## Appendices

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EXPENDITURE ON TECHNICAL CO-OPERATION ACTIVITIES, 1977-80

Expenditure on technical co-operation activities under all sources of funds for the years 1977 to 1980 was as follows:

<table>
<thead>
<tr>
<th>Source</th>
<th>1977 $'000</th>
<th>1978 $'000</th>
<th>1979 $'000</th>
<th>1980 $'000</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDP</td>
<td>26 979</td>
<td>38 912</td>
<td>47 287</td>
<td>59 360</td>
</tr>
<tr>
<td>UNFPA</td>
<td>3 332</td>
<td>5 966</td>
<td>6 154</td>
<td></td>
</tr>
<tr>
<td>Trust funds</td>
<td>13 686</td>
<td>19 241</td>
<td>29 667</td>
<td></td>
</tr>
<tr>
<td>Regular budget</td>
<td>4 378</td>
<td>6 478</td>
<td>4 461</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>48 375</td>
<td>62 346</td>
<td>78 972</td>
<td>99 642</td>
</tr>
</tbody>
</table>

As can be seen from the above table, in 1980 there was a substantial increase in the volume of ILO technical co-operation activities. Expenditure under all sources of financing exceeded the 1979 level by over 26 per cent. After allowing for cost increases for technical co-operation services, this represented a growth of some 12 per cent in real terms as compared with the previous year. The UNDP remained the main funding source of ILO operational activities, accounting for 60 per cent of total expenditure, followed by multi-bilateral and trust fund arrangements, 30 per cent; UNFPA, 6 per cent; and the ILO regular budget, 4 per cent.

As regards the distribution of expenditure by region in 1980, the breakdown was as follows: Africa, 43 per cent; Asia, 25 per cent; Americas, 14 per cent; Middle East, 6 per cent; Europe, 2 per cent; inter-regional, 10 per cent.
APPENDIX II

ACTION TAKEN ON THE RESOLUTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 61ST TO 66TH 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 1980 to give effect to the resolutions adopted by the Conference at its 61st to 66th 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 if the relevant information appears in Part II of the Report.

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 and 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 detail in the Supplements or Appendices to the Director-General's Reports to the 64th (1978), 65th (1979) and 66th (1980) Sessions of the Conference. Further action taken in 1980 is described in the section on human rights and international labour standards included in Part II of this Report, particularly in regard to the
ratification position on the principal human rights Conventions, the updating of the Standing Orders governing the procedure for the consideration of representations concerning the non-observance of ratified Conventions, and recourse had during the year to the procedure of direct contacts.

At its 214th (November 1980) Session the Governing Body decided to request governments to submit in 1982 reports under article 19 of the ILO Constitution on the following instruments: the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); the Right to Organise and Collective Bargaining Convention, 1949 (No. 98); the Rural Workers’ Organisations Convention, 1975 (No. 141); and the Rural Workers’ Organisations Recommendation, 1975 (No. 149). It is further recalled that in 1981 governments will be called upon to supply article 19 reports in respect of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), and the Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976 (No. 152).

With particular regard to Convention No. 144, the importance of which is emphasised in both of the resolutions in question, it is worthy of mention that, although the number of ratifications (20) remained unchanged during 1980, there were indications from no less than 42 member States that ratification was being actively considered. Moreover, the many country missions undertaken in 1980 by the regional advisers on international labour standards for Africa, the Americas and Asia provided useful opportunities for discussions and advice on prospects or problems with regard to the ratification of Convention No. 144. In the programme and budget for 1980-81 provision has also been made for a tripartite seminar on this issue.

As in the preceding years, a substantial share of technical co-operation was directly related to strengthening tripartism, especially through activities in industrial relations, workers’ education, assistance to employers’ organisations, labour administration and co-operative development. With expenditure totalling about US$15 million in 1980, technical co-operation activities in these fields substantially expanded as compared with 1979 (about US$12 million). This included activities funded both by extra-budgetary sources and by regular budget technical co-operation.

Following standard practice, the Committee on Operational Programmes of the Governing Body reviewed at its November 1980 meeting progress made in strengthening tripartite participation in technical co-operation. The Committee noted that progress in involving employers’ and workers’ organisations in technical co-operation had been uneven, and that more substantive information on action taken by member States concerning the extension of tripartite consultations to ILO technical co-operation activities will become available in 1981 following the general survey on Convention No. 144 and Recommendation No. 152 referred to above.
Resolution concerning the Development of the ILO's Programme for the Improvement of Industrial Relations (65th (1979) Session)

Action to give effect to this resolution is described in the section concerning labour law and labour relations in Part II of this Report.

Resolution concerning the Implications of Israeli Settlements in Palestine and Other Occupied Arab Territories in Connection with the Situation of Arab Workers (66th (1980) Session)

The Director-General's proposals for action on this resolution were submitted to the Governing Body at its 214th (November 1980) Session.

In accordance with the decision taken by the Governing Body at this Session, the Director-General communicated the resolution to the Government of Israel by a letter dated 19 December 1980 and drew its attention to operative paragraph 3 of the resolution, which calls upon the Israeli authorities to put immediately an end to the establishment of settlements in Palestine and the other occupied territories, including Jerusalem, and to dismantle the existing settlements. In his letter the Director-General also referred to paragraph 6 of the resolution, which requests him to submit annual reports to the Conference on the situation of Arab workers in Palestine and other occupied Arab territories, and asked the Government of Israel to supply as detailed information as possible on the situation and on the developments that had taken place since the report of the mission he had sent to Israel in 1980, in particular as regards the various points dealt with in the report and in the resolution.

In accordance with the Governing Body decision mentioned above, the Director-General also communicated the resolution, by a letter dated 19 December 1980, to all other governments. He drew their attention to paragraph 4 (which calls upon all States not to provide Israel with any assistance to be used specifically in connection with settlements in the occupied Arab territories) and invited them to provide information on the matter.

Furthermore, with a view to presenting his report to the Conference, the Director-General, by letters dated 17 and 18 December 1980, requested the Arab countries and organisations concerned (Egypt, Jordan, the Syrian Arab Republic, the Arab Labour Organisation and the Palestine Liberation Organisation) to send him all the information at their disposal about the situation of Palestine workers and further developments, particularly with regard to the matters raised in the Director-General's earlier Reports to the Conference and in the resolution.

By a letter dated 27 January 1981, the Government of Israel communicated general documentation describing the main activities carried out by the Israeli authorities in the fields of labour and employment in the occupied Arab territories from 1967 to 1979. At the beginning of March 1981 it furnished detailed information on the situation of Arab workers in the
occupied territories to the mission, mentioned below, which was sent by the Director-General. This information is analysed in Appendix III to the present Report.

As of 31 March 1981, 36 governments had sent the Office replies to the appeal addressed to them in paragraph 4 of the resolution. These replies mainly indicate, in varying degrees of detail, that the governments do not provide Israel with any assistance to be used specifically in connection with settlements in the occupied Arab territories; however, some replies state that this matter does not lie within the competence of the ILO.

In reply to the special requests which he had addressed to the Arab governments and organisations concerned, the Director-General had received the following information as of 1 March 1981. By letters dated 21 January and 10 February 1981, the Government of Jordan sent two communications relating mainly to trade union rights and amendments to Jordanian labour law. It has subsequently transmitted to the Office a detailed report on the effects of the Israeli settlements on the conditions of the Arab workers in the occupied territories. By a communication dated 18 February 1981, the Government of Egypt sent a reply containing information on the situation of the Arab workers in the occupied territories and suggestions as regards ILO action. A report from the Government of the Syrian Arab Republic concerning the various aspects of the situation of the Arab workers in the occupied territories in connection with the provisions of the resolution reached the Office on 25 March 1981. The Arab Labour Organisation and the Palestine Liberation Organisation have also communicated various information or statistics, which are analysed in Appendix III to the present Report.

It should also be mentioned that the Office has also received a number of communications from Arab countries or organisations or from national or international trade union organisations, making allegations concerning freedom of association and, in particular, repressive measures against trade union leaders in the occupied Arab territories. In each instance the Director-General has tried to get the factual information required and to take appropriate action based on respect for the relevant international standards. These matters are dealt with in the report contained in Appendix III.

At its 214th (November 1980) Session the Governing Body took note of the action already undertaken as regards assistance to the peoples of the occupied Arab territories and asked the Director-General to take any further steps required to bring to the peoples concerned the benefits of ILO technical co-operation with due regard to operative paragraph 5 (a) and (b) of the resolution. This matter is dealt with in more detail in Appendix III to the present Report.

As agreed at the 214th (November 1980) Session of the Governing Body, the Director-General presented a report on the above-mentioned points to the 215th (February-March 1981) Session of the Governing Body.
Furthermore the Director-General, wishing to submit to the Conference a report reflecting the situation as objectively as possible, decided, after consultation with the various parties concerned, to send a mission from the Office so as to complete the information which had been received. The report of this mission, which took place at the beginning of March 1981, is contained in Appendix III to the present Report.

EMPLOYMENT, HUMAN RESOURCES AND DEVELOPMENT

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

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

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

General action and action regarding specific sectors and groups taken on the resolution is described in Part II of the present Report, principally in the sections dealing with the World Employment Programme and with multinational enterprises.

As regards revision of the Employment Policy Convention, 1964 (No. 122), the Director-General confirmed his intention, at the 214th (November 1980) Session of the Governing Body, of submitting proposals for an item on employment policy standards in connection with the agenda for the 1983 Session of the Conference. The associated research on the implications for employment policy of changing conditions such as trade flows and technological innovations is proceeding according to plan.

Resolution concerning ILO Activities for Rural Development (66th (1980) Session)

The first paragraph of the operative part of the resolution calls upon the ILO to support, at the national and international levels, rural development programmes mainly through activities for which the ILO, due to its tripartite structure, is especially equipped, and which aim primarily at improving the conditions of the rural poor. In the second paragraph the action requested for rural development is subdivided into standard-setting activities, technical cooperation, and the collection and dissemination of information and research. Finally, suggestions are made as regards the appropriate ILO machinery for rural development. A detailed paper on the follow-up activities of the Office in the field of rural development which this resolution covers was submitted to the 214th (November 1980) Session of the Governing Body, which requested the Director-General to take fully into account the wishes
expressed by the Conference in this resolution in drawing up future programme and budget proposals. The Governing Body also authorised the Director-General to invite governments to appoint in their tripartite delegations to regional conferences members of the Advisory Committee on Rural Development, if rural items were discussed. In the following paragraphs some activities on rural development are highlighted, while reference should also be made to the information on work in rural matters provided in Part II of the Director-General’s Report to this session of the Conference.

In the field of standard setting, the Governing Body decided to request governments to submit reports in 1982 under article 19 of the Constitution on several instruments dealing with trade union rights, in particular the Rural Workers’ Organisations Convention, 1975 (No. 141), and Recommendation, 1975 (No. 149). The revision of the Plantations Convention, 1958 (No. 110), and Recommendation, 1958 (No. 110), will be on the agenda of the Conference in 1982.

Proposals for work to be undertaken in the 1982-83 biennium include several aimed at strengthening the ILO’s activities to improve the living and working conditions of rural workers and their occupational safety and health, including a meeting of experts on policies for the establishment of occupational exposure limits to chemical substances in the working environment.

As regards technical co-operation, the emphasis in rural workers’ education has been on the development of the capacity of rural workers’ organisations to perform social functions and carry out self-help socio-economic schemes of their own. Training for co-operative development continues to be provided under ILO auspices. Rural vocational training also continues to be a major concern of the Office, and 30 new projects, designed to cater for the poorest groups of the rural population, will become operational in 1981. A regional project, aimed at improving the management of rural development projects and programmes in the least developed countries of Africa, was started with the support of Norway. A construction project management programme in Africa, sponsored by SIDA, organised two workshops for trainers on improving the design and management of construction projects located in rural areas and related to rural development programmes. Large-scale labour-intensive schemes are being executed in 12 countries and five more will soon be added. Much of this has been possible through extra-budgetary resources. In the field of appropriate technology, assistance is being given for the development of rural technology centres to assess needs, develop appropriate technologies and assist in implementation. Advisory services, partly in co-operation with other organisations, such as the International Fund for Agricultural Development (IFAD) and the World Food Programme (WFP), are being provided to governments in the fields of employment promotion and income distribution.

Experts have been assigned as advisers on labour administration to several countries and one of their functions is to help governments in improving labour inspection in rural areas. Training at regional labour
administration centres will lay emphasis on this factor. An associated task is the identification of obstacles in the way of ratification of the Labour Inspection Convention, 1969 (No. 129).

Rural women have been the focus of special efforts, and several projects are to begin with the aim of creating employment opportunities for them through organisation. Other studies and national workshops will be held to contribute to this work.

