable to recommend the pursuance of a policy aimed at further extending and improving the quality of medical care and health protection services in the occupied Arab territories. Where this care cannot be satisfactorily provided in the occupied territories, it was suggested that the necessary arrangements should be made to facilitate the use of Israeli services.

1 The question of the social security entitlement of the workers who are employed in Israel was dealt with above under point 4.

2 It is recalled that insurance is compulsory for employees of the administration of the occupied territories and for the workers from these territories employed in Israel.
96. The Israeli authorities have communicated some information on the situation of the populations of the occupied territories as regards the social benefits to which they are entitled. First of all, the Ministry of Labour and Social Affairs has described the devising and stepping up of the enforcement measures in respect of the ordinance on compulsory insurance against employment injury: in 1979 nearly 98 per cent of firms in the territories of the West Bank and Gaza, to which the ordinance applies, and who employed altogether some 17,500 workers, were insured. Subsequently, according to the report from the Government and the information provided by the military authorities, the scope of the health insurance scheme set up in 1978 was extended: the provision of medical services is guaranteed to all employed persons and the entire family is now covered by the insurance. Where necessary, care is provided in Israel and, in 1979, nearly 1,500 residents of the territories availed themselves of this possibility. The contributory health insurance scheme, it is stated, has over 500,000 members who pay a monthly contribution of 150 pounds. The military authorities provided further information and figures concerning the continuation of the budgetary appropriations agreed to for the health services, which were said to have been improved in several ways as regards both the diversity of services available and their quality.

97. According to information communicated to the Office or to the mission by Arab circles, there would seem to be a discrepancy between the general policies pursued by the occupation authorities in the territories and the statements concerning supposed progress in meeting the needs of the population as regards social benefits and medical care. The corresponding budgetary appropriations are said to have decreased while the amount of contributions to sickness insurance has gone up. According to these sources there has been a constant deterioration in the standard of services provided and the essential problems referred to concern the general inadequacy of material means and staff resources. Some of those with whom the mission spoke expressed doubts regarding the allocation of the sums deducted from the wages of workers employed in Israel to improving medical care in the territories.

98. Without ignoring the difficulties that may be encountered by the authorities in improving the standard of medical care available to the population as a whole, an acute problem which calls for increasing efforts even in the developed countries, and without underestimating certain achievements, it seems desirable for further and more rapid progress to be aimed at. The authorities should therefore continue to pay attention to these problems, which involve some of the most basic needs of the workers and their families, and should increase their efforts to raise the level of protection available in this respect.

12. Effect on labour matters of settlements in the occupied Arab territories

99. In its 1979 report the ILO mission had mentioned the question of the effect that the policy of settlements in the occupied Arab territories might have on labour matters. As it indicated at the time, it is difficult to imagine that this policy can be pursued without conflicting with the objective of development by and for the local population and, therefore, without jeopardising their chances of employment.

100. The Government of Israel, for its part, has rejected the allegations that the settlements would result in unemployment among the local agricultural workers. The Government repeats that the settlements have had only a very marginal effect on labour and employment problems. It maintains that in practice it is only public land and land not fit for cultivation that is involved. In the rare exceptions, fair compensation is offered to the owners. As regards the effect on water resources, the

1 Last year the contribution was 70 pounds (see the 1979 report of the mission, paragraph 20).
Government states that the situation has improved considerably since 1967 as a result of the rational use of resources and of new drilling operations carried out under effective supervision. The Government has furnished various details on this matter in its written communication. Information was also given orally to the mission by representatives of the civil and military authorities.

101. On the other hand, according to the communications and statements from Arab circles, the increase in the number of settlements, which are estimated to correspond to over 26 per cent of the West Bank of the Jordan and which also affect the Golan and Gaza, is aimed at breaking up local communities and gaining control over agricultural land, and hydraulic and electrical power resources, which cannot fail to affect the conditions of life and work of the local populations. Farmers are said to have lost their land and to have been obliged to go and work without authorisation in Israel. One-third of the water available for irrigation is alleged to have been used by the Israeli settlements and employment in agriculture is said to have dropped by some 10 per cent, representing 34 per cent of the entire labour force of the West Bank of the Jordan. Reference has also been made to the United Nations examination of the problem and to the decisions reached by that body on the question of the settlements.

102. In this connection it should be recalled that the political and legal problems which the question of the settlements involves are obviously not within the jurisdiction of the ILO. They are a matter for the United Nations since the issue is closely linked with the political problems of a more general nature that dominate the scene at present. With regard to the effect that this question might have on labour problems, which do concern the Organisation, the mission did not fail to make known to the Israeli Government the growing concern to which they are giving rise.

103. As will be seen from the present report, a certain number of steps along the lines of the recommendations made by the mission in 1979 have been taken by the Israeli authorities. Other steps are to be adopted shortly, and some of the mission's recommendations are still being studied. A few points on which the Government's position has not changed require further consideration. In addition to the steps taken or under consideration by the Government there are others that have been announced or are being considered by the Histadrut.

104. Clearly the situation of the workers covered by this report is of a special nature because they are living in a state of occupation. The purpose of this report is to describe the salient features of their position in so far as it is within the ILO's competence, and to make recommendations for improving it. The Israeli authorities will doubtless wish to study these recommendations carefully as they have done in the case of previous reports, and to inform the ILO in due course about developments in the situation and the action taken to give effect to the recommendations made in this report.

105. The Government of Israel has also indicated to the mission that it would be prepared to reply to any specific observations or allegations communicated to it. The Director-General will not fail to transmit to the Government, for such comment, any relevant observation or allegation that he may receive.

106. More generally, in the light of the foregoing facts and the various points which still require action and further information, the Director-General will continue personally to follow the question of the situation of the workers of the occupied Arab territories and will keep the Conference informed.