Research has been carried out on agrarian systems, land reform, rural women and organisation and participation of the rural poor for the purpose of assessing the institutional change brought about by various schemes and their impact on growth, technical change, rural poverty, income distribution and employment. In the area of social security, the emphasis of the Office’s work is on ways in which the rural population can be more effectively included in such schemes. Various case studies are under way on the social protection of the rural population.

On the question of ILO machinery for the rural and food sectors, the Governing Body decided at its 213th (May-June 1980) Session to establish a new standing Industrial Committee for the food products and drink industries, under the title Food and Drink Industries Committee. Furthermore, the programme of industrial meetings for the 1982-83 biennium, which the Governing Body approved at its 214th (November 1980) Session, includes two meetings directly relevant to rural development: the Eighth Session of the Committee on Work on Plantations, and the Tenth Session of the Advisory Committee on Rural Development.

Finally, co-ordination of rural development activities is undertaken both within the Office and with the various international organisations. Within the Office, an interdepartmental committee was established to ensure that all concerned with rural subjects are fully involved in policy formulation and programme monitoring and evaluation. For inter-agency matters, the ILO continues to play an active part in the ACC Task Force on Rural Development.

The ILO also continues to co-operate actively with the FAO and UNESCO within the framework of the Joint FAO/UNESCO/ILO Inter-Secretariat Working Group on Agricultural Education and Training. In accordance with the programme of action adopted by the World Conference on Agrarian Reform and Rural Development, the three agencies are planning to embark in 1981, within the framework of the Inter-Secretariat Working Group, on joint projects on integrated training programmes for rural and agricultural development for four selected countries in four regions, with financing from a multi-bilateral donor. The ILO also collaborates with UNIDO, the World Bank, UNICEF, WHO, WFP and IFAD in planning and implementing rural training projects.
VOCATIONAL REHABILITATION

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

This resolution calls for action to mark the International Year of Disabled Persons (IYDP), 1981. In this connection, ILO preparations for full involvement in the Year are well under way. In the latter part of 1980 some 20 countries sought ILO advice on the planning of short- and long-term programmes associated with the aims and objectives of the IYDP. A brochure, a press kit, a display stand, a Declaration pledging the ILO's full support for the Year and other publicity material are ready for issue and use. An international study on vocational rehabilitation legislation is in progress and replies from some 60 member States are being summarised for inclusion in a handbook on the subject. These ILO efforts are being closely coordinated with related activities of the UN/IYDP Secretariat, WHO, UNESCO, other members of the United Nations family and leading non-governmental organisations through regular meetings and consultations.

Part I of the present Report is devoted to the theme of Vocational Rehabilitation of the Disabled.

The Governing Body decided to include vocational rehabilitation on the agenda of the 1982 Session of the International Labour Conference for a full discussion of all aspects of the subject, to be followed in 1983 by the adoption of an instrument supplementing Recommendation No. 99.

WORKING CONDITIONS AND ENVIRONMENT

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), 65th (1979) and 66th (1980) Sessions of the Conference. Other measures taken in 1980 are outlined in the relevant sections of Part II of the present Report, including the action taken with a view to the adoption of a comprehensive Convention and Recommendation covering occupational safety and health and the working environment.

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 66th (1980) Session of the Conference.

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

In addition to the information supplied in the previous Report, measures to give effect to the resolution include an International Symposium on Education and Training Policies on Occupational Safety and Health and Ergonomics to be held in Norway in August 1981.
MIGRANT WORKERS

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

Operative paragraph 1 of this resolution requested the Office to carry out comparative studies. In the light of the General Survey of the Committee of Experts on the Application of Conventions and Recommendations (Report III (Part 4B)), submitted to the 66th (1980) Session of the International Labour Conference, complementary comparative studies were undertaken during the first half of 1980, in accordance with this request, on the legislation and national practice of the main countries concerned by migration for employment, as regards residence and work permits. The initial results of these and various other studies have shown that three main systems exist for the admission of foreign workers to employment and residence in the various member States concerned by migration for employment. In most of these countries the admission of foreign workers can be authorised for only a fixed period of time; in many cases, furthermore, residence and work permits may not be extended or renewed, and sometimes workers are obliged to leave the country before they might have obtained renewed work and residence permits. In some countries, particularly in Australia and North America, “immigrants” (which is the term often used to designate such persons in national legislation) who are admitted to the country are authorised to remain for an indefinite period of time and to take up whatever employment they wish (subject to certain restrictions, in particular as regards employment in the civil service, the police and the armed forces). In other countries—especially in Europe—an intermediate system applies to foreign workers (and their families). Although admission for residence and employment is initially authorised for only a limited period, after a specified period of residence and employment—which varies from country to country—foreign workers may be granted the right to an indefinite period of residence and to take up the employment of their choice (subject to certain restrictions, in particular as regards employment in the civil service, the police and the armed forces).

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

Information supplied for the 1980 Report is still valid. However, the date at which it will be technically practicable to include fishermen’s questions on the agenda of the Conference will now be some time after 1982.
Report of the Director-General (Appendices)

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

The information supplied for the 1978 and 1979 Reports is still valid. In addition, the 23rd Session of the Joint Maritime Commission agreed that member States should be urged to ratify and apply the provisions of Convention No. 147.

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

Further to the details previously supplied, the Office report on this subject was submitted in October 1980 to the 23rd Session of the Joint Maritime Commission, which decided that more complete information should be obtained for consideration by the next Preparatory Technical Maritime Conference.

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 was held in conjunction with the 23rd Session of the Joint Maritime Commission in October 1980. Each of these meetings requested future action by the ILO along the lines set out in the resolution.

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

This question was included on the agenda of the 23rd Session of the Joint Maritime Commission held in October 1980. The Commission considered a relevant report prepared by the Office on the basis of information supplied by member States, and adopted a resolution requesting that the ILO should consider the employment conditions of foreign seafarers further and that the subject should be considered by the next Maritime Session of the International Labour Conference.

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

The information supplied for the 1980 Report is still valid.
Appendix II

Resolution concerning Standards Relating to Seafarers

The compilations requested by this resolution were completed and submitted to the 23rd Session of the Joint Maritime Commission. The Commission suggested certain improvements to the compilations and requested that they be published.

Resolution concerning the Convocation of the Joint Maritime Commission

Action was completed in 1980.

Resolution concerning Regional Maritime Conferences

The information supplied for the 1980 Report is still valid.

Resolution concerning the Minimum Basic Wage for Able Seamen

The 23rd Session of the Joint Maritime Commission decided that the figures of 115 pounds sterling and 276 United States dollars were the present equivalents of the wage figures contained in Paragraph 2 of Recommendation No. 109.

Resolution concerning International Maritime Labour Standards on Medical Care aboard Ship

A session of the Joint ILO/WHO Committee on the Health of Seafarers is to be held during 1981.

Resolution concerning the Employment of Women on Board Ship

The information previously provided is still valid.

Resolution concerning the Environment on Board Ship

The information supplied for the 1980 Report is still valid.

Resolution concerning Workers' Education for Seafarers

Further to information previously supplied, seminars were held during 1980 in a number of countries and technical advisory services were provided, mainly in the Asian region. A seminar is planned for Tanzania and Kenya.

Resolution concerning the Treatment of Foreign Seafarers in Transit

The Fourth Session of the Tripartite Subcommittee on Seafarers’ Welfare of the Joint Maritime Commission and the consecutively held 23rd Session of the Joint Maritime Commission each took action regarding the content of this resolution. They requested the ILO to promote a wider application and more effective implementation of the Seafarers’ Identity Documents Con-
vention, 1958 (No. 108), and to collaborate with IMCO and the Customs Co-operation Council.

CHILDREN

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

The Report of the Director-General to the 66th (1980) Session of the Conference outlines the measures which have been taken or are contemplated as regards the implementation of this resolution, with particular reference to the request contained in the third operative paragraph to reinforce the ILO's action for the elimination of child labour and for the protection of children at work.

As concerns the application of international labour standards, reports from approximately 100 countries were examined during the second half of the year in preparation for the General Survey which the Committee of Experts on the Application of Conventions and Recommendations will undertake in 1981, under the provisions of article 19 of the Constitution, on the Minimum Age Convention (No. 138) and Recommendation (No. 146), 1973. Furthermore, the ILO has participated in the preparatory work for the drafting of a convention concerning children’s rights, conducted under the aegis of the Commission on Human Rights.

With regard to the continuation of ILO research on the child labour situation, a study on the economic role of children in low income countries (which was financed by the United Nations Fund for Population Activities) has been finalised and is expected to be published in 1981. Furthermore, a country monograph on child labour conditions in Bangladesh has been completed and contacts have been established with a view to preparing further monographs under a project financed by the Special Fund for the International Year of the Child.

Two technical co-operation projects have been prepared which are designed to develop a medium-term programme of action for the progressive elimination of child labour and the protection of children: one will cover four Asian countries and the other three English-speaking African countries. A regional European joint UNDP/ILO project on behalf of the children of migrant workers in the Mediterranean countries has also been launched.

The ILO has continued to participate in the major international follow-up meetings to the International Year of the Child and in the co-ordination activities which have been undertaken within the United Nations system.

SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

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

Action was completed in 1978.
Appendix II

TECHNICAL CO-OPERATION

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

Progress was made in implementing specific provisions of the operative part of this resolution. Thus, special efforts were made to strengthen relations with multi-bilateral donors and development banks, with the result that the resources made available by them for ILO-executed technical co-operation projects substantially increased in 1980 as compared with earlier years, especially in the employment promotion and training fields. Arrangements were made in the Office to bring about closer links between technical co-operation and investment, and, in particular, to strengthen co-operation in this respect with the development banks and other interested financial institutions. Credits for technical co-operation under the regular budget were increasingly used for activities of direct relevance to the ILO’s constitutional mandate and tripartite structure, for which little or no extra-budgetary support was forthcoming. Steps were taken towards further decentralisation and, in particular, towards the strengthening of the technical capacity of the field structure. Measures to enhance tripartite control and evaluation of ILO operational activities included the submission to the November 1980 meeting of the Committee on Operational Programmes of the Governing Body of assessments of specific ILO projects; arrangements for a tripartite evaluation team of the Governing Body to visit Senegal for the assessment of ILO activities in that country in connection with the Seventh Session of the African Advisory Committee; and the decision taken by the Governing Body at its November 1980 session to hold, from 1981 onwards, two meetings of the Committee on Operational Programmes each year, namely at the February/March and November sessions of the Governing Body.

Resolution concerning Assistance to Zimbabwe
(66th (1980) Session)

A detailed account of the action taken on this resolution was submitted to the Governing Body at its 214th (November 1980) Session. The Governing Body took note of the information provided and requested the Director-General to take full account of the wishes expressed by the Conference in its resolution in formulating the ILO’s technical co-operation programme in Zimbabwe. The information provided below is essentially based on the information provided to the Governing Body in November 1980, subject to the necessary updating to take account of intervening developments.

The resolution addresses an appeal to the international community to reinforce international, multilateral or bilateral co-operation in the economic, social and cultural fields with the Government of Zimbabwe. It calls on the Director-General and the Governing Body to develop, in close co-operation with the Government of Zimbabwe, a programme of assist-
ance in such a way that special emphasis is given to the problems of (a) resettlement and vocational rehabilitation, (b) vocational training, (c) workers' education, and (d) leadership training within the competence of the ILO.

Well before the independence of Zimbabwe, the ILO gave assistance to the national liberation movements of Zimbabwe (ZANU and ZAPU), in cooperation with the Organisation of African Unity (OAU), the “front-line” States, the United Nations Development Programme and multi-bilateral agencies, in such fields as manpower needs, vocational training, labour administration, labour legislation, workers’ education and secretarial training. Under its regular budget the ILO financed the participation of Zimbabweans in seminars, the African Regional Conference and the International Labour Conference. It published a study entitled *Labour conditions and discrimination in Southern Rhodesia (Zimbabwe)*. Furthermore, an analysis of legislative and other changes required to eliminate discrimination in labour matters and to promote conformity with international labour standards in an independent Zimbabwe was prepared under an ILO project financed by the Government of Norway, with the participation of two persons nominated by the Patriotic Front of Zimbabwe as fellows.

Since independence, the Office has taken further action. The Deputy Director-General for the Relations Sector visited Zimbabwe for the purpose of establishing direct contacts with the Government and employers’ and workers’ organisations. He addressed a seminar on the “Role of trade unions in the economic and social reconstruction of Zimbabwe”, preparing the ground for participation by Zimbabwe in the 1980 Session of the International Labour Conference, and discussed the broad framework of future ILO technical co-operation with Zimbabwe. The ILO was represented at an inter-agency meeting convened by the UNDP in Salisbury from 21 to 28 May 1980. At this meeting the areas requiring ILO assistance were discussed in the context of the priorities set by the Government and the proposals made by the ILO representatives cover, among others, the four specific fields mentioned in the Conference resolution.

As regards clause (a) of the operative part of the resolution (resettlement and vocational rehabilitation), a consultancy on vocational rehabilitation has been offered to the Government and the Office stands ready to assist if so requested.

As regards clause (b) of the operative part of the resolution (vocational training), several vocational training programmes and projects have been implemented or are under way. Thus, 11 trainees from Zimbabwe completed a 20-month railway training course at the Wardan Centre in Egypt and 11 others participated in an eight-month course in training methodology for vocational training instructors. In Zambia 35 Zimbabwean trainees are following a two-year course in technical and vocational training organised by the Turin Centre. The Turin Centre has also arranged for five trainees, including three women, to follow a six-month course in aero-telecommunica-
tions. Two 12-month fellowships for secretarial training were implemented in the United Kingdom. Equipment worth US$40,000 was delivered to the secretarial training school of ZAPU in Zambia. Technical material on modules of employable skill (MES) and other information was also sent to the Ministry of Manpower Planning and Development.

As regards clause (c) of the operative part of the resolution (workers' education), a number of Zimbabweans have participated in workers' education seminars held by the ILO. The ILO financed the participation of a ZAPU representative in a trade union symposium held by the Organisation of African Trade Union Unity (OATUU) in Yaoundé in December 1979. As a result of the UNDP inter-agency meeting referred to above, it is envisaged that, in the context of the assistance to be provided by the United Nations system as a whole, the ILO should carry out programmes of workers' education and trade union instructor training. A fact-finding mission is under active consideration.

As regards clause (d) of the operative part of the resolution (leadership training within the competence of the ILO), ten Zimbabweans have completed a six-month course for the training of foremen and supervisors at the Turin Centre and are expected to take up supervisory posts in industry. One of the proposals put forward at the inter-agency meeting was that assistance should be provided in the development of management and entrepreneurship, especially for small-scale entrepreneurs and small-scale industries. An official of the Turin Centre carried out a mission to Salisbury from 29 June to 8 July to discuss with the authorities the implementation of a project in training railway traffic controllers. A high-level tripartite delegation from Zimbabwe visited the Turin Centre, ILO headquarters and some European countries to exchange views on training policies and organisation.

As regards the comprehensive programme of assistance to Zimbabwe called for in the resolution, senior ILO field staff took part in the inter-agency meeting in Salisbury and have co-operated in drawing up a joint programme of assistance from United Nations organisations. The intention is that the ILO should make a contribution in such fields as emergency employment schemes, new policies on incomes, wages and prices, manpower surveys, manpower planning and development, management development, vocational training, vocational rehabilitation, co-operative development, workers' education, labour legislation and assistance to the Ministry of Labour.

In order to carry out studies and prepare programmes and projects in the above-mentioned fields, the ILO will, in so far as its resources permit, assist Zimbabwe by such means as the provision of regional advisory services. Much of the initial effort at the country level of the Southern African Team for Employment Promotion (SATEP) has been directed at Zimbabwe. In response to a request from the Government, SATEP provided assistance in the planning and implementation of a national manpower survey. In addition, the team provided a two-month consultancy to the newly estab-
lished Commission of Inquiry on Incomes, Prices and Conditions of Service. A tripartite seminar financed by the ILO's regular budget on technical co-operation was held in Salisbury from 2-4 December 1980 to review the position with regard to discriminatory legislation in the field of labour as well as the prospects for further action on this subject.

The ILO is prepared to assist the Government in negotiating the implementation of projects in ILO fields of competence with appropriate funding agencies. At its meeting in February 1980, the UNDP Governing Council decided to establish an indicative planning figure (IPF) of US$5.6 million for Zimbabwe for the remainder of the 1977-81 planning cycle and agreed that the IPF for national liberation movements may continue to be used to finance activities on on-going projects relating to Zimbabwe in 1980. Missions were undertaken by the regional advisers on management development and on vocational training to identify the training needs in the country. Certain broad areas of possible ILO assistance have been identified. This will now be put into concrete proposals for possible inclusion in the Country Programme. Furthermore, in the programming of multi-bilateral assistance, the Office will make proposals to donor agencies for operational activities in Zimbabwe.

USE OF THE ARABIC LANGUAGE

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

This resolution stipulated that the introduction of Arabic should take place at the latest in 1982. A generous contribution of US$790,000 was received from the Government of Iraq in 1980, which made it possible to begin, early in 1981, the recruitment of Arabic translators and other staff and to purchase the necessary furniture and equipment for them. Arrangements have been made in the 1982-83 Programme and Budget proposals for providing Arabic language services within the ILO, including Arabic interpretation at meetings, on approximately the same scale as for German or Russian.
APPENDIX III

REPORT ON THE SITUATION OF WORKERS OF THE OCCUPIED ARAB TERRITORIES

INTRODUCTION

1. As was pointed out in the previous reports, the mission undertaken in March 1981 to Israel and to the occupied territories—and described in the following paragraphs—has for its background the state of occupation of the territories concerned. Although, as previously indicated, the problems arising from the state of occupation do not in themselves fall within the competence of the ILO, the specific situation of the workers living under that régime should be considered in the light of the consequences it entails in the field of labour.

2. In this connection the above-mentioned previous reports referred, in particular, to the more general standards of public international law, including the 1907 Hague Convention and the Fourth Geneva Convention of 1949. In the more specific field of labour matters, the previous reports mentioned that, in considering the various aspects of equality of opportunity and treatment of the Arab workers of 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, the Director-General's mission was guided by the principles and objectives laid down in the Constitution of the ILO and in various Conventions and Recommendations, particularly those relating to discrimination in employment and occupation and to freedom of association. The mission also pointed out that the values of equality, freedom and dignity on which these standards are based are bound to be affected by the state of occupation, and that this fact requires special attention when considering the more specific labour problems dealt with in its reports.

3. 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.
4. 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 that further or fuller measures be taken in a number of fields grouped under the following points:

- the campaign against "irregular" employment in Israel, particularly in the case of young Arab workers from the occupied territories;
- improvement of conditions of employment in Israel;
- enhancement of the occupational status of workers from the occupied Arab territories employed in Israel;
- equality of treatment as regards social security for workers from the occupied Arab territories employed in Israel;
- improvement of working conditions in practice and, on a more general level, respect for cultural identity;
- effective exercise of trade union rights by workers from the occupied Arab territories (in Israel and in the territories);
- the adoption of specific legislation and procedures to ensure and promote equality of opportunity and treatment;
- the implementation of an active policy with regard to vocational training and employment corresponding to the specific needs of the population in the occupied Arab territories;
- 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;
- the effect on labour matters of Israeli settlements in the occupied Arab territories.

5. The third report, which the Director-General submitted to the 66th (1980) Session of the Conference, noted that a certain number of steps along the lines of the recommendations made by the mission in 1979 had been taken by the Israeli authorities in respect of the points referred to in the previous paragraph, that other steps were to be adopted shortly and that some of the mission's recommendations were still being studied. It commented that there were certain points on which the Government's position had not changed and which required further consideration. It also drew attention to the measures that had been announced or were being considered by the General Federation of Labour of Israel (Histadrut). The Director-General concluded with the observation that, in the light of the facts contained in the mission's report and of the various points which still required action and further information, he would continue personally to follow the question of the situation of the workers of the occupied Arab territories and would keep the Conference informed.
6. In preparing this report, as already indicated (see Appendix II), the Director-General took a number of preparatory measures which, in particular, involved sending out requests for information to the various parties concerned and despatching a mission to the area to supplement the information received and assess the situation on the spot.

7. The Director-General’s mission, consisting of three ILO officials who participated in the visits to the area in previous years, travelled to Israel and to the occupied Arab territories during the first half of March 1981. Its working documents included all the information supplied by the Governments and organisations concerned in response to the Director-General’s requests. In addition to the documentation of a general nature which it had previously sent to the Office, the Israeli Government supplied the mission with a detailed report from the Ministry of Labour and Social Affairs on the situation of workers of the occupied Arab territories and on developments since the previous mission, together with a general report from the Ministry of Defence covering the period 1967-80. The Governments of Egypt and Jordan and the Arab Labour Organisation and Palestine Liberation Organisation presented information or reports—some of which were quite detailed—on the situation of Arab workers in the occupied territories and on the effects of the Israeli settlement policy. Finally, a communication from the Government of the Syrian Arab Republic dealing with the various aspects of the situation of Arab workers of the occupied territories, as they relate to the provisions of the resolution, reached the Office when the present report was going to press. Due account has been taken of this information to the greatest extent possible.

8. During its visit the mission had numerous talks and working and private meetings with various people and visited several parts both of Israel and of the occupied Arab territories. Talks and meetings were held with the Israeli civil and military administrations and employers’ and workers’ organisations, with municipal authorities in the occupied territories (including the Mayors of Bethlehem and Nablus, on the West Bank of the Jordan, and the Mayor of Gaza) and with trade union leaders from the West Bank and the Gaza Strip. The mission also met Israeli and Arab labour department officials and visited vocational training centres and a placement office run by the Ministry of Labour, the Polytechnic Institute of Hebron and a large textile factory in Israel employing Arab workers from the occupied territories. In the course of its talks the mission endeavoured to obtain specific information, which is set out below in this report in all objectivity. The mission was afforded the necessary facilities by the civil and military authorities of Israel to carry out its tasks. Whenever it so wished, the mission talked with the persons whom it met without witnesses. Moreover, it was received by the Arab authorities and trade union leaders of the occupied territories in a manner that clearly reflected their growing interest in the action of the ILO.
Table 1. Population and active population (January-September 1979 and 1980)

<table>
<thead>
<tr>
<th></th>
<th>Occupied territories—Total</th>
<th>West Bank</th>
<th>Gaza and Northern Sinai¹</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>% change</td>
<td>% change</td>
<td>% change</td>
</tr>
<tr>
<td>Average population (thousands)</td>
<td>1,145.5²</td>
<td>701.9²</td>
<td>443.6²</td>
</tr>
<tr>
<td>Working-age population (thousands)</td>
<td>643.6</td>
<td>398.9</td>
<td>244.7</td>
</tr>
<tr>
<td>Men</td>
<td>309.6</td>
<td>193.2</td>
<td>116.4</td>
</tr>
<tr>
<td>Women</td>
<td>334.0</td>
<td>205.7</td>
<td>129.2</td>
</tr>
<tr>
<td>Working-age population as a percentage of total population</td>
<td>56.2</td>
<td>56.8</td>
<td>55.2</td>
</tr>
<tr>
<td>Active population (thousands)</td>
<td>218.1</td>
<td>136.3</td>
<td>81.8</td>
</tr>
<tr>
<td>Men</td>
<td>188.4</td>
<td>111.0</td>
<td>77.4</td>
</tr>
<tr>
<td>Women</td>
<td>29.7</td>
<td>25.3</td>
<td>4.4</td>
</tr>
<tr>
<td>Participation rates (percentage)</td>
<td>33.9</td>
<td>57.5</td>
<td>66.5</td>
</tr>
<tr>
<td>Men</td>
<td>60.9</td>
<td>57.5</td>
<td>66.5</td>
</tr>
<tr>
<td>Women</td>
<td>8.9</td>
<td>12.3</td>
<td>3.4</td>
</tr>
<tr>
<td>Total employment (thousands)</td>
<td>216.7</td>
<td>135.1</td>
<td>81.6</td>
</tr>
<tr>
<td>Men</td>
<td>187.3</td>
<td>110.1</td>
<td>77.3</td>
</tr>
<tr>
<td>Women</td>
<td>29.4</td>
<td>25.0</td>
<td>4.3</td>
</tr>
<tr>
<td>Employment in Israel</td>
<td>75.1</td>
<td>40.0</td>
<td>35.1</td>
</tr>
<tr>
<td>Employment in the occupied territories</td>
<td>141.6</td>
<td>95.1</td>
<td>46.5</td>
</tr>
<tr>
<td>Employment in Israel as a percentage of total employment</td>
<td>34.7</td>
<td>29.6</td>
<td>43.0</td>
</tr>
<tr>
<td>Unemployed jobseekers (thousands)</td>
<td>1.4</td>
<td>0.6</td>
<td>0.2</td>
</tr>
<tr>
<td>Unemployment rate (percentage)</td>
<td>1.3</td>
<td>1.9</td>
<td>(0.5)</td>
</tr>
</tbody>
</table>

¹ From the beginning of June 1979 onwards, the statistics do not cover residents of El Arish. ² January-August.
I. EMPLOYMENT AND DEVELOPMENT

9. General statistics on population and employment are given in table 1, which contains information on developments in the occupied Arab territories in 1980. The statistics, which were communicated to the mission by the Israeli authorities, cover the West Bank of the Jordan (excluding East Jerusalem) and Gaza. Various other pieces of data that were communicated to the Office or to the mission by Arab governments or organisations or local spokesmen have also been used in this report. The information that is available on East Jerusalem and the Golan will be given a little further on.

10. The total active population in the territories covered in table 1 is estimated at nearly 215,000 for the period January-September 1980. This represents only about one-third of the working-age population, which is a very low over-all level of activity that can be attributed essentially to the continuing very small percentage of working-age women in the active population (less than 9 per cent, as in 1979) and, to a certain extent, to the age structure of the population and the development of education, which would account for a slight drop in the male participation rate.

11. Total employment in 1980 is estimated at 212,000. This is down slightly (2.2 per cent for the occupied territories as a whole, 3 per cent for the West Bank) on the 1979 figures and is even a little below those for 1978. Although female employment is rising in Gaza, it remains at a steady low level in the territories as a whole, where women account for only about 14 per cent of total employment. Almost 99 per cent of the active population is employed.

12. The structure of total employment by economic branch in 1980 (table 2) and by occupation (table 3) shows little change from that described in the previous report but no major, significant change in structure can be expected from one year to the next. The figures contained in tables 2 and 3 seem to confirm the principal trends in the structure of employment that were observed in the past, namely a decline in agricultural employment in relative and absolute terms and an increase in the number and proportion of skilled workers in industry, mining, construction and transport.

13. As can be seen from table 1, one of the outstanding features of the employment situation is the persistence of a substantial migratory movement of Arab workers from the occupied territories in and out of Israel. In 1979 and 1980 between 74,000 and 75,000 residents of the occupied territories went into Israel every day to work; in other words, one out of every three workers in the occupied territories earns his living in Israel.

14. As was pointed out in previous reports, this phenomenon, which is virtually a structural feature of the situation, is the outcome of the implementation of the declared policy of the Israeli authorities of opening up the Israeli employment market to Arab workers from the occupied territories.
Table 2. Workers from the occupied Arab territories employed in the territories and in Israel, by economic branch (January-September 1980)

<table>
<thead>
<tr>
<th>Economic Branch</th>
<th>Thousands</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>212.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Agricultural, forestry and fishing</td>
<td>49.5</td>
<td>23.4</td>
</tr>
<tr>
<td>Industry (mining and manufacturing)</td>
<td>37.6</td>
<td>17.7</td>
</tr>
<tr>
<td>Construction (building and public works)</td>
<td>47.7</td>
<td>22.5</td>
</tr>
<tr>
<td>Commerce, restaurants and hotels</td>
<td>28.3</td>
<td>13.4</td>
</tr>
<tr>
<td>Transport, storage and communications</td>
<td>11.5</td>
<td>5.4</td>
</tr>
<tr>
<td>Public and community services</td>
<td>27.9</td>
<td>13.2</td>
</tr>
<tr>
<td>Financial services, electricity, water and personal services</td>
<td>9.4</td>
<td>4.4</td>
</tr>
</tbody>
</table>

Table 3. Workers from the occupied Arab territories employed in the territories and in Israel, by occupation (1972 and 1979)\(^1\)

<table>
<thead>
<tr>
<th>Occupation</th>
<th>1972</th>
<th>%</th>
<th>1979</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>188.8</td>
<td>100.0</td>
<td>212.4</td>
<td>100.0</td>
</tr>
<tr>
<td>University trained and technical workers</td>
<td>14.9</td>
<td>7.9</td>
<td>15.6</td>
<td>7.3</td>
</tr>
<tr>
<td>Managerial, clerical and related workers</td>
<td>7.1</td>
<td>3.8</td>
<td>6.3</td>
<td>3.0</td>
</tr>
<tr>
<td>Sales workers</td>
<td>19.8</td>
<td>10.5</td>
<td>20.7</td>
<td>9.8</td>
</tr>
<tr>
<td>Service workers</td>
<td>12.5</td>
<td>6.6</td>
<td>15.3</td>
<td>7.2</td>
</tr>
<tr>
<td>Agricultural workers</td>
<td>56.6</td>
<td>30.0</td>
<td>49.5</td>
<td>23.3</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>60.5</td>
<td>28.5</td>
</tr>
<tr>
<td>Other workers in industry, transport and building, and unskilled workers</td>
<td>34.3</td>
<td>18.2</td>
<td>44.4</td>
<td>20.9</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.

on a voluntary basis and under conditions of equal treatment. Thanks to this policy it was possible, at one and the same time, to offset the shortage of manpower in the booming Israeli economy of recent years and to absorb the unemployment and underemployment prevalent in the occupied territories in 1967.

15. According to the Israeli authorities, there has been an improvement in the situation regarding promotion for Arab workers of the occupied territories. This is ascribed mainly to the policy of equal opportunity and treatment pursued as regards on-the-job training at every level of employment and to the seniority and working experience that have now been acquired by these workers. The mission was informed, for instance, that in the construction sector a great many Arab workers from the territories have now been regularly employed for five to ten years and have become highly skilled. In the textile factory that the mission visited at Yavne, near the Gaza
Appendix III

Strip, Arab workers from Gaza play a normal part in shift work and three-quarters of them are apparently employed as production workers in the three highest grades.

16. All together, some 50 per cent of workers from the occupied territories are employed in the construction sector in Israel, 20 to 22 per cent in industry and 14 to 15 per cent in agriculture (see table 4). The proportion of manpower working in the building sector is particularly striking, with 25,000 to 30,000 Arab workers from the occupied territories in a branch that employs 45,000 to 50,000 Israeli workers.

17. The Israeli authorities drew attention to the fact that the level of employment in Israel of Arab workers from the occupied territories has remained stable at a time when the country's economy is going through a period of economic recession, galloping inflation and rising unemployment (virtually unheard of before and now standing at around 5 to 6 per cent). The dismissals that have taken place in a number of sectors do not so far appear to have affected Arab workers from the occupied territories to any extent.

18. The information furnished by the Arab Governments, Palestinian organisations and spokesmen contain different assessments and interpretations of the employment in Israel of workers from the occupied territories. According to that information, these workers are in fact concentrated at the bottom of the employment scale in certain sectors, especially agriculture and construction, and are for the most part assigned to arduous and unpleasant jobs which Israeli workers, who are compensated in the event of unemployment, will no longer accept. Another factor that is said to account for the maintenance of employment in Israel is the unequal treatment said to be afforded in respect of wages and social benefits and described as having the effect of reducing the cost of this type of labour, which, having no means of defence and no possibility of joining a trade union, thus becomes fairly "attractive" for Israeli employers. At their trade union convention in 1980, Israeli construction workers had already in fact protested against the competition of cheap labour from the occupied Arab territories.¹

19. The marked contrast between the assessments which each side makes of the employment situation of Arab workers from the occupied territories in Israel is probably partly attributable to the phenomenon of "irregular" employment. The Israeli authorities themselves recognise that 25 to 30 per cent of the estimated 74,000 workers employed in Israel are not employed through the official government placement channels created to ensure equal treatment in wages and social benefits.² The authorities assured the mission

¹ According to an article in the Jerusalem Post of 17 June 1980.
² Information communicated from Arab sources contain a much higher estimate (60,000 to 70,000) of the number of workers seeking employment individually or through recruiting agents who take a high percentage of the wage for their services. These workers are said often to be young people under 15 employed in hotels, restaurants and cafes at very low wages or women working in agriculture for less than half of the male wage.
Table 4. Workers from the occupied Arab territories employed in Israel, by economic branch (1970-79 and January-September 1979 and 1980)

<table>
<thead>
<tr>
<th>Year</th>
<th>Thousands</th>
<th></th>
<th></th>
<th></th>
<th>Percentage</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Agriculture</td>
<td>Industry</td>
<td>Construction</td>
<td>Other</td>
<td>Total</td>
<td>Agriculture</td>
<td>Industry</td>
<td>Construction</td>
</tr>
<tr>
<td>1970</td>
<td>20.6</td>
<td>5.0</td>
<td>(2.4)</td>
<td>11.2</td>
<td>(2.0)</td>
<td>100.0</td>
<td>24.3</td>
<td>(11.7)</td>
<td>54.4</td>
</tr>
<tr>
<td>1971</td>
<td>33.8</td>
<td>7.5</td>
<td>5.0</td>
<td>17.7</td>
<td>(3.6)</td>
<td>100.0</td>
<td>22.2</td>
<td>14.8</td>
<td>52.4</td>
</tr>
<tr>
<td>1972</td>
<td>52.4</td>
<td>12.2</td>
<td>9.1</td>
<td>26.1</td>
<td>5.1</td>
<td>100.0</td>
<td>23.2</td>
<td>17.3</td>
<td>49.7</td>
</tr>
<tr>
<td>1973</td>
<td>61.3</td>
<td>11.8</td>
<td>11.1</td>
<td>31.7</td>
<td>6.7</td>
<td>100.0</td>
<td>19.3</td>
<td>18.1</td>
<td>51.7</td>
</tr>
<tr>
<td>1974</td>
<td>68.7</td>
<td>13.1</td>
<td>12.1</td>
<td>36.0</td>
<td>7.5</td>
<td>100.0</td>
<td>19.1</td>
<td>17.6</td>
<td>52.4</td>
</tr>
<tr>
<td>1975</td>
<td>66.3</td>
<td>9.5</td>
<td>12.2</td>
<td>36.1</td>
<td>8.5</td>
<td>100.0</td>
<td>14.3</td>
<td>18.4</td>
<td>54.5</td>
</tr>
<tr>
<td>1976</td>
<td>64.8</td>
<td>10.0</td>
<td>12.8</td>
<td>32.5</td>
<td>9.5</td>
<td>100.0</td>
<td>15.4</td>
<td>19.7</td>
<td>50.3</td>
</tr>
<tr>
<td>1977</td>
<td>62.9</td>
<td>10.2</td>
<td>13.4</td>
<td>28.5</td>
<td>10.8</td>
<td>100.0</td>
<td>16.2</td>
<td>21.3</td>
<td>45.3</td>
</tr>
<tr>
<td>1978</td>
<td>68.2</td>
<td>11.4</td>
<td>15.0</td>
<td>30.6</td>
<td>11.2</td>
<td>100.0</td>
<td>16.7</td>
<td>22.0</td>
<td>44.9</td>
</tr>
<tr>
<td>1979(^1)</td>
<td>74.1</td>
<td>11.0</td>
<td>16.9</td>
<td>34.2</td>
<td>12.0</td>
<td>100.0</td>
<td>14.8</td>
<td>22.8</td>
<td>46.2</td>
</tr>
<tr>
<td>Jan.-Sep. 1979(^1)</td>
<td>75.1</td>
<td>11.6</td>
<td>16.8</td>
<td>34.4</td>
<td>12.3</td>
<td>100.0</td>
<td>15.4</td>
<td>22.4</td>
<td>45.8</td>
</tr>
<tr>
<td>Jan.-Sep. 1980</td>
<td>74.0</td>
<td>10.6</td>
<td>15.2</td>
<td>34.7</td>
<td>13.6</td>
<td>100.0</td>
<td>14.3</td>
<td>20.5</td>
<td>46.9</td>
</tr>
</tbody>
</table>

\(^1\) From the beginning of June 1979 onwards, the statistics do not cover residents of El Arish.
that they were making every effort to deal with the situation, which was extremely difficult to investigate and control, both by its very nature and because of the individual motivations behind it. Information campaigns and attempts to control and stamp out the practice have accordingly been pursued and stepped up (specifically, the fines payable by offending employers were tripled in 1980 and over 200 employers were taken to court). The Histadrut also stated that it was taking part in the campaign against irregular employment but that its action could be more effective if it had some means of control over the wages and social security contributions of these workers (see the section dealing with these points below). Considering the persistent nature of the phenomenon and the number of people presumably involved—although no accurate figures are available and estimates vary—it seems increasingly necessary and urgent to take more positive action or to find new ways of reducing significantly the number of workers employed outside official channels with no guarantee of equal treatment.

20. Whatever their nature, the jobs provided by the Israeli economy produce earnings amounting to about a third of the gross national product of the occupied territories and, according to the Israeli authorities, this fact has played a dominant role in the development of the territories over the past ten years or more. The information supplied on economic growth and standard-of-living trends points to fairly rapid progress in these areas: for example, the gross national product has risen by an annual average of 10.5 per cent and the per capita product by almost 9 per cent in real terms in the course of the past 13 years. In the view of the Israeli authorities, who attach great significance to these achievements, this is the context in which the question of the status of the Arab workers of the occupied territories must be viewed.

21. In addition to the more than 70,000 residents employed in Israel, some two-thirds of the active working population work in the occupied territories—the exact figure for 1980 was 138,000 (see table 1). This is 2.5 per cent (3.2 per cent for the West Bank) lower than the level of employment in the territories in 1979, which had already dropped in relation to 1978. The number of unemployed jobseekers rose by 1,500 in 1980, but the unemployment rate in the occupied territories, standing at barely more than 1 per cent of the active population, remains low. The breakdown of the sectoral structure of this locally employed segment of the population (table 5) shows much the same pattern as that of the previous year: a downward trend in employment in the agricultural sector, which nevertheless dominates the scene with 39,000 persons employed and 28 per cent of the total employment figure, a steady level of employment in industry and construction, standing at around 16 and 10 per cent respectively, the remaining 44 per cent being engaged in the various activities that come under the heading of "services". The authorities emphasised the fact that agriculture in the region had not suffered from the drop in the volume of manpower employed and that the agricultural product and income had in fact increased, largely as a result of
Table 5. Workers employed in the occupied territories, by economic sector (January-September 1980)

<table>
<thead>
<tr>
<th>Economic Sector</th>
<th>Thousands</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>138.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Agriculture, forestry and fishing</td>
<td>39.0</td>
<td>28.3</td>
</tr>
<tr>
<td>Industry (mining and manufacturing)</td>
<td>22.5</td>
<td>16.3</td>
</tr>
<tr>
<td>Construction (building and public works)</td>
<td>13.0</td>
<td>9.4</td>
</tr>
<tr>
<td>Commerce, restaurants and hotels</td>
<td>23.1</td>
<td>16.7</td>
</tr>
<tr>
<td>Transport, storage and communications</td>
<td>10.1</td>
<td>7.3</td>
</tr>
<tr>
<td>Public and community services</td>
<td>23.5</td>
<td>17.0</td>
</tr>
<tr>
<td>Financial services, electricity, water and personal services</td>
<td>6.8</td>
<td>4.9</td>
</tr>
</tbody>
</table>

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

mechanisation and improved production techniques and of a strengthening of economic ties between the territories and Israel. Detailed information was also supplied on the co-operative movement (over 500 units with a total membership of about 40,000)—a traditional component of local life and economy, especially on the West Bank—whose activities and development the authorities claim to be encouraging.

22. Some of the accounts stemming from Arab sources draw attention, first of all, to the artificial nature of the unemployment statistics from which the Israeli authorities conclude that human resources are fully employed. Referring to Israeli sources indicating an unemployment rate of 3 per cent in the occupied territories in September 1980, they suggest that the figure does not correspond to reality as it actually represents the percentage of Arab workers of the occupied territories who have applied for and been refused authorisation to work in Israel. Moreover, they point out that emigration continues at a rate of 20,000 per year on the West Bank and 10,000 in Gaza, consisting mostly of young people and trained and skilled workers. Consequently, and in view also of the effects of employment in Israel, a demographic and occupational structure is evolving which corresponds less and less to the real and specific needs of these territories, should they acquire

1 Jerusalem Post, 19 Sept. and 28 Nov. 1980. In the course of the mission's talks with the Israeli authorities the latter contested the accuracy of the reports on the estimated level of unemployment reproduced in the newspaper articles referred to.

2 Information communicated to the Office from Syrian sources draws particular attention to the drop in absolute and relative terms in the number of workers employed in agriculture. This trend is looked upon not as the sign of a developing economy but as the outcome of policies which affect the agricultural land and/or oblige workers to seek employment in Israel. The policies are said to be causing a shortage of agricultural manpower and an increase in the proportion of women and children working in the agricultural sector. Information communicated by the Egyptian Government raises the problem of the wholesale modification of the occupational structure of the Arab manpower of the occupied territories, with particular reference to future prospects and the damaging repercussions that can be expected.
a status other than that of occupied territories. This, essentially, is the background to the major allegations and arguments that are voiced regarding the deteriorating economic and social situation in the occupied Arab territories, attributed, inter alia, to dependence on the Israeli economy and to the numerous and varied obstacles to the activities of producers, investors, authorities and other bodies that are endeavouring to make up for the lack of development institutions and programmes.

23. The Arab population in East Jerusalem is estimated at about 110,000 inhabitants. Despite the changes in the city's status, of which it will be remembered the United Nations expressed its disapproval, the Arab residents have in several respects maintained close links with the West Bank and certain institutions have retained, or are endeavouring to retain, their administrative autonomy. Reference was already made in the 1980 mission report to Israel's proposal to buy back the electricity company's concession in the Arab sector of Jerusalem. This issue was raised once again in the communication sent to the Office by the Government of Jordan. The dispute was taken to the Supreme Court of Israel which in February 1981 ruled that the Government was entitled to take over control of the company within the limits of the city of Jerusalem but not on the West Bank; it further requested the Government to reconsider its initial proposal and authorised the company to lodge a further appeal if necessary. The information supplied by Jordan refers to pressure that has been brought to bear on the company trade union to persuade it to cease its opposition to the government project. Considering that 60 per cent of the company's customers is made up of family households and institutions in Jerusalem, its takeover—even if restricted to the city—could well place the company (which has 2,000 shareholders and is the biggest private employer on the West Bank) in difficulties and have repercussions on the employment of a great many workers or on trade union activities (see the section concerning the exercise of trade union rights). Further developments in this respect will be followed carefully by the Director-General.

24. With regard to the Golan, the Israeli authorities have supplied detailed information on the region's economic and social situation and its administration. According to these figures, the current Arab population is about 12,500, living in five villages. According to the observations of the United Nations Security Council Commission, the present population (an

1 The information communicated by the Governments of Egypt and of the Syrian Arab Republic refers specifically to the setting up in the occupied Arab territories of numerous branches of Israeli companies in order both to take advantage of the availability of Arab labour and to provide outlets for Israeli products.

2 Further information is given below (in the section dealing with the implications of the Israeli settlements) on the Israeli population residing in East Jerusalem, which is calculated at around 80,000.

estimated 8,000 inhabitants) has been reduced to six per cent of its number in 1967 (estimated at 142,000) and the number of villages to three per cent.\(^1\)

On the subject of employment and labour, the figures communicated by the Israeli authorities indicate that the active population consists of slightly more than 1,000 self-employed and subcontract workers and about 1,750 wage earners, close to two-thirds of whom are employed in Israel—for the most part in the construction sector. Israeli sources further state that wages and social benefits have been brought into line with those prevailing in Israel since 1971 and that the figures given do not include women, who do not normally seek work outside their villages. The educational system has been integrated with the Israeli system (although a certain number of young people go to study in the Syrian Arab Republic) and health services are covered by the Histadrut’s health insurance scheme, to which some 8,000 residents belong. Information supplied by Syrian sources to the aforementioned United Nations Security Council Commission draws attention to the negative effect of Israeli policies and to the total control over manpower and economic, industrial and agricultural activities exercised by the authorities.

25. To sum up the principal characteristics of the employment and development situation, as they emerge from all the information received and views expressed, one might make the following observations and suggestions. Although the aggregate figures shown in the principal statistical economic indicators point to sustained growth in the occupied Arab territories, this growth appears to a large extent to stem from the employment of a third of the active population outside their place of residence and to have been achieved at the cost of an increasingly close dependence on the Israeli economy. Various obstacles that may derive from the situation created or policies pursued seem to be paralysing the potential forces of self-generating development in the occupied territories and the rate of creation of new jobs on the spot has been stagnating for several years. It can therefore be stated once again that there is an obvious need—and one which is strongly felt by the population concerned—for an active investment and employment policy in the occupied Arab territories geared to the specific requirements of their inhabitants. In the absence of any political authorities with general powers in this respect and of any human resources development and employment planning, consideration should be given to solutions that would facilitate adaptation to future developments. It would, for instance, be advisable for more encouragement to be given to the adoption of economic and social development measures by the authorities and institutions which, under present circumstances, are called upon to act as a substitute for political authorities with general powers. This applies particularly to the co-operatives, which appear to be one of the best means of promoting a collective

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\(^1\) Information will be found below, in the section of the report dealing with the implications of the Israeli settlements, on the Israeli population in the territory, which has been assessed at between 6,000 and 7,000 inhabitants.
development effort and whose smooth running should not be hampered by pointless complications and administrative red tape. A technical assistance project by the International Labour Office had been envisaged but has not materialised. The mission took note of the statements of the authorities that they are open to proposals in this respect. The Office remains willing to assist in any project that it considers capable of promoting effectively the development of the co-operative movement in the occupied Arab territories.

II. ACCESS TO VOCATIONAL TRAINING

26. On the subject of vocational training for workers of the occupied Arab territories, the 1980 mission recalled the steps taken by the Israeli authorities and stated that it appeared highly desirable to pursue and intensify efforts to develop vocational training that was more diversified, of a better standard and quality and that corresponded more closely to the present and anticipated needs of the occupied territories. It further indicated that the International Labour Office was prepared to consider favourably all possibilities of being of assistance in activities to this end, such as those carried out by the Polytechnic Institute at Hebron, which the mission had visited.¹

27. The Israeli authorities supplied the mission with detailed information on the development of the vocational training programmes undertaken in the occupied territories by the Ministry of Labour and Social Affairs. All together, the 26 vocational training centres which have been operating since 1967-68 (18 on the West Bank and eight in Gaza) have provided training for over 40,000 people. In 1980 (see table 6) 3,756 diplomas were awarded (compared with 3,398 in 1979)—2,321 for the West Bank (2,073 in 1979) and 1,435 for Gaza (1,325 in 1979). The role of the training centres, which was initially to provide unemployed adults with basic training principally with a view to their employment in the construction sector in Israel, changed from 1972 onwards. Currently, the programmes are mainly directed at young people who do not wish to continue their academic education at secondary level and concentrate on the acquisition of manufacturing skills (in 1980 programmes geared to the construction sector represented only about 10 per cent of the total). There have recently been a number of new ventures, including special programmes designed to enable young workers of 14 or 15 years of age to attend classes once a week at the training centres. Emphasis was placed once again on the efforts of the authorities to bring about a steady improvement in the level of training and quality of teaching. Finally, the information received emphasises the role played by the vocational training centres in facilitating the access of women to remunerated employment and, at the same time, in helping ideas and traditions on this issue to evolve.

¹ See paragraph 80 of the report of the 1980 mission.
Table 6. Number of persons completing courses at vocational training centres in the occupied Arab territories, 1980

<table>
<thead>
<tr>
<th></th>
<th>West Bank</th>
<th>Gaza</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industry</td>
<td>438</td>
<td>436</td>
<td>874</td>
</tr>
<tr>
<td>Construction</td>
<td>138</td>
<td>110</td>
<td>248</td>
</tr>
<tr>
<td>Sewing</td>
<td>373</td>
<td>235</td>
<td>608</td>
</tr>
<tr>
<td>Other</td>
<td>271</td>
<td>—</td>
<td>271</td>
</tr>
<tr>
<td>In-service training</td>
<td>766</td>
<td>654</td>
<td>1420</td>
</tr>
<tr>
<td>Young people</td>
<td>335</td>
<td>—</td>
<td>335</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2321</strong></td>
<td><strong>1435</strong></td>
<td><strong>3756</strong></td>
</tr>
</tbody>
</table>

1 Not including Northern Sinai (El Arish and surrounding areas).

28. As regards Arab workers employed in Israel and their access to national training facilities, the authorities indicated that, for the most part, these facilities consist of in-plant training programmes (Israel does not yet have any apprenticeship programmes for adults, except in a few industries where they have recently been introduced) and that, for all practical purposes, no distinction is made between Jewish and Arab workers. Questioned on this subject, the employers' representatives confirmed the statement of the governmental authorities and pointed out that a collective agreement on vocational and trade union training was signed with the Histadrut in 1979 and covers all groups of workers without distinction.

29. Most of the information on the subject communicated to the Office by Arab sources emphasises the poor level of training and the fact that it is programmed to meet the needs of the Israeli economy. The sources add that, in Israel, Arab workers from the occupied territories do not have access to training facilities and are therefore deprived of any opportunity of promotion. They express concern about the harmful effect of these policies and shortcomings, especially considering the future situation of the occupied Arab territories.

30. In the light of the various facts and figures it examined, the mission feels that a few observations on the subject of the vocational training of Arab manpower from the occupied territories are in order. Statistics concerning the "output" of the vocational training centres point to some progress, namely an increase in the number of persons completing their courses in 1980, and a relative increase in attendance of programmes geared to industrial occupations. However, the size of the increase in over-all attendance, which was about 10 per cent over 1979, may seem rather modest and, as far as the West Bank is concerned, the figures for 1980, although up from 1979, are not in fact any higher than those for 1978. Special efforts have been made to diversify the types of training and to attract particular groups, such as young people already in the employment market and women,
who are beginning to enter it. As to the attempts which the authorities claim to have made to raise the level of training and quality of teaching, this is difficult to assess but the centres apparently provide training essentially for semi-skilled jobs in industry and construction. Moreover, the established link with placement offices providing jobs in Israel is likely to undermine the benefit that can result directly from the development of training activities in the territories, as does the attraction of the Arab Gulf countries. A visit by the mission to two training centres, one on the West Bank and the other in Gaza, showed that only a small percentage of people completing their training courses (between five and 20 per cent) managed, or attempted, to find employment locally. There are of course potential long-term benefits from the acquisition of technical and occupational skills in jobs outside the occupied Arab territories but, as organised at the moment, the training system does not serve the real development interests of the occupied territories because it is not based on a planned match of manpower needs and resources.

31. Because he considers that these issues are fundamental to the future of the population of the occupied Arab territories, the Director-General is anxious to seek ways and means of providing technical assistance in this field. Provision has accordingly been made under the regular budget of the ILO to provide the Director of the Polytechnic Institute at Hebron with a fellowship to attend a Turin Centre course in 1981 on the management of training institutions. Additional fellowships are also planned for faculty members of the Institute wishing to attend a course on training methodology and audio-visual techniques. In addition, as part of the UNDP programme of assistance to the Palestinian peoples, the ILO is prepared to contribute, in a manner yet to be determined, to the implementation of two projects—one for the training of industrial management staff and the other for the vocational training of women.

III. GENERAL LABOUR REGULATIONS AND CONDITIONS OF EMPLOYMENT

32. In its previous investigation of the conditions of employment and work in Israel of residents of the occupied Arab territories, the mission drew attention to various problems stemming from the limited validity (four months) of the work permits issued by the placement offices, the prohibition in principle for workers from the occupied territories to remain in Israel outside their normal hours of work (between 5 p.m. and 5 a.m.) and the effective length of the working day taking account of the distance of the place of work from the place of residence. It made a number of recommendations which it considered might render the existing regulations more flexible or afford some compensation for what were sometimes difficult conditions of work.
33. The mission took note of fresh allegations which it received on some of these points, and specifically on the temporary nature of work permits in Israel and the state of dependence in which Arab workers coming from the occupied territories are thereby maintained and on the excessive length of the working day, and questioned the authorities as to the present situation.

34. Although the replies received do not point to any substantial change in practice, they do suggest the possibility of some progress in the near future. In the view of the mission, the Israeli authorities are seriously considering the possibility of extending the validity of work permits issued by placement offices, especially in the case of workers who have been employed in Israel for two or three years already. On the question of authorisations to reside in Israel, the mission was informed that these were granted without any problem to employers who could provide grounds for the request. In implementing this policy to ease the relevant regulations, careful thought must also be given to the needs expressed by the workers themselves, particularly if they are connected with personal aims of promotion or further training. Finally, a study is currently being made of the problems of the distance between the place of residence and the place of work, the time spent travelling to and from work and transport costs and facilities. Without wishing to draw a general conclusion from an isolated example, it may be noted in this respect that, at the textile works the mission visited at Yavne near the Gaza Strip, the workers' transport was provided and paid for by the employer.

35. The promotion of equal treatment in working conditions was one of the objectives of the agreement that the Histadrut had planned to negotiate with the public authorities and employers' organisations; this, however, has not yet materialised. The mission was nevertheless assured that the working conditions stipulated in the collective agreements were the same for everybody and that, at the level of the enterprise and of day-to-day work, the principle that was followed in practice was one of equality of treatment between Israelis and Arab workers from the occupied territories. This was seemingly borne out by the visit that the mission made to the textile works mentioned above and by its talks with Arab leaders and workers from Gaza. This example, however, can only be seen in the context of the modern industrial sector and the mission has no facts on which to base an informed assessment of conditions in small enterprises and agriculture or of those applied to irregular workers, which according to Arab sources are particularly bad. As a general rule, it would seem desirable for trade unions in the enterprise to devote particular attention to measures capable of guaranteeing or promoting equal treatment and to encourage the effective representation of workers from the territories in negotiations on working conditions at every level.

36. On the question of occupational safety and health, the authorities have been making efforts for several years; due note was taken of these
efforts by the 1980 mission, which recommended that they should be pursued and extended, especially since generally speaking international experience shows that migrant workers are particularly vulnerable to industrial accidents and occupational diseases. The information received from the Arab countries stresses the unfavourable working conditions in which workers from the occupied territories are said to be employed, in infringement of existing occupational safety rules, and the considerable number of industrial accidents in which they are involved, adding that these workers receive no medical assistance or compensation and are often dismissed. Particular attention is drawn to the situation of irregular workers employed in small production units.

37. According to figures provided by the authorities, the number of accidents in which Arab workers from the occupied territories were involved dropped by about 15 per cent,\(^1\) an achievement which is attributed to the steps taken to provide the workers with information and training in accident prevention. In the more general area of occupational safety and health, the information received and certain specific examples that were observed indicate that a serious effort has been made in this respect, consisting of information campaigns in Arabic with extensive use of modern audio-visual techniques. Moreover, in every enterprise employing workers from the occupied Arab territories, the Ministry of Labour encourages the appointment of one of them as a safety and health delegate. Measures such as these must naturally be pursued and placed on a systematic basis, and this would no doubt be a suitable time to conduct a survey of industrial accidents and occupational diseases, with particular reference to aspects that may be peculiar to the situation of Arab workers from the occupied territories, or to start paying more attention to workers' abilities and to occupational guidance in this area, as was suggested in the past.

38. When workers from population groups with different origins, different cultures and different philosophies and ways of life are brought into contact and expected to work together, any policy aimed at promoting a healthy relationship between the communities must endeavour to reconcile the objective of equal opportunity and treatment with that of respect for these differences. In its previous report, the mission accordingly emphasised the importance that should be attached to proper respect for the dignity of Arab workers coming from the occupied territories to work in Israel and to the preservation of their cultural identity.\(^2\) Two socio-psychological studies (involving surveys based on a large sample of workers from the West Bank

\(^1\) In so far as it can be compared with previous data (see the report of the 1980 mission, paragraph 54), however, the figure for 1980 (about 3,000 accidents) does not bear out this claim. For details regarding accident insurance and benefits provided, see the section on “Wages and social benefits”

\(^2\) According to information received this year from the Government of the Syrian Arab Republic, there has been no change in the situation since the observations made by the previous missions.
employed in Israel) have been carried out—one on the attitudes of Israeli residents towards Arab workers from the occupied territories arising out of their working relationship, and another on the changes that have taken place in the views and attitudes of the workers from the occupied territories as a result of their contact with Jewish workers in Israel. According to the authors of these studies, one of the conclusions to be drawn is that an effort should be made in planning future ethnic relations to find ways and means of promoting conditions that are conducive to mutual understanding and to a positive change of attitude, for example by providing more institutional support so as to encourage exchanges between the groups, promote joint activities, extend work contacts on the basis of equality of status, etc. While on this subject, it should be recalled that the Office's experience and assistance are available for the preparation, currently being considered, of a body of legislation and specific procedures applicable in Israel and designed to cover more broadly and formally than at present the various aspects of equal opportunity and treatment, specifically from the standpoint of ethnic or national origin and religion.

39. Finally, as regards social welfare, programmes of assistance to needy families are being implemented in the occupied Arab territories. According to the authorities, the amount of this assistance is based on the average wage and on the price index. The mission was supplied with statistics on the number of families and individuals receiving total, partial or temporary financial assistance and on the government budget for social assistance and welfare. One of the Arab spokesmen with whom the mission talked in Gaza, however, stated that social assistance in the territories represented only a fraction of what was spent in Israel and observed that it was the duty of the occupying power to guarantee the fulfilment of the basic needs of the occupied population.

IV. WAGES AND SOCIAL BENEFITS

40. With regard to wages and social benefits, concerning which similar allegations have been made to those mentioned in the previous report,¹ the Israeli authorities and occupational organisations reminded the mission that both law and practice guaranteed the application of the principle of equal

¹ See the report of the 1980 mission, paragraph 51. The information communicated by Arab sources this year indicates, as was noted last year, that 30 per cent of the wages of Arab workers from the occupied territories employed in Israel is deducted for National Insurance and social benefits, that these contributions are paid into the state Treasury and that the workers do not receive benefits commensurate with their contributions, either under the statutory social security scheme or under the supplementary scheme established by agreement. As to the average wage of Arab workers from the territories, this is said to be no more than 50 per cent of that paid to Israeli workers for the same job, being fixed by the employer and not by law or agreement. When unemployed, Arab workers from the territories do not receive compensation and are in an even weaker position to negotiate their wages.
treatment for Israeli workers and workers from the occupied Arab territories employed in Israel. Wages and deductions for tax purposes and social security contributions are governed by collective agreements, tax law and national insurance legislation. The bulk of social security contributions was paid by the employer—25 per cent of the wages, as against five to six per cent for the workers. There was also a nationwide minimum agreed wage which applied to all branches and all workers without distinction.

41. Workers employed in Israel are entitled to benefits under the Histadrut's supplementary pension scheme. Last year the mission was informed that the first old-age pension under the scheme began to be paid out in January 1980 to building workers who fulfilled the ten-year qualifying period of work and had reached retirement age. This year the mission was informed that the pensions are still being paid and have been received by about 15 workers. In order better to acquaint the workers concerned with their rights in this respect, the Histadrut, in response to an observation by the mission, will shortly be publishing an addendum to its general information leaflet for workers from the occupied territories, containing further information on conditions of participation in the supplementary pension scheme. Statistics have also been supplied on various social benefits (sickness, leave, compensation for dismissal, clothing allowance, wife allowance, mutual benefit insurance) paid out in April-November 1980 (a total of over 46,000) to workers in the agricultural, industrial, construction and services sectors. Finally, as mentioned in the previous reports, negotiations have been under way for several years between the Histadrut and the Government with a view to the transfer to the former of the funds deriving from the social security contributions of the workers from the occupied territories. The Histadrut informed the mission that it had not yet received any reply from the Government to its request for a revision of the scheme along these lines, which it still considers essential to ensure better supervision of the application of the principle of equal wages and social benefits in practice.

42. As mentioned in previous reports, workers employed in Israel contribute to all the branches of the National Insurance Scheme but, under the law, are not entitled to benefits based on the criterion of residence (old-age and survivors' benefits, invalidity benefits, unemployment benefits and children's allowances). Recommendations and suggestions were made in the past as regards alternative arrangements or solutions for ensuring their entitlement to these rights and, in 1980, the authorities entertained the possibility of reconsidering the situation in the future. No change in the situation has come to the attention of the mission this year, however, and it has been informed by the authorities that surplus contributions were paid into the general budget for the development of the territories. The mission stated once again that, in its view, the fundamental principle ought to be borne in mind that the contributions should be set aside for the initial and specific purpose for which they were paid.
Table 7. Wages paid in the occupied territories and in Israel to workers of the occupied territories (average daily wage in Israeli pounds) (1970 and 1979)

<table>
<thead>
<tr>
<th>Year</th>
<th>Occupied territories Total</th>
<th>West Bank</th>
<th>Gaza and Northern Sinai</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Wages paid in the territories</td>
<td>6.4</td>
<td>6.8</td>
<td>5.8</td>
</tr>
<tr>
<td>2. Wages paid in Israel</td>
<td>11.8</td>
<td>11.8</td>
<td>11.7</td>
</tr>
<tr>
<td>Ratio of 1:2</td>
<td>54.2</td>
<td>57.6</td>
<td>49.6</td>
</tr>
<tr>
<td>1979</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Wages paid in the territories</td>
<td>163.9</td>
<td>166.0</td>
<td>160.6</td>
</tr>
<tr>
<td>2. Wages paid in Israel</td>
<td>209.3</td>
<td>198.7</td>
<td>222.4</td>
</tr>
<tr>
<td>Ratio of 1:2</td>
<td>78.3</td>
<td>83.5</td>
<td>72.2</td>
</tr>
</tbody>
</table>

43. As far as medical care is concerned, a special voluntary sickness insurance scheme was introduced in 1978 to provide workers from the occupied territories and their families with medical care dispensed at their place of residence. In 1980 some 500,000 residents joined the scheme. In 1981 the mission was informed that there were now over 600,000 members of the scheme which covered them for sickness in return for a very modest personal contribution (about four dollars a month). Information was also provided on the implementation of programmes aimed at extending and improving the medical care services available in the territories and on the improvement of access to medical care in Israel for residents of the territories. As to accident insurance, which has been made compulsory by ordinance, there has been a slight increase in the amount of insurance paid but a drop in the number of industrial accidents, as already mentioned.

44. As a result of the ease of access as between the markets in Israel and those in the occupied territories, the interpenetration of the two economies and the continuing movement of Arab workers in and out of Israel, the gap between wages in Israel and in the territories has narrowed considerably. As shown in table 7, the average daily wage paid in the occupied territories, which represented 54 per cent of the wage level in Israel in 1970, rose to almost 80 per cent of that figure by the end of the decade.

45. At the same time, according to information communicated by the Israeli authorities on the trend of nominal wages and consumer prices (table 8), the wages of Arab workers of the occupied territories (including those employed in Israel) increased in real terms between 1970 and 1979 by 54 per cent on the West Bank and over 75 per cent in Gaza.

46. The extent of the increase in the purchasing power of wages recorded in official statistics (which must of course be looked at more closely as they combine the wages earned in Israel with those earned in the territories) may come as a surprise when these data as such are compared with the views of
Table 8. Consumer price index and average net daily wage, West Bank, Gaza and Northern Sinai (1970-79)

<table>
<thead>
<tr>
<th></th>
<th>West Bank</th>
<th>Gaza and Northern Sinai</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. Consumer price index</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(July 1968-June 1969 average = 100)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>108.4</td>
<td>105.1</td>
</tr>
<tr>
<td>1979</td>
<td>1618.1</td>
<td>1824.0</td>
</tr>
<tr>
<td><strong>B. Nominal wage of workers of the occupied territories, including those employed in Israel</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- at current prices (Israeli pounds):</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>7.9</td>
<td>6.5</td>
</tr>
<tr>
<td>1979</td>
<td>181.7</td>
<td>199.2</td>
</tr>
<tr>
<td>- at constant 1979 prices (Israeli pounds):</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1970</td>
<td>117.9</td>
<td>112.8</td>
</tr>
<tr>
<td>1979</td>
<td>181.7</td>
<td>199.2</td>
</tr>
<tr>
<td><strong>C. Percentage increase in real wages</strong></td>
<td>54.1</td>
<td>76.6</td>
</tr>
</tbody>
</table>

the population concerned. As far as the Arabs whom the mission talked to in the occupied territories are concerned, the rise in wages paid in the territories has definitely failed to keep pace with the ever-increasing rise in prices. “Imported” inflation, which is looked upon as being closely bound up with the particular form of occupation and with the links that have been interwoven between the two economies, is perhaps the dominant preoccupation of the local population.

47. The serious situation that very recently arose as a result of a teachers' strike on the West Bank provides an illustration of the problems referred to above and of the particular context in which labour disputes arise, develop and are resolved. In December 1980 over 7,000 teachers employed by the military government on the West Bank came out on strike for a 100 per cent salary increase, on the grounds that their salaries had not been readjusted in spite of inflation and represented about a third or half those of their Israeli colleagues. There were numerous ups and downs in the attempts by the military administration and the teachers' representatives, who had formed a committee to defend their rights, to resolve the dispute, with repressive measures (an Order to resume work and the arrest and detention of teachers) alternating with efforts to establish contacts and start negotiations. The strike, which has had a lasting effect on the schooling of about 250,000 children (10,000 of whom are said to have gone to work in Israel, sometimes on an irregular basis), has caused the most serious concern and this was conveyed to the mission by the Arabs with whom it spoke. The Israeli authorities commented that, although the strike was originally about a
labour dispute, it had subsequently become politicised, that it had been tolerated in spite of the fact that teachers are prohibited from striking and establishing organisations under existing legislation, and that salaries had continued to be paid in order to ensure that family resources were maintained and children protected. An agreement was eventually reached on 12 March 1981 which granted a five per cent salary increase and a 20 per cent cost-of-living bonus which, combined with measures that had been taken previously, represented a total salary readjustment of 50 per cent. This dispute has been described in some detail here as it is fairly indicative of the complexities and abnormal situations that arise as a result of the state of occupation, as will also be seen in connection with the exercise of trade union rights.

V. EFFECTIVE EXERCISE OF TRADE UNION RIGHTS BY WORKERS OF THE OCCUPIED ARAB TERRITORIES

48. As in the past, the mission examined the situation as regards freedom of association from the aspect of the exercise of this fundamental right by workers of the occupied Arab territories employed in Israel and from that of its exercise by those employed in the territories themselves.

The situation of workers employed in Israel

49. The mission was particularly interested in two aspects of this question. It wished to know, on the one hand, whether any progress had been made towards a broader representation of workers from the occupied Arab territories on works committees in Israel and, on the other hand and more fundamentally, whether there had been any developments as regards union membership of these workers. These points were raised in the course of the mission's talks with representatives of the Histadrut.

50. The Histadrut first of all pointed out that it had followed up its previously announced decision¹ to publish a leaflet in Arabic for workers from the occupied territories employed in Israel. This leaflet, copies of which were sent to the Office in June 1980, contains general information on conditions of employment and work and, specifically, on the right of workers on the West Bank and the Gaza Strip to join organisations. The workers are informed that they are at liberty to join the Israeli federation or may establish trade unions of their own choosing. At the same time, they are encouraged to participate in the election of their representatives to the works committees. The Histadrut then informed the mission that it had not launched a campaign to encourage Arab workers from the occupied territories to join a union and

¹ See the report of the 1980 mission, para. 64.
added that the latter, for their part, had not made any particular effort to set up their own unions. The Histadrut has been concerned first and foremost with the continuation of its policy at the level of the enterprise and of works committees, while the employers' representatives indicated that a certain number of workers from the occupied territories had been elected to works committees.

51. The more effective representation of workers from the occupied territories, which seems to have got off to a slow start, should no doubt be encouraged more actively as it is a factor of some relevance to the promotion of their equality and the protection of their rights. As to the most important issue, however, that of union membership, there has been no change since the previous mission, and so the problem remains. The Histadrut has repeated that it is not encouraging the affiliation of Arab workers from the occupied territories who, for their part, do not seem to be prepared to join the Israeli federation or anxious to set up their own trade unions in Israel. The point must therefore be made once again that, ultimately, it is for the workers concerned themselves 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. Finally, it may be noted that a request has been submitted by the Federation of Workers of Gaza for workers employed in Israel to be allowed to join trade unions operating in the occupied territories; on this point, the mission has noted the reply of the military authorities to the effect that the request might possibly be found acceptable within the framework of a situation yet to be defined.

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

52. The Israeli authorities recall that trade union organisations in the occupied territories are governed by the applicable legislation, i.e. Jordanian legislation for the West Bank and Egyptian legislation for Gaza. They state that the workers enjoy freedom of association and are free to negotiate collective agreements with their employers. They point out that, on the West Bank, the number of trade unions has increased from 16 prior to 1967 to 24 at present and that three further applications are being examined. In Gaza, where trade unions are traditionally less active, there are seven unions that are members of the Federation of Workers of Gaza. Recalling that the applicable legislation prohibits trade union organisations from engaging in political activities, the authorities emphasise that measures that might affect the trade union leaders (or the running of the organisations) are taken only when these leaders or some of the union members engage in activities liable to jeopardise security in the region, for which the authorities are responsible. They state that, for the rest, they have no desire to intervene in strictly union affairs and are in favour of the development of trade unions and that almost
all currently active unions have held elections to their executive committees over the past three years.

53. The mission also asked the civil and military authorities for information on specific matters that had been raised in numerous allegations communicated to the Director-General or in the private conversations which it had held in the occupied territories, in particular with the municipal authorities and leaders of the Nablus Trade Union Federation, the General Union of Institutional Workers and Employees in Bethlehem, and the Federation of Workers of Gaza. One of the chief allegations dealt precisely with the question of the eligibility of trade union leaders and the holding of elections, while others referred to repressive measures taken against individual trade union leaders and to the obstacles to the establishment of trade unions and the free exercise of union activities.

54. The first of these problems arises from the amendment of the Jordanian labour legislation by military government Order No. 825 of 20 February 1980. Section 83 of the Jordanian Labour Code states that persons who have been convicted of a crime or of a moral offence are not eligible for election to the executive committee of a trade union. The main purpose of the amendment is to extend the ineligibility to persons who have been convicted by Israeli courts. Furthermore, for purposes of the application of the Order, it empowers an official of the Israeli Ministry of Labour to verify candidatures to elections, to cancel membership of trade unions or to annul committee decisions. The competent official may also issue regulations under the Order and request detailed information on each member of the committee. The Israeli authorities state that the real purpose of the amendment is to protect the workers by extending the application of the law to crimes judged by Israeli courts; that these crimes must be punishable by at least five years' imprisonment (previously three years), which applies only to particularly serious offences; that the amendment does not confer an arbitrary right to delete from the list of candidates the names of persons who have not been convicted as stipulated or to annul committee decisions; and that there is a right of appeal to the Supreme Court. In the opinion of the Arab unions in the occupied territories, the aim of the amendment, on the contrary, is to dominate and weaken the trade unions by increasing the possibility for the authorities to control them by removing from positions of responsibility persons who do not suit their convenience—those involved in political issues or convicted of minor offences—while the use of such a vague term as “convicted of a moral offence” leaves the door wide open to abuse. Considering that the situation thus created is extremely serious and constitutes an intolerable infringement of the free exercise of trade union rights, the Arab unions on the West Bank are determined to oppose the application of the amendment and have not communicated the lists of candidates or held elections.
55. Another series of allegations concerns the individual situation of trade union leaders, and specifically certain cases of imprisonment\(^1\) or town arrest\(^2\) and various restrictions on freedom of travel abroad. The mission met two union members who stated that they were under town arrest for six months, that the measure was renewable and, above all, that no grounds had been given for the decision which was officially taken simply for reasons of security. For each of the cases drawn to their attention the Israeli authorities provided information indicating that the cause of the imprisonment or town arrest was that the persons concerned were engaging in activities considered as a threat to security and had no connection with the exercise of trade union activities. They stated that one of the imprisoned union leaders was to be brought to court (at the end of March 1981), that the cases of town arrest were reconsidered every six months and the decision revoked if the persons concerned ceased their subversive activities, and that it was always possible to lodge an appeal against such measures. Finally, the authorities denied the allegations that certain union members had been banned from travelling abroad (such as those working with the electricity company of East Jerusalem).

56. Two of the union leaders under town arrest on the West Bank with whom the mission talked expressed concern and made complaints regarding the effective exercise of trade union rights in the occupied Arab territories. One of them, in particular, emphasised the great importance he attached to the freedom to establish trade unions, which he saw as a right which must exist and which it must be possible to exercise under an occupation régime. In fact, however, it was maintained that that was not the case. He referred in particular to requests regarding the establishment of trade unions to which no reply had been received for 18 months\(^3\) (pending a reply no appeal may be made to the court) and to various forms of pressure brought to bear on workers wishing to establish trade unions.\(^4\) The other union member referred to the intervention of the military authorities to close down trade union sections that had been opened in the villages in accordance with the law in

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\(^1\) For example the imprisonment of the Secretary of the Nablus printing workers' union since December 1980, of a member of the executive committee of the Nablus Trade Union Federation and of members of the Kalkilyah Institutional Trade Union on the West Bank.

\(^2\) For example the town arrest of the Secretary-General of the Nablus Trade Union Federation, of the Secretary of the General Union of Institutional Workers and Employees of Bethlehem (who is also a member of the executive committee of the Nablus Trade Union Federation), and of the Secretary and Deputy Secretary of the Hotels and Restaurants Union of Jerusalem. These measures, which restrict the freedom of movement of the persons concerned to the confines of their town of residence, are currently said to have been used against about 20 people.

\(^3\) To be precise, these requests were submitted by the workers' unions of the general institutions of Hebron and Abu Dis, a private schoolteachers' union in Ramallah, a joiners' union of Nablus and the university institutions teachers' union.

\(^4\) Information communicated to the Office by Egypt and the Syrian Arab Republic also refers to the continuation of negotiations between the Israeli Government and the Histadrut with a view to the establishment of sections of the trade unions of the Israeli Federation in towns on the West Bank.
force.¹ On this occasion the authorities are said to have arrested union members (for two days in one case, one month in another) and confiscated internal documents. An appeal to the Supreme Court to restore the right to operate the sections is said to require a preliminary ruling by the legal adviser of the military authorities. Various other cases and problems were mentioned, such as the intervention of the military authorities on the premises of local unions,² the creation of obstacles to the holding of trade union funds,³ the organisation of union administration and programmes,⁴ freedom of assembly and the possibility of organising public demonstrations.⁵ The mission brought these various cases to the attention of the responsible authorities and was informed that, for the most part, the delay in obtaining authorisations and the instances of intervention in the normal running of organisations were due to the need to investigate the nature of the activities or to take steps to protect security and public order. The mission was assured moreover that the persons concerned could appeal direct to the Supreme Court. In certain other cases, finally, the accuracy of the allegations was contested or assurances were given that the matter would be looked into.

57. In setting out its initial impressions at the end of its visit, the mission, after noting with satisfaction the agreement of the authorities in principle to its suggestion that workers' education seminars should be organised by the Office, passed on to the authorities a number of preliminary observations concerning the situation as regards trade union rights in the occupied territories. In particular, it recommended that an effort should be made to prevent excessive delays in replying to requests to establish trade unions. As regards persons subjected to repressive measures, it indicated that it would be desirable for the persons concerned to be informed of the grounds for the decision in each case, for the situation of these persons to be examined

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¹ He was referring specifically to a section of the Bethlehem union opened near Bethlehem in Batter. Similar measures are said to have been taken against a union in Kalkilyah. According to information communicated by the Government of the Syrian Arab Republic, 17 trade union sections have been closed in the Arab part of Jerusalem and the trade union of the electricity company in East Jerusalem is threatened by Israeli Government plans to take over the concession (see paragraph 23 above). The latter point was also mentioned by the Government of Jordan in a recent communication.

² November 1980 takeover of the premises of the Nablus Trade Union Federation and confiscation and stamping of the identity papers of 12 union members, for the most part members of the unions of doctors and jurists.

³ Application dating back several months for authorisation to transfer from Jordan to Gaza funds which are said to belong to the Gaza Trade Union Federation or to have been blocked when the Bank of Palestine was closed in 1967. The mission received assurance that the union could recover control of any funds with which it was credited in the accounts of the Bank of Palestine, which has recently been authorised to reopen in Gaza.

⁴ Refusal to issue an authorisation for the construction of new premises (requested in September 1980 by the Nablus Trade Union Federation), refusal to authorise union members to attend workers' education programmes and a requirement for preliminary authorisation to organise training courses.

⁵ Preliminary authorisation is required for public meetings and demonstrations and has, for example, been refused for the celebration of Labour Day on 1 May for the past three years.
rapidly and for the possibility of appealing to the courts to be taken into consideration within a reasonable period of time. The mission also drew attention to the difference of opinion over the purpose of the amendment of the Jordanian labour legislation. It noted that the provision in question had not yet been applied but, invoking the decisions of the Committee on Freedom of Association of the ILO Governing Body, suggests that conviction on account of offences the nature of which is not such as to be prejudicial to the proper exercise of trade union functions, should not constitute grounds for disqualification for trade union office. The mission recognises, of course, the difficulty of a situation which is fundamentally influenced by the general state of occupation and which is bound to lead to the overlapping of political and trade union considerations and to mutual encroachment by the authorities and organisations on areas outside their normal spheres of activity and competence. Nevertheless it is important that, in accordance with ILO principles, workers wishing to establish trade union organisations should be entitled to do so without any restrictions and that the law under which unions are prohibited from engaging in political activities should not be interpreted in such a way as considerably to restrict the organisations' possibilities of action and thereby limit trade union rights or impede the legal exercise of those rights. At the same time, the trade union organisations should have regard, in the interest of the development of the trade union movement, to the principles enunciated by the International Labour Conference in a 1952 resolution for the protection of the freedom and independence of the trade union movement and the safeguarding of its fundamental task of advancing the social and economic well-being of all workers. As the Conference stated in this resolution and in a resolution adopted in 1970, the guarantee of the right to freedom of association rests to a large extent on the freedom and independence of the trade union movement, so that the latter can fulfil its economic and social mission irrespective of political changes that may occur, and, more generally, on the respect for fundamental civil liberties which is considered to be essential to the normal exercise of trade union rights.

VI. THE IMPLICATIONS OF THE ISRAELI SETTLEMENTS WITH REGARD TO THE SITUATION OF ARAB WORKERS OF THE OCCUPIED TERRITORIES

58. This issue was raised previously, in the 1979 and 1980 reports, not from the standpoint of its political aspects and of international law, which do not come within the purview of the ILO, but from that of its effects on labour


2 Resolution concerning the independence of the trade union movement (1952) and resolution concerning trade union rights and their relation to civil liberties (1970).
matters and on the situation of the workers in the occupied territories. Since then the Office has received numerous allegations and extensive information on this problem. The mission accordingly endeavoured to obtain first-hand information to supplement that which it had already received and was able to hold lengthy discussions on the matter with the civil and military authorities.

59. In a report which it sent to the Office in response to the Director-General's request for information, the Government of Jordan provides figures on the recent extension of the Israeli settlement policy. According to these figures, 10,000 dunums of land (1,000 hectares), more than 6,000 dunums of which were agricultural land, were confiscated on the West Bank between October and December 1980. During the same period, ten new settlements were established in the occupied Arab territories (five on the West Bank, three in the Golan and two in Gaza). All together, 152 settlements were established between 1967 and 1980 (96 on the West Bank, 28 in Gaza and 28 in the Golan). The number of settlers is estimated at 18,000 on the West Bank, in addition to 80,000 Israelis living in the Arab part of Jerusalem; there are said to be about 6,400 Israeli settlers in the Golan. Attention was drawn to the extent of the programme as adopted, and subsequently amended, by the Israeli Government. The “Master plan for the development of settlements in Judea and Samaria, 1979-1983”, provided for the establishment of 46 new settlements and 27,000 families on the West Bank in 1983, for an over-all investment of 54,000 million Israeli pounds. This objective was subsequently revised and the total number of settlements increased to 68. According to the report of the United Nations Security Council Commission, to which the Government of Jordan refers, the public and private lands confiscated increased from 27 per cent of the total area of the West Bank in 1979 to about 33 per cent in September 1980, various methods being employed to implement the policy (acquisition of public or community land, expropriation from private land, limitations on the use of land declared by law, for security reasons, to be “restricted areas”, confiscation of land belonging to “absentee owners”, and compulsory sale of land). The various on-the-spot reports point to unfavourable consequences from the economic and social points of view. Firstly there are short-term consequences, such as the reduction in the cultivated area and in the possibility of irrigation, on which points the reports communicated by the Governments of Jordan and the Syrian Arab Republic contain detailed information: for example, the area of agricultural land on the West Bank is said to have been reduced from 2.6 million dunums (in 1966) to 1.6 million

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1 The mission also took into account the relevant information contained in various United Nations reports, including the Report of the Special Committee to Investigate Israeli Practices affecting the Human Rights of the Population of the Occupied Territories and the Report of the Security Council Commission established under Resolution 446 (1979), to which the Governments of Egypt and Jordan referred the Office for further information.

2 According to the report of the Government of the Syrian Arab Republic, there were 33 Israeli settlements in the Golan at the end of 1980.
Appendix III

dunums; moreover, various practices and measures have been introduced by
the Israeli authorities to regulate and control the use of the area’s precious
water resources in a restrictive manner which discriminates against the local
population. Emphasis is placed in the reports on the particularly damaging
effect of these policies on the vital agricultural sector, which is an essential
source of income for the inhabitants of the area. The transformation of the
status of a certain number of landowners into agricultural wage earners and
difficulties with the marketing of agricultural products constitute further
short-term consequences of the settlement policy, while in the long term the
policy contributes to a general feeling of insecurity and mistrust that is hardly
conducive to the development of projects or investment.

60. In response to requests by the mission, the Israeli authorities
furnished detailed information on the juridical and practical aspects of the
settlement policy in the occupied territories. In implementing this policy,
only state land administered de jure by the occupying power is used.
Moreover, only land which is not listed in the land register is defined as state
land, and the most careful inquiries are carried out to ascertain that the land
has not been cultivated de facto in the course of the past ten years. Private
land, ownership of which is recorded in the land register, is not affected by
the establishment of the settlements; it can only be taken over under a
standard expropriation procedure for reasons of public utility (the construc-
tion of roads or irrigation works, for instance). In any case, persons who
consider that their rights have been infringed have the possibility of
appealing to the Supreme Court, which has already ruled on numerous cases.
Information was also supplied on the importance and effect of the settlement
policy. The settlements (of which there are about 100 on the West Bank) are
estimated to cover not more than two to three per cent of the land area and
the number of settlers (25,000 in all) to represent only about two per cent of
the population of the occupied territories. As to the allegations concerning
the unfavourable effects that these settlements could have on labour matters,
the authorities see these as being purely political in nature. No labour or
employment problem is related to the settlements, and the authorities point
out that, on the contrary, there are positive advantages: more employment
opportunities have been created on the spot, which means that the distance
to and from work is less than in the case of jobs in Israel, and new working
techniques and methods have been introduced. The authorities also supplied
details regarding measures that have been taken to ensure a rational use of
the water resources in the area and regarding investment and the work
carried out to improve and extend the irrigation systems.

61. As is apparent from a comparison of the information communicated
from various sources that has been set out above, there are substantial
differences of opinion on the issue of the establishment of Israeli settlements,
quite apart from any political considerations. Part of the problem presumably
stems from the vagueness that surrounds the juridical definition and status of
the various categories of land and the rights attached to them. Thus, land which has not been officially registered (a practice which does not appear to be widespread and organised) is looked upon by the authorities as state land and therefore comes within the framework of their right of administration and management, whereas for the local population it is common land traditionally used by the village and municipal communities (for grazing purposes, for instance). However, even if so far the direct effect of the settlements on labour and employment matters is considered still to be fairly limited, the rate at which the settlement policy is currently being implemented and the extent of the programmes adopted for the near future are bound sooner or later, and in one way or another, to go against the objective of an autonomous economic development chosen by the Arab population of the occupied territories. Furthermore, seen from a more general viewpoint, it is doubtful whether such a policy really corresponds to the economic interests of the occupying power.

VII. TECHNICAL CO-OPERATION FOR THE BENEFIT OF THE POPULATION OF THE OCCUPIED ARAB TERRITORIES

62. The present report bears witness to the particular attention which the International Labour Organisation has paid to the possibility of its providing technical assistance for the Arab workers of the occupied territories. It will be recalled that in the 1980-81 biennium regular budget credits were used to provide fellowships for four persons nominated after consulting the Palestine Liberation Organisation to take training courses at the Turin Centre. The programme should be completed this year. In addition, as already mentioned, a fellowship has been awarded to the Director of a training institution on the West Bank (the Polytechnic Institute of Hebron) to take a Turin Centre course in 1981 on the management of training institutions; invitations have also been sent out for applications from faculty members of the Institute for fellowships in training methodology and audio-visual techniques. Furthermore, in the light of an examination of the specific needs of the population concerned, other possibilities of assistance in such fields as workers' education and co-operative development were considered and discussed by the mission with the Israeli authorities. The mission has received assurances regarding the latter's intention to adopt a positive approach towards the matter. The Israeli authorities have also been informed that the ILO is prepared to participate in the implementation of assistance programmes within its field of competence as part of the UNDP's over-all project of

1 About 70 per cent of the land on the West Bank is said not to have been registered, which means that in most cases Palestinian farmers are not able to prove ownership and thus oppose the decision of the military authorities to declare a piece of land to be "state land" (cf. The Economist (London), No. 7178, March 1981).
assistance to the Palestinian people. On 24 September 1980 the Director-General accordingly sent a letter to the Administrator of the United Nations Development Programme asking him what credits were at his disposal for assistance to the Palestinian peoples. More specifically, he requested UNDP approval for the allocation of the necessary funds for launching the first two projects coming within the sphere of competence of the ILO that have been approved by the UNDP—one for the training of industrial management staff and the other for the vocational training of women. The Director-General has also asked the UNDP Administrator to authorise the submission to him of proposals for projects in other fields identified by the inter-agency task force, namely the development of co-operatives, social security and assistance to workers' organisations. In his reply, which was received on 24 November 1980, the UNDP Administrator indicated that the Israeli authorities have so far agreed to 10 of the 17 UNDP projects for the West Bank and Gaza and have asked that they should be executed by the UNDP rather than by other institutions. The Director-General hopes that it will eventually prove possible to overcome the financial, administrative, political and other obstacles in the way of carrying out technical assistance projects. In any event he is still doing his utmost to achieve that purpose and, in the light of this report and of the observations and suggestions contained in the communications of the Governments of Egypt and the Syrian Arab Republic, to explore new ways of meeting the request set out in operative paragraph 5 of the Resolution.

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63. As in the past, and bearing in mind the resolution adopted by the Conference in 1980, this report has endeavoured to describe the salient features of the situation of workers living in a state of continuing occupation, as far as the matter is within the ILO's competence, and to make recommendations for improving it. The Israeli authorities will in due course be asked, as they were in the case of previous reports, to inform the ILO about the action taken to give effect to these recommendations and about changes in the situation as regards the points they cover. All further developments in this respect will be reviewed by the Director-General in the report to be submitted to the Conference next year